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CRIME PREVENTION RESOURCE MANUAL FOR LOCAL COUNCILS

In recognition of the important role local councils can play in preventing crime, a crime prevention resource manual specifically for local councils has been prepared under the auspices of the Premier's Council on Crime Prevention. The manual was launched by the Minister for Local Government at the Local Government Association conference on 20 October 1998.

The manual was developed by a Working Group chaired by the Crime Prevention Division of the Attorney General's Department and including representatives from the Department of Local Government, Department of Urban Affairs and Planning, the NSW Police Service, the Ministry for Police, the Local Government and Shires Associations, and Waverley Council. Areas covered in the manual include the role of local government in crime prevention, setting up a crime prevention committee, developing a local crime prevention plan, successful crime prevention strategies, education and promotion about local crime prevention, resources available, and examples of crime problems and strategies to address them.

A number of NSW local councils provided information about their crime prevention strategies and provided comments on a draft version of the manual. I would like to thank these councils for their assistance.

An advance copy of the manual is attached to this Circular. This version is also available at the Department's web site on the internet. A desktop published version is also being distributed to all councils and central libraries by the Crime Prevention Division. Councils should note that while the content is the same for both versions of the document, the format including page numbering is slightly different.

Councils are encouraged to use the manual to assist in addressing crime problems in their local communities. Enquiries about the manual should be directed to Ms Karen Paterson, Principal Policy Officer, Department of Local Government, on phone (02) 9793 0826 or to the Crime Prevention Division on (02) 9228 8307.

Garry Payne
Director General

Crime Prevention

Resource Manual

A NSW Government Initiative

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The original draft of the Crime Prevention Resource Manual was produced by Niki Ellis and Associates.

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Module 1

Background

Chapter 1

INTRODUCTION - HOW TO USE THIS MANUAL

This resource manual has been written for councillors and council staff to assist local government to take an active role in preventing crime in the local area. This manual will also be useful to groups in the community which have an interest in crime prevention.

It aims to be a practical document, setting out the steps involved in taking a council and community partnership approach to crime prevention. It also includes examples of what local councils in NSW and other states of Australia and overseas have done to prevent crime in their local areas.

Module One: Background describes how this manual can be used with particular reference to current legislation, policies and programs in NSW that support crime prevention initiatives.

Module Two: Crime Prevention and Local Government discusses why crime prevention works and the role that local government can play in promoting and supporting crime prevention initiatives in local communities.

Module Three: Developing a Local Crime Prevention Plan provides information about: establishing local partnerships; gathering information and data to support an evidence based crime prevention plan; the selection of strategies that will work; and the documentation of a local plan.

Module Four: Successful Crime Prevention Strategies examines a range of strategies that can be employed to reduce crime in your community.

If you do set up a crime prevention program in your area, the Crime Prevention Division of the NSW Attorney General's Department can assist you with further advice and information. The Crime Prevention Division can be contacted on:

Tel: (02) 9228 8307

Fax: (02) 9228 8559

Address: GPO Box 6, SYDNEY NSW 2001.

[Http://www.agd.nsw.gov.au/crime.html](http://www.agd.nsw.gov.au/crime.html)

Chapter 2

Crime Prevention in New South Wales

We know from Australian and overseas experience that effective crime prevention strategies involve partnerships: partnerships between government, the community and the private sector. To successfully reduce crime we need to involve every relevant stakeholder to ensure that a systematic and thorough approach to the prevention of crime is taken.

In NSW a number of initiatives have been implemented to ensure that effective crime prevention partnerships can be established and maintained. Although this manual focuses on the development and implementation of local crime prevention plans, this approach is only one of the strategies being employed in NSW to prevent and reduce crime and violence.

This chapter describes some of the key crime prevention currently being undertaken in NSW.

The Premier's Council on Crime Prevention

The Premier's Council on Crime Prevention sits at the centre of the NSW Government's approach to crime prevention policy and programs in NSW. The overall purpose of the Council is to help to achieve a reduction in the incidence of crime through the development, promotion and implementation of effective strategies designed to prevent crime.

The Council on Crime Prevention met for the first time in October 1995. It is chaired by the Premier and has a membership of eleven other Ministers, as well as eight non-Ministerial members. The non-Ministerial members bring academic, private sector and community expertise to the Council. The Council meets every three months, although the non-Ministerial members meet more often as a way of developing issues and ideas for the full Council. The Council has also worked on a series of strategies for the prevention and reduction of violence and has adopted a special focus on rural crime problems. This manual is also an initiative of the Premier's Council on Crime Prevention.

The Crime Prevention Division

The Crime Prevention Division is part of the NSW Attorney General's Department. The Division supports the activities of the Premier's Council on Crime Prevention through the provision of advice, the development of policy and the facilitation of a "whole of government" approach to crime prevention. The Division can also assist local communities through: the development of crime prevention resources that local communities can use; the provision of training, information and advice about crime

prevention planning and implementation; and the administration of the Safer Communities Development Fund.

The NSW Strategy to Reduce Violence Against Women

The NSW Strategy to Reduce Violence Against Women is based on partnerships between Government, non-Government service providers and the community. The strategy aims to develop and promote effective prevention strategies and improve access to services. The strategy is funded by four Government agencies: NSW Attorney General's Department; Department of Community Services; NSW Health and the NSW Police Service.

The Strategy's key elements are:

1. The establishment of a **Regional Violence Specialist Program** through the employment of seventeen Regional Violence Specialists by the Attorney General's Department. These specialists are located throughout NSW in regional offices of the Department of Community Services, NSW Health or the NSW Police Service. Each Specialist develops a regional action plan to reflect regional priorities. They work with a Regional Reference Group to provide a means of addressing regional service delivery issues.
2. The establishment of **The Violence Against Women Specialist Unit** within the Crime Prevention Division of the Attorney General's Department. The key activities of the unit are:
 - developing strategic policy responses to issues of violence against women;
 - supporting strategies and programs to prevent violence against women;
 - managing the Regional Violence Prevention Specialists in collaboration with host managers; and
 - providing executive support to the NSW Council on Violence Against Women and the State Management Group.
3. The establishment of the **NSW Council on Violence Against Women**. The council, which meets quarterly, provides high level advice to the Government on issues concerning violence against women. Membership is drawn from Government agencies and the community.
4. The establishment of the **State Management Group**, comprised of Government representatives, which formulates inter-departmental policies and explores management issues associated with the strategy.

“Safer Communities” - The NSW Police Service Community Safety Action Plan

The NSW Police Service has established a Community Safety Action Plan. A full time Community Safety Officer has been appointed to each of the 80 patrols across the state in support of this plan. These officers will be responsible for working with the community to determine the delivery of policing strategies that can be employed to prevent crime and promote community safety. These Community Safety Officers will be able to provide advice and assistance in relation to the delivery of police services in support of your local crime prevention activities.

The Safer Communities Development Fund

The Safer Communities Development Fund has been established to provide financial support to community based activities that are designed to prevent crime. Grants are available for: the development of innovative crime prevention initiatives; the implementation of local crime prevention plans (that have been endorsed by the Attorney General as “Safer Community Compacts”); and specific crime prevention projects nominated by the NSW Attorney General’s Department.

Crime Prevention Strategic Plan

The Crime Prevention Division has developed a Crime Prevention Strategic Plan for endorsement by the Premier’s Council on Crime Prevention. That plan will provide a whole of government approach to address and prevent a range of specific crimes and those factors which contribute to particular crimes.

The Children (Protection and Parental Responsibility) Act 1997

The *Children (Protection and Parental Responsibility) Act 1997* provides a statutory basis for the endorsement of local council crime prevention plans as Safer Community Compacts by the Attorney General. The Act states a number of issues which the Attorney must consider before endorsing a local crime prevention plan. Guidelines have been issued by the Crime Prevention Division to assist councils that wish to apply for a Safer Community Compact.

Additionally the Act states that the Attorney General may issue instruction or assistance for those councils that wish to develop local crime prevention plans. This has been supported through training provision from the Crime Prevention Division and the distribution of guidelines for the development of local crime prevention plans.

The Act also states that the Attorney General may provide financial assistance for the implementation or development of Safer Community Compacts. This is provided through the Safer Communities Development Fund.

Other Initiatives

A range of other crime prevention initiatives are provided by other government and non government services. These include:

- The NSW Department of Housing’s “Good Neighbour Policy”;
- The Juvenile Crime Prevention Advisory Committee (which provides advice to the Attorney General on juvenile crime prevention issues);
- The National Campaign Against Violence and Crime (an initiative of the Commonwealth Attorney General’s Department); and
- NRMA’s Crime Safe Program.

Module 2

Crime Prevention and Local Government

Chapter 3

WHY DOES CRIME PREVENTION WORK?

Why Crime Prevention?

Traditionally we have relied upon the police and the justice system to prevent and reduce crime in the community. However, it is becoming increasingly clear that much of the work of the police and the criminal justice system is reactive, dealing with crime **after** the event. This does not mean that our police and law enforcement agencies are not doing a good job or that we need to simply increase resources. Rather it indicates that relying upon the criminal justice system as the **only** means of reducing crime is not effective. If we want to prevent crime and reduce its impact upon the community, we have to intervene **before** it is committed.

What Factors Contribute to Crime?

There is ample research to indicate those factors which can contribute to, or assist in predicting, the profiles of crime in the local community. These factors can include: access to schooling and education; levels of employment and income; family background; alcohol and other drug use; personal opportunities and incentives for the commission of crime; gender; age; and other environmental factors.

For example, the NSW Bureau of Crime Statistics and Research has identified the following factors as having a potential influence on the frequent commission of theft offences by juvenile offenders:

- Family background
- Schooling
- Income and employment
- Drug and alcohol use
- Peer relations
- Moral beliefs
- Risks and punishment
- Criminal history
- Offenders' reasons for offending.¹

Australian and overseas experience indicates that the most effective way to prevent crime is to develop detailed local crime profiles. When we are seeking to prevent crime we need to identify:

- the sites where crimes occur;

¹ P Salmelainen, *The Correlates of Offending Frequency: A Study of Juvenile Theft Offenders in Detention*, NSW Bureau of Crime Statistics and Research, 1995, pp.1-3

- the victims of crime;
- the circumstances or environments which encourage the occurrence of crime;
- the times of day when crime occurs;
- the incentives and opportunities for the commission of crime.

When we have good information about the circumstances in which crime occurs locally we can make good decisions about those activities which will minimise the influence of those circumstances and factors.

How Do We Prevent Crime?

Clearly no single organisation can focus upon all the factors which influence and contribute to local crime. Well targeted measures must focus on the range of factors and circumstances which influence the incidence of crime. Because of this, a range of stakeholders need to act co-operatively with the local community to implement these measures. These stakeholders can include:

- the police service;
- health and community services;
- employment services;
- housing and accommodation services;
- schools;
- neighbourhood centres;
- youth services;
- local government;
- community groups; and
- local business.

When a community has developed detailed crime profiles of those issues that are of most concern, it can target strategies that will work to address and reduce that crime. A plan can be developed that applies a number of different strategies to a particular issue in a way which will be effective in that community. In New South Wales a number of communities have been successful in developing effective crime prevention initiatives, based upon good local knowledge and sound research. The following case studies illustrate the combination of crime prevention approaches that can be applied to particular problems.

New South Wales Case Studies

Case Study 1:

Sanctuary Point Hard Courts

This project aimed to redevelop a hazardous area of dense underbrush and bush which was a gathering place for young people to drink and use drugs. The site was selectively cleared of the scrub and undergrowth and a multi-purpose hard-court area was constructed near the site by local young people themselves.

Aim: To reduce youth violence and malicious damage

Strategy: Redevelop an area of bushland near a shopping centre where young people meet to drink and use drugs

Involve local youth in the development of a hard court recreation area

Provide young people with training, vocational skills and employment opportunities

Outcomes: Reported decrease in anti-social behaviour, violence and damage in the area

Change in attitudes towards young people

Case Study 2:

Newcastle Community Arts Graffiti Project

This was a program establishing legal sites and work for the development of social and arts related skills with known graffiti offenders and their close associates. The project aimed at redirecting graffiti artists from illegal to legal work and developing their skills, both artistically and managerially. The target group was established artists and inexperienced members of the culture who were generally between 13 and 20 years of age.

Aim: To reduce levels of graffiti in the Newcastle area

Strategy: Create legal public sites for exhibiting aerosol art

Train artists to develop their own portfolio and negotiate legal sites

Instil a sense of co-operation among different 'crews' to diminish competitive 'tagging'

Outcomes: Reported decrease in illegal graffiti and tagging in the area

Development of young artists' skills

Case Study 3:

Byron Bay Safe Celebrations Project

In order to bring the New Years Eve celebrations under control, a series of structured events were planned, as well as measures adopted by the local licensees, such as plastic cups and staggered closing times.

Aim: To reduce levels of anti-social behaviour and violence in public space on New Years Eve

Strategy: Implement a planned and co-ordinated series of community events on New Year's Eve

Implementation of responsible serving practices in licensed premises

Implement crowd management plans

Outcomes: A safe and popular public celebration of New Years Eve following a major public disturbance the previous year. (Replicated successfully at Sydney's Bondi Beach)

What Can Local Councils Do?

These case studies demonstrate how partnerships need to be developed if we are to effectively reduce local crime. It is local people and local government that best understand local problems. As a representative body that co-ordinates a range of local services, local government is ideally placed to demonstrate leadership in facilitating partnerships that encourage and support the development of a co-ordinated and systematic approach to local crime prevention.

Local crime prevention plans can be developed and implemented without the involvement or leadership of local councils. Service organisations, community groups and police community safety committees can all potentially support and develop local crime prevention plans. However, it is local government that can most legitimately claim to represent the concerns and interests of local communities. Furthermore, programs in other countries and States have shown that local crime prevention plans are particularly successful when local government guides and co-ordinates local activities.

This guide has been developed to assist local councils that wish to develop crime prevention plans. However, if your local council is not developing such a plan, this manual can also be used by community groups to assist in the development of a plan.

Chapter 4

THE ROLE OF LOCAL GOVERNMENT IN CRIME PREVENTION

Why Should a Council Care About Crime Prevention?

Local government is about more than providing basic services. It is about creating vibrant, lively communities where people can live comfortably and happily. Crime and the fear of crime reduce the quality of life in a community. People enjoy their lives more when they feel safe.

Research shows that Australians greatly exaggerate the risk of crime - that they are more afraid of crime than they need to be.² What makes them afraid? Media reports about crime certainly encourage fear, but local issues play a great part. People are more likely to be afraid if they have personally experienced a crime such as burglary, if they are poor, and, importantly, if they encounter conditions in their local area which are the results of minor crimes, such as graffiti, vandalism and litter, or the frequent presence of intoxicated persons.

These conditions can encourage people to commit crime. This crime not only affects a local community psychologically – it also affects it economically and commercially. Crime is expensive in two ways: it directly costs the victim (often the council itself, in cases of vandalism, graffiti and theft) and it costs the whole community through reduced willingness to be in the neighbourhood and reduced participation in such activities as shopping, going to restaurants, sport and recreation. Fewer people on the street reduces natural surveillance which can lead to further increases in crime.

Community satisfaction and community trust can lead to lower concern about crime. When a local government succeeds in creating an area where crime is low, it will also have succeeded in creating pleasant, reassuring surroundings where the fear of crime is low, where community bonds are strong and where residents have a sense of ownership of their neighbourhoods.

Liability

There is another reason why local councils are considering the merits of crime prevention. Councils are becoming increasingly subject to legal action in a number of areas. This section discusses local council's responsibilities and the issue of liability in respect to crime prevention.

Under the *Local Government Act 1993*, local councils are responsible for managing public land. By implication, this can mean that councils have a duty of care in relation to those who use public land. Indeed, local councils have the power to issue and enforce orders

² WEATHERBURN, Don, MATKA, Elizabeth, & LIND, Bronwyn. 'Crime Perception and Reality: Public Perceptions of the Risk of Criminal Victimization in Australia.' *Crime & Justice Bulletin*, No 28, May, 1996, p.4.

under the *Local Government Act* which prohibit activities that place members of the public at risk of injury.

Experience in the United States has shown that under common law, property owners may be held liable for crimes which occur on their property. As well as managing public land such as parks and pedestrian areas in central business districts, many local councils own property including car parks, office buildings and community facilities such as swimming pools and halls. According to so-called premises liability, property owners in the United States may be liable if it is considered that “reasonable” crime prevention strategies were not put in place, that is, they were not consistent with generally accepted standards for a particular industry and the lack of strategies was a substantial contributing factor to the crime occurring.

The increasing acceptance of the effectiveness of proactive crime prevention strategies, particularly Crime Prevention Through Environmental Design, has meant that the reasonableness of certain crime prevention approaches and the unreasonableness of property owners who fail to put in place widely accepted crime prevention strategies are becoming established. It has been argued that a lack of crime prevention strategies not only fails to prevent crime but can actually attract it because offenders are more likely to commit offences on premises which do not have any security measures than on premises which do have security measures.

An assumed duty to protect people from crime can not only arise by conduct such as implementing crime prevention strategies, but also by an assurance that an individual will provide for the safety of others. Some councils which have implemented crime prevention strategies, particularly in central business districts, have erected signs and distributed printed material to the community about these strategies. Councils should avoid presenting information in such a way that results in unrealistic expectations about the extent to which these strategies will prevent crime.

It has been suggested that property owners in the United States can expect to be the subject of increasing litigation for the following reasons:

- Crime victims are more likely to seek restitution for what has happened to them.
- Courts have become increasingly willing to let juries hear theories about the relationship between how properties are managed and designed and criminal behaviour.
- Juries are now being told by expert witnesses that crime is the result of a decision making process that includes an assessment of the property by the criminal. Some properties, because of their location and design and the way they are managed, are more appealing to criminals than others that are better designed and managed.

Premises liability is yet to attract the same attention in Australia as it has in the United States. However, it is an area which could result in significant costs for councils if it does begin to attract attention, costs which may be greater than the cost of implementing crime prevention strategies. As a result, councils should consider this issue when determining their role in relation to crime prevention. Local council public liability and professional indemnity is currently being reviewed by an inter-departmental committee comprising representatives of the Department of Local Government and the Attorney

General's Department. Local councils will be advised of the outcome of this review when it is completed.

Working Within Council

Even if you are not aware of it, your council will already be engaged in some activities which contribute to crime prevention (see Chapters 8 and 9 for suggestions). But these activities are probably occurring in isolation from each other – they may even be working against each other. It is therefore useful for councils to incorporate crime prevention in strategic planning processes, including the Management Plan (see Chapter 3).

The first step in addressing crime prevention within the council is to establish a **whole of council** approach to the issue. Establishing a steering committee which includes heads of council departments is a good start. Find out what your council is doing. Consider how your policies impact on crime prevention.

Even working without other agencies, councils can help to minimise the incidence and fear of crime in their local areas, particularly if crime prevention is made a key result area for all council departments, and if information about crime prevention strategies is shared freely.

Crime prevention strategies need not be hugely expensive – in fact, they can add value to existing programs and services. Often, simple changes to existing programs and services can have a positive effect. For example, it has been shown that crimes like vandalism and graffiti drop sharply when repairs are performed within a short time (say, 24–48 hours). The cost of rapid repairs is likely to be much less than the money lost to ongoing vandalism.

Existing resources, like community centres, youth clubs and recreation officers, can be incorporated into strategic planning for crime prevention. Crime prevention through environmental design principles (see Chapter 8) can be included in development application and council planning processes.

Even if a council chooses to work alone in crime prevention, multiple strategies should be used. Research has shown that using only one method to address a crime problem will not work; a mix of different techniques and programs are needed. Collaboration has a particular benefit – it enables councils to support strategies which might have been difficult working alone, or for which council does not have the skills or resources.

As discussed in Chapter 2, it is possible for a council to implement effective crime prevention programs using its own resources and without great expense. The key to this is for council to review and change, where appropriate, existing policies, procedures and services so that crime prevention strategies are implemented and integrated across the range of council functions.

Making Crime Prevention Part of Everyday Business

The first step is to adopt crime prevention as a core value: a core business activity. It should not be seen as an ‘add-on’ or a luxury. Experience of crime and the fear of crime are crucial elements which impact on residents’ quality of life. Reducing crime can improve life in the area and make it more attractive to prospective residents, shoppers and visitors.

Commitment must be made at the highest levels of local government. Without such commitment, any crime prevention program is fragmented and unlikely to work.

Crime prevention should become part of the normal strategic planning process within your council. This will enable an ongoing process which will ensure that all relevant council activities support crime prevention. A whole of council, or inter-departmental, approach to crime prevention ensures that crime prevention activities support and complement each other and maximises the efficient and effective use of council resources.

There are a number of potential parts to a whole of council approach to crime prevention and these are described below.

Commitment From Councillors

As decision makers, it is essential that councillors are committed to crime prevention. Councillors might do this in one or more of a number of ways, including:

- Consulting constituents to identify those crime issues which concern them and any suggestions they may have to address these issues;
- Providing constituents with accurate information about crime;
- Supporting crime prevention initiatives suggested by the local community;
- Supporting crime prevention initiatives suggested by council staff;
- Supporting the inclusion of crime prevention as a key result area in the performance agreements for the General Manager and senior staff;
- Supporting the inclusion of crime prevention in the Management Plan and other relevant council strategic planning processes;
- Supporting the introduction of crime impact statements to accompany proposed policies;
- Supporting the establishment of an internal crime prevention committee; and
- Supporting the appointment of a Crime Prevention Officer.

Commitment from the General Manager and Senior Staff

Because they are responsible for implementing the decisions made by councillors and the day to day operation of the council, it is essential that the General Manager and senior staff are committed to crime prevention. This can be done in a number of ways, including:

- Considering and promoting crime prevention initiatives suggested by staff;
- Actively promoting and ensuring the inclusion of crime prevention in the Management Plan and other relevant council strategic planning processes;
- Including crime prevention as a key result area in work plans for relevant council staff;
- Undertaking crime impact statements in regard to proposed policies;
- Supporting/participating in an internal crime prevention committee; and
- Supporting the appointment of a Crime Prevention Officer.

The Management Plan

Incorporating crime prevention into the Management Plan and other relevant council strategic planning processes will assist in ensuring that crime prevention is addressed in an ongoing and coordinated way by the council. It will also ensure that adequate resources are allocated to crime prevention initiatives.

In regard to the Management Plan, this can be done by including crime prevention as a principal activity in its own right or by including crime prevention initiatives under other principal activities. If your council decides to develop a local crime prevention plan (see chapters 6 and 7), this can become part of the Management Plan.

The Budget

If crime prevention initiatives are included in the Management Plan, consideration will need to be given to their cost and funding allocated accordingly. While local councils should be able to contribute to reduced crime through modifying existing policies and procedures and therefore may not need to allocate large amounts of funding to crime prevention initiatives, funding may need to be allocated for the following:

- Employment of a Crime Prevention Officer;
- Safety Audits (such as advertising, producing audit forms or analysing and presenting data); and
- Collecting other crime data (such as a community phone-in or obtaining statistics available from the Australian Bureau of Statistics and the NSW Bureau of Crime Statistics and Research);

- Consultancies (such as assistance in developing a local crime prevention plan or a new Development Control Plan);
- Travel or attendance costs for community representatives on community safety committees;
- Costs associated with community consultation (such as advertising, refreshments, venue hire or translation of written material into community languages);
- Costs of specific crime prevention projects;
- Costs associated with monitoring and evaluating crime prevention initiatives (such as printing and postage in relation to surveys or the telephone costs of a telephone survey); or
- Costs associated with education and training for council staff, the general community, and for specific groups such as community safety committee members and those carrying out a safety audit or community phone-in.

Other Strategic Planning Processes

Other council strategic planning processes relevant to crime prevention might include the work plans for each division/department, each section/unit, and each individual member of staff. For example, Richmond City Council in Victoria developed a community safety policy which included community safety principles and policies for each council division and department. Selecting appropriate strategies and examples of crime prevention strategies which might be implemented by local councils are covered in Chapters 8, 9 and the Appendices.

Internal Crime Prevention Committee

An internal crime prevention committee will also assist in ensuring that crime prevention is addressed in an ongoing and coordinated way by the council. Before establishing a new committee, the appropriateness of broadening the role of an existing internal coordination mechanism to include crime prevention should be assessed.

An internal crime prevention committee should comprise senior staff from all relevant departments and, if the General Manager is not a member, the committee should have his/her full support. The committee should be adequately supported by a member of council staff. If a Crime Prevention Officer is employed, this person might take on that role.

The committee's tasks can include:

- Initiating and overseeing the incorporation of crime prevention into the Management Plan and other relevant council strategic planning processes;
- Resolving conflicting views about crime prevention proposals (eg. proposals from one department may conflict with the views of another);
- Prioritising proposed council works, programs and services which are relevant to crime prevention;

- Managing the budget allocation for crime prevention;
- Raising staff awareness and increasing staff skills in the area of crime prevention;
- Developing and overseeing implementation, monitoring and evaluation processes; and
- Raising public awareness of crime issues.

It may be appropriate to establish working groups to assist the internal committee. These groups can work on specific issues or tasks for a set period of time and make recommendations to the committee. They can comprise staff from a number of divisions or departments within the council. The internal committee can determine the responsibilities, time frame, membership, chairing and reporting arrangements for any working groups.

Employing a Crime Prevention Officer

Some local councils have begun to employ Crime Prevention or Community Safety Officers. While the employment of such a person is not essential for a whole of council approach to crime prevention, it may assist, particularly in the early stages when a council may have few formal internal coordination mechanisms. At the same time, it is important that if such a position is established, it is not seen as being solely responsible for crime prevention within the council.

There are a number of ways in which a local council might employ a Crime Prevention Officer. Some councils (such as Liverpool Council, South Sydney Council and Wollongong Council) have employed Crime Prevention Officers on a full time basis. Other councils have employed a Crime Prevention Officer on a part time basis or allocated crime prevention responsibilities on a part time basis to a full time employee (eg. Waverley Council). Alternatively more than one council can jointly fund a crime prevention officer to serve all councils on a part time or full time basis. (See the following case study.)

The primary functions of a Crime Prevention Officer can include:

- **Facilitation**

While the person filling the position might be expected to develop and implement some crime prevention strategies, this person should not be solely responsible for this task. Rather, their role should include assisting staff across the range of council's functions to develop and implement crime prevention strategies.

- **Coordination**

This can include providing support to the internal crime prevention committee and bringing together relevant staff to develop and implement strategies to address particular crime issues.

- **Education and training**

Providing information about crime prevention and opportunities for staff to increase their crime prevention skills. It can also include organising education and training activities for members of the public and other community organisations and groups.

- **Monitoring and evaluation**

Monitoring and evaluating crime prevention activities and providing assistance to other council staff and organisations to enable them to monitor and evaluate crime prevention activities for which they are responsible.

Even if the position of Crime Prevention Officer or Community Safety Officer is not established, processes should be put in place to ensure that these roles are carried out.

Clarence Valley Local Government Community Project

The Clarence Valley Local Government Committee comprises Grafton, Copmanhurst, Maclean, Nymboida and Ulmarra general purpose councils and Lower Clarence and Clarence River county councils. The committee operates in a similar way to a regional organisation of councils.

The Committee employs three community workers who are respectively responsible for: Older People and Disabilities; Community Projects; and Youth Development. The goal of the project is to increase the well-being of all communities within the Clarence Valley district. The project is jointly funded by the NSW Government and participating councils. Each worker is employed on a full-time basis by one of the participating councils. Each worker reports to their employing council on a quarterly basis and to the Clarence Valley Local Government Committee on an annual basis through written reports. The development of an annual work plan for each worker ensures that the participating councils have adequate input regarding the worker's activities across the Clarence Valley District.

Contact person: Ms Susan Howland, Community Worker, Older People with Disabilities or Ms Jane Markotsis, Community Projects Officer, c/- Grafton City Council, PO Box 24, Grafton NSW 2460. Phone: (066) 426 284 Fax: (066) 433 617.

Other Whole of Council Mechanisms

Other whole of council mechanisms which can be established to ensure a coordinated approach to crime prevention may be formal or informal. Formal mechanisms can include an inter-departmental group which assesses development applications, including their implications for contributing to crime and the extent to which they are likely to prevent crime. An example of this is Ashfield Council's Development Control Unit.

Ashfield Council's Development Control Unit

Ashfield Council's Development Control Unit was established approximately 18 months ago to improve the assessment of development and building applications. The Unit comprises representatives from the Planning and Building, Community Services and Environmental Health Departments and meets weekly. Representatives from other organisations such as the police, the Youth Advisory Committee and the Access Committee may also be invited to attend meetings depending on the nature of the applications being assessed. Meetings are facilitated by the Senior Town Planner who provides a briefing on each application and identifies any issues from a town planning perspective. Other meeting participants are then invited to ask questions, raise any issues and make suggestions, including those relating to crime prevention. For example, an application for a high density residential unit included a communal playground for residents. Suggestions at the Development Control Unit meeting included the type of playground equipment that should be provided, the provision of shade, and the installation of security lighting. These suggestions were incorporated into the plans for the residential unit.

Contact person: Tracie Sonda, Community Development Worker, Ashfield Council, phone (02) 9797 0222.

Regional Approaches

As well as adopting a whole of council approach to crime prevention, local councils may benefit from working with other councils on crime prevention. For example local councils might decide to jointly employ a Crime Prevention Officer.

IMROC Juvenile Crime Prevention Project

A current example of a regional approach to juvenile crime prevention involves the Inner Metropolitan Regional Organisation of Councils (IMROC). Ashfield Council has been funded through the Safer Communities Development Fund administered by the Crime Prevention Division, NSW Attorney General's Department to develop a regional approach to juvenile crime prevention. The project includes the following components:

- Consultations with councillors, council staff, key government and non-government agencies and young people to identify issues and appropriate strategies ;
- Development of "best practice" juvenile crime prevention policies and strategies;
- Training of council staff;
- Development of a media strategy to inform the community about the project and promote more positive images of young people as community members.

A Steering Committee has been established to oversee the project which includes representatives from all IMROC councils and key organisations. The project is due to be completed by mid-1998.

Contact person: Tracie Sonda, Community Development Worker, Ashfield Council, phone (02) 9797 0222.

SHOROC Safe Community Project

The four local councils comprising ShoroC – Manly, Mosman, Pittwater and Warringah – are working with the Northern Sydney Area Health Service’s Safe Communities Project to obtain accreditation as a “Safe Community” by the World Health Organisation (WHO). The Safe Communities Program was established by the WHO in 1989 to prevent injury and promote safety at the local community level. As well as addressing such issues as road safety and children's safety, the program aims to address personal safety, including injuries or death, which are the result of violent crime such as child abuse, assault, rape and homicide. The Illawarra Regional Organisation of Councils, comprising Wollongong, Shellharbour and Kiama Councils, has already been accredited as a “Safe Community”.

The ShoroC Councils of Manly, Mosman, Pittwater and Warringah are committed to working in collaboration to promote community safety/injury prevention by putting in place long term, sustainable WHO Safe Communities strategies.

Contact person: Susan Gomola, Executive Officer, ShoroC, phone (02) 9982 3178.

What Else Can Local Governments Do?

If councils choose to they can do more than simply adopt a “whole of council” approach to crime prevention. Effective community crime prevention relies upon close collaboration between many different bodies: neighbourhood, local, state, federal, government and non-government. It also requires wide consultation with local communities. Councils can act as leaders in this by helping to set agendas which reflect the needs and concerns of their residents and providing a structure within which other agencies can contribute and co-operate. Council officers can gather partners together and help them set shared goals which address the needs of the area.

When local councils provide leadership in support of the development of a multi agency local crime prevention plan they should aim to develop a plan similar to the model action plan below.

A model action plan
Priority problems: <ol style="list-style-type: none"> 1. Break and enter on a housing estate 2. Crime and nuisance in a town centre 3. Frequent offending by a group of young people 4. Domestic violence
Objective 1: To reduce the incidence of break and enter on a housing estate
Strategy: <ul style="list-style-type: none"> • Target harden the homes of those most frequently victimised and those who feel most vulnerable (by providing effective door locks, window locks , alarm systems and other security devices) • Develop Neighbourhood Watch • Improve specification of doors and locks on Housing property • Encourage police to patrol at key times and target frequent offenders • Monitor reductions and publicise widely
Outputs (Measures of performance): <ul style="list-style-type: none"> • Secure 250 households with new front doors and locks • Conduct training sessions with housing staff and police • Distribute crime prevention leaflets to residents and hold 2 meetings • Victimised property to be visited by police/council within 2 working days • Victimised properties to be secured within 4 working days
Outcomes (measures of impact): <ul style="list-style-type: none"> • Reduction in break and enter by 50% • Reduction in fear of break and enter by 70% • Increased awareness of how to prevent break and enter
Timescale <ul style="list-style-type: none"> • Secure 20 households per month • Distribute leaflets within 3 months • Hold training sessions within 1 month • Complete evaluation within 15 months of completion of work
Resources: <ul style="list-style-type: none"> • Cost of target hardening to be met by Housing Department. To be offset partially by reduced break and enters • Leaflet production and distribution to be sponsored by local business • Police to assign an officer for 6 months
<p style="text-align: center;">NB: The same process to be followed for the remaining three priorities.</p>

This model action plan is the format that local councils should adopt if they wish to have a plan endorsed by the Attorney General as a Safer Community Compact under the *Children (Protection and Parental Responsibility) Act 1997*.

The next module will assist you to facilitate, develop and implement a local crime prevention plan that involves all the services in your community. Local councils can provide a setting and framework which ensures that your community is provided with government and non government services which can effectively address local crime in a manner that is appropriate to the local community.

Module 3

Developing a Local Crime Prevention Plan

Chapter 5

ESTABLISHING PARTNERSHIPS

A comprehensive crime prevention program needs input from a wide range of sources. All the major stakeholders in your area should be involved in devising and implementing strategies. One of the best ways to do this is to establish a Crime Prevention Committee which uses resources and knowledge from a variety of sources to prevent crime.

Getting this shared commitment is the hardest task council will face. You will not achieve it if council thinks of this as ‘our committee’. It is a community committee – council is merely acting as a facilitator. You do not own the committee’s work; successes are shared by all member agencies and representatives. However, your council can take a lead in establishing such a committee, because local government is in a good position to act as a co-ordinating and inspirational body.

Committees should have adequate resources in the form of Council staff to provide administrative support. Consideration should also be given to allocating a budget to the committee to enable it to undertake minor projects such as safety audits, or urban design projects of a minor nature. Projects involving the allocation of substantial council resources should go through the normal council decision-making processes.

The committee’s work should be integrated into council’s normal strategic planning process, by requiring it to report against goals and targets and to provide analyses of the most pressing crime problems in the area.

A Crime Prevention Committee can also take up the issues of accidents and hazard reduction as well as crime. Community safety audits (see below and Chapter 6) can target physical risks such as poor paving or road ‘black spots’ as well as fear and experience of crime.

Who Should Be On a Committee?

In Chapter 4, we talked about setting up partnerships with local community groups and with other agencies. Any or all of these could have representation on your committee. You will need to choose partners with the needs of your communities in mind.

Your aim should be to create a committee which:

- Comprises key stakeholders in your community, including residents, representatives of government and non-government organisations, council staff and councillors; and
- Is not too large to make it unwieldy. If the committee is relatively large, say more than 20 members, it might be appropriate to establish sub-committees to work on specific tasks so that the role of the larger group is to receive progress reports and

provide advice. Alternatively, a core group of 10 members might be established and mechanisms put in place for obtaining input from other groups at appropriate times. Regardless of the size of the committee, it should include some residents.

To ensure committees are fully representative, where possible, members of specific population groups should be included on the committee. These groups include:

- Neighbourhood Watch
- Police Consultative Committee Members
- Service clubs (eg. Lions, Rotary)
- Other clubs and associations (eg Country Women's Association, RSL clubs, sporting clubs etc)
- Educational institutions
- Parents and Citizen's groups
- Chamber of Commerce
- Health Services
- Community Services
- Churches
- School student representatives
- Women
- People from non-English speaking backgrounds
- Young people
- Aboriginal people
- Older people
- People with disabilities
- People with low incomes, including those who are unemployed

Because some of these groups are often reluctant to be involved in formal committees, specific strategies may be needed to encourage their participation. You should seek the advice of organisations which work with these groups about which strategies will be the most effective.

The agencies and organisations represented will range in size – your committee should include small local organisations, such as Main Street Committees, and state and federal agencies.

The membership of the committee should be managed to ensure its effectiveness. At the same time, a key principle underlying the operation of the committee should be flexibility. If the committee has been established by the council, it should be responsible for dealing with membership issues. These are likely to include:

- People who are only interested in particular issues. Rather than being part of the core group, it might be more appropriate that such people are only involved when their particular issues are being addressed (or that they join a sub-committee concerned with that issue).
- People who leave. They should be replaced with people from the same organisation or group in the community.
- Changes in the demographic characteristics of your local community. This may mean that additional members may need to be selected and some current members not replaced when they leave.

Selecting Committee Members

This section outlines one way you might go about selecting committee members. Other methods may be more appropriate for your area.

You could:

- Plan to hold a public meeting to identify local crime issues and suggestions for crime prevention strategies.
- Prior to the meeting, write to key business organisations, such as the Chamber of Commerce, government agencies and community-based groups asking for nominations for a committee.
- Advertise in the local media for resident nominations.
- Invite residents, local businesses, government agencies and community-based groups to attend.
- Ask for nominations to the committee at the meeting.
- Also ask for volunteers who do not wish to be on the committee, but who are willing to contribute in other ways (for example, by participating in a community safety audit).
- If the number of nominations is reasonably small, the meeting can be used to select committee members.
- If the number of nominations is unwieldy, the council would then have to set up a selection process. Those who are not selected for the committee should be provided with opportunities to participate in other ways.

You should inform everyone who attended the meeting or was invited to do so of the results of the meeting and the selection process.

Case study: Surfers Paradise Action Project, Queensland

The project aimed to reduce alcohol-related crime and disorder in a particular area of Surfers Paradise.

A Community Forum was set up, and from that came community-based Task Groups and the implementation of a safety audit.

Stakeholders included:

- Gold Coast City Council
- Queensland Department of Health
- Nightclub owners and managers
- Nightclub patrons
- Police
- Liquor Licensing Division
- Other business owners and managers in the vicinity of targeted nightclubs and their patrons.

A Project Officer was employed by the council. This officer worked with Queensland Health to do risk assessments in licensed premises. A Code of Practice was developed by nightclub managers. Police and liquor licensing inspectors worked with nightclubs, focusing on preventing assaults by bouncers and preventing drunk persons from being served with alcohol.

The results of this project were at first impressive, showing reduced rates of physical violence and reduced levels of intoxication. The evaluation of the project was based on interviews with licensees, direct observation, incidents recorded by security companies and Police records. The project developed an observation tool for this evaluation.

However, recent anecdotal evidence suggests that results have been short-term because the momentum of the project was not maintained. This case study is therefore both an excellent example of agencies and community representatives working together under the aegis of the local council (Gold Coast City Council), and a good example of the dangers of not sustaining crime prevention strategies in the long-term.

Contact person: Gordon Mallett, Director Community Services, Gold Coast City Council, phone (07) 5581 6235, fax (07) 5581 6926.

Case study: Waverley Council, NSW

Waverley Council operates in an area where there are several Crime Prevention consultation committees set up by the Police of various Patrols. Rather than duplicate effort, the Council decided to participate in these forums. These committees have the advantage of being community specific (for example, the Bondi and Bondi Beach Police Community Consultative Committee) and well-established.

The council has found that these committees are only effective when government representatives (including local government) attend regularly.

The council also had an existing committee, the Responsible Serving of Alcohol Project Advisory Committee. It continues to support this group.

Administrative Support and Funding

It is possible to run a Crime Prevention Committee with little or no funds. Sutherland Council's Crime Prevention Committee has an annual budget of \$100 and has managed to implement effective crime prevention strategies.

However, a Crime Prevention Committee will need committed resources, usually in the form of in-kind support such as staff time, probably both from council and from the other agencies involved.

If the Committee also has committed funding from council or elsewhere, it will be able to implement small projects more quickly.

Such funding could cover the costs of a co-ordinator, based within council offices. It might be appropriate to employ a part-time co-ordinator, or to allocate the duties to an existing position.

Newcastle City Council found that without committed funding, a Crime Prevention Committee was impossible to maintain.

What Does a Crime Prevention Committee Do?

Most importantly, perhaps, a Crime Prevention Committee can co-ordinate crime prevention efforts in an area to prevent duplication, increase efficiency and promote co-operation between agencies.

A Crime Prevention Committee can be responsible for:

Research

There are two main areas of research:

- compiling a crime profile of the area (see Chapter 6)
 - conducting safety audits
 - sponsoring Crime Prevention phone-ins
 - running community crime surveys
 - collecting statistics and information from various agencies
 - analysing data collected
- collecting information about current programs and services which impact on crime prevention (see Chapter 6)

Consultation

Consultation is a prime role for the committee and its members. This can include, but is not limited to, consulting with communities to:

- identify priority needs/issues
- generate potential strategies
- encourage involvement in programs
- evaluate programs.

Creating an Action Plan

At the beginning of a crime prevention program, you should select only two or three high priority issues. Each of those will require three to five strategies (see below). Once priority issues have been identified, the committee should generate options for strategies. Each priority will require three to five strategies, each ideally attacking the problem from a different direction, and none working against each other.

Options for the strategies can come from anywhere: particularly from consultation and research into crime prevention programs elsewhere.

One of the most common pitfalls in developing successful programs is that the option selection stage is rushed through. A little time spent in thoughtful consideration of each option will pay off in easy implementation.

Consider:

- What outcomes is the option intended to achieve?
- How will this happen?
- What could go wrong?
- Are there any groups or individuals who have a vested interest in the option not working? Are they right?
- Are there any groups or individuals who have a vested interest in the option working? Can they be invited to participate or contribute?
- What are the potential side effects of the option?
- What proof do you have that it will work in your local area?
- What resources will be needed? Are they available in both the short- and long-term?
- What skills will be needed? Are they available? If they are present in just one person in the group, do you have a plan for skills transfer in case that person leaves?
- How long will it take to fully implement and evaluate the option? Is it a one-off or ongoing?
- How will the option be monitored and evaluated? What will be the criteria for success (performance indicators)?
- Will the benefits outweigh the costs? If there are some negative side affects, to what extent are they likely to outweigh the benefits? Should the option not be adopted because the negative side effects outweigh the benefits?

Once you have answered these questions for each option, you can select the best options for your area. However, before the final selection is made, it is worthwhile spending some time just using your imagination. The aim of these options is to reduce crime. In order to do that, you must make crime harder to commit, or make it more risky, or reduce people's desire to commit crime. Look at your options again. **If you were the offender, what affects would this option have on you? Short term? Long term?**

Get your committee to go through this exercise for every option. Brainstorm possible effects, both good and bad. Include the results of this exercise in your selection process.

Once you have selected the best strategies for each issue, you will need to write an Action Plan. Action Plans must contain tasks, the person responsible, the deadline for each stage, the evaluation method and a timeline for implementation and evaluation.

During this part of the process, you may find that some agency or organisation which is not involved in the committee should be invited to join. You may find that you need to set up sub-groups dealing with separate issues (or with the same issue in different locations). Remember that the committee should be an ongoing, flexible body.

You will almost certainly find that your resources are not sufficient to do everything you wish. The key is always to return to the priorities you have established. Better to tackle one high priority problem, using a tool kit of three to five strategies, and have some effect, rather than spread resources too thinly between several problems, and not affect any of them.

Communication

The Committee can be an information-sharing house for its members and for the wider community.

Any strategic crime prevention program should have a communications strategy/plan built into it from the start. This could include members reporting back to their groups/agencies; inclusion of crime prevention information in council notices and mail-outs; a newsletter; reports to relevant authorities; the involvement of local media; and so on.

You should have a designated spokesperson for the Committee. This may not necessarily be the council representative. A community representative may be more appropriate, showing that the committee is truly co-operative. Whoever the representative is, he or she should have experience or training in dealing with the media. The council should consider paying for committee members to attend relevant courses. There should be at least two media contact people in case the designated person is unavailable.

Monitoring and evaluation

The committee should monitor and evaluate any strategies it initiates.

Evaluation must be built into any program right from the beginning.

Choosing goals and performance indicators can be the trickiest part of the process. Don't overload yourself with indicators, or you will spend more time measuring the program than running it. However, you should have both **output** (or process) indicators and **outcome** indicators.

Output indicators measure how well the program is being implemented. For example, if you had a program which aimed at setting up youth recreation programs in an effort to reduce youth crime, you could measure the number of programs set up, the number and persistence of participants (for example, does a tai-chi class start out full and then drop back to two people?) and whether or not the target audience (already defined) is participating (you would gather this information by getting participants to fill in a registration form).

Outcome indicators show the extent to which a strategy is actually achieving what it set out to achieve. In this case, did youth crime drop in Police records? Did it drop in community

perceptions? Did it drop in particular ways (for example, are there fewer crimes committed during term time or when after-school programs are running, than in the holiday break)? Was it displaced somewhere else? Were there any unintended consequences (for example, if a particular hall is being used to run some recreation programs, has the space outside the hall become a loitering area for participants and thus an attractive place for drug dealers?)

Indicators of success should be as practical as possible and the key outcome indicators should be quantitative, based on whether or not crime has really been reduced.

You should also use qualitative measures, such as residents' expressed fear of crime, or their rating of the safety of their community. This could be collected by surveys, focus groups, interviews, etc.

Your measures should be specific to the program you are implementing. Only measure what you are trying to change. Remember that change can take a long time to occur (you would not, for example, expect an early childhood intervention project to show up any results for some years).

Some commentators suggest allocating 10% of your total budget to monitoring and evaluation. This may seem a lot, but if you factor in the time it takes to monitor, it is not excessive at all.

Evaluation is wasted time and money if the results are not fed back into the planning process. **You will have some failures.** All crime prevention programs do. However, proper evaluation will allow you to learn from your mistakes and create better programs for the future. The last step in evaluation is to incorporate the results into the next plan.

Principles for the Operation of Crime Prevention Committees

All decisions about actions/tasks for the committee should arise from the crime profile discussed in Chapter 6. Conducting this needs assessment should be the first duty of the committee.

Once priorities are set, it will become obvious that some agencies should be involved with particular projects or changes. The Committee may find itself functioning as a monitoring body for a number of single-agency programs. Alternatively, programs may need co-operation between several agencies.

There are some principles for running a multi-agency committee which may help:

1. Begin with education. Don't assume that your members know anything about crime prevention. Provide them with relevant information and training where necessary.
2. Establish at the beginning that there will probably be no 'results' from the committee's work for at least 18 months. Get commitment of membership and resources for that time.
3. Get commitment of personnel and resources up front. Ideally, all member agencies would contribute money (for example, towards the co-ordinator's

salary). In reality, resources are likely to be time, photocopying, taking on some tasks, providing information, etc. Try to get commitment for more than just the current financial year.

4. Start by looking at how crime prevention could be incorporated into the day-to-day working of the member agencies. This will obviously work better if council is committed to this approach and can lead by example.
5. Make sure that all agencies working on the same project are working towards the same goals or KRAs (key result areas). This often does not happen because large agencies have KRAs set for them at state or national level. It may require some negotiation with the agency to get it to accept locally appropriate KRAs.
6. Clearly define the roles and responsibilities of each committee member or agency. Link these to the KRAs/goals. Get agreement in writing from each agency regarding its role and goals.
7. Do not let large agencies assume responsibility for setting priorities according to national targets **unless those targets match your local needs assessment**.
8. Do not let small agencies over-commit themselves in order to be 'equal partners'. Influence on the committee should not depend on the size of the agency's budget – if it does, the community representatives will be totally unheard, and this will spell disaster for the whole program.
9. The extent of the committee's involvement in each project/change should be negotiated at the beginning of the project and put down in writing. This should include any monitoring or evaluation to be done by committee representatives.

The long-term goal is to have a number of agencies and groups in the area working **towards the same outcomes**. For this to work, roles and responsibilities must be clearly defined, and everyone must commit themselves to shared goals.

Equally important is the need to let go of traditional council ideas about 'only working within our boundaries'. Crime does not respect local government boundaries. Programs which affect one council area will affect those adjacent to it (for example, introducing an anti-burglary program in your council area may simply displace the break-ins to the suburb next door). State and federal agencies are used to working within 'Areas', which typically contain several local councils. Councils should consider working with other councils in the development and implementation of crime prevention initiatives where appropriate. For example, Regional Organisations of councils or similar co-operative arrangements between councils should be used where possible.

Case study: SA Together Against Crime

In 1989/90, the South Australian Government launched a crime prevention policy, 'Together Against Crime'. 'At the time of the policy's launch, the structure was not in place to administer the funding of the projects...'.¹ There was no strategic plan for how state networks should connect with local networks and no clear way of distributing funding. The original objectives were found to be inadequate. Almost two years after the policy's launch, new objectives were developed for the 'Coalition Against Crime'.

However, there were continuing problems with competing interests from different agencies at the state level. Because there was a lack of understanding of crime prevention theory, these competing interests had undue influence over the implementation of the programs. 'The Coalition Against Crime simply became another opportunity to gain access to funding'.²

At the local level, local crime prevention working groups (multi-agency) were set up. These groups often covered a district with more than one council. Multi-agency collaboration was a pre-requisite for funding. However, lack of clear guidelines from the central policy unit at State level 'created overwhelming expectations at the local level'³. Communities developed strategies which were far too ambitious, without clear direction and with poor implementation strategies. Problems emerged with the working groups being seen as 'a council program'. There was limited guidance from the central policy unit, which was itself learning about implementation of programs. **As it became clear that the community groups were not effective, agencies withdrew their support.**

Struggles over power, prestige and control of projects were repeated in many communities.

This does not mean that nothing was achieved. However, in the 500 community programs which were funded under this scheme, the results depended on the experience and commitment of individuals. Merely creating a multi-agency committee did not guarantee success.

Lessons

A multi-agency committee needs very clear guidelines on developing strategies and implementing them. These must be based on a thorough understanding of crime prevention theory. All members in a committee must be equal – the committee cannot 'belong' to any one player (including council). Goals must be clear and agreed upon; evaluation and monitoring should be built in to the process from the beginning.

¹ WALTERS, Reece, 'The Dream of Multi-Agency Crime Prevention: Pitfalls in Policy and Practice', sub-committee add full reference please, pp. 75–96

² *ibid.*, p. 82.

³ *ibid.*, p. 86.

Chapter 6

RESEARCHING FOR A CRIME PREVENTION PLAN

Start With Consultation

As discussed in Chapter 5, no crime prevention program can be successful if it is not based on a clear understanding of residents' fears and needs. Crime prevention requires substantial consultation.

Your consultation must be representative of your population. If you have 30% of your residents under the age of 18, you should consult accordingly. It is no good, for example, to consult widely with seniors who complain about youths skateboarding through public places if you don't talk to the skateboarders, too. The consultation process is one of generating solutions as well as identifying problems. Your skateboarders might, for example, prefer to skateboard in an area which is not frequented by adults – but every time they go there they are asked to move on by council staff or police!

Widespread consultation should be planned so that all residents have the opportunity to contribute. You should prepare a consultation plan which covers the following areas:

- The various types of consultation used (for example, precinct committees, phone-ins, public meetings, surveys)
- The targeted groups (this can be divided by area, age, ethnicity, interests, gender, etc.)
- A timetable
- The communication or publicity methods used for each consultation and target group
- The goals for each consultation
- The methods for reporting back to each group consulted
- The methods for integrating the results of the consultation into the strategic planning process
- The methods for evaluating the consultative process.

During your consultation, you should be aware of the difference between 'experience of crime' (that is, having been a victim or witness of crime), 'fear of crime' (which is often disproportionately greater than people's experience of crime) and 'concern about

crime' (which is a more general belief that society has a problem with increasing crime without causing people to be afraid for their own safety).

Research shows, for example, that older people are more likely to feel strong **concern** about crime, and wish 'something to be done about it', but are actually less **fearful** of experiencing crime themselves.⁴ This is not surprising, since in this society, you are far more likely to be the victim of a violent attack if you are young (and particularly likely if you are a young male).

However, fear of crime is widespread in Australian society and can adversely affect people's lives by restricting their movements, making them afraid to go out or causing them to live in fear even in their own homes.

When you are setting priorities, **experience of crime** and **fear of crime** should be weighed much more heavily than concern about crime.

Who Is Going to Do the Work?

This manual assumes that the impetus for a crime prevention program is coming from council.

There are a number of options for organising the work. Each of these options will need resources and support from your organisation.

1. **Crime Prevention Committee.** A committee made up of representatives from relevant agencies, community groups and other organisations, meeting under council's aegis. The committee takes responsibility for researching, designing and evaluating the crime prevention program, and providing advice to those implementing the strategies.

While this may not be appropriate for all communities, this type of committee has major benefits. It allows the participation of all interested agencies and groups (local, state and federal). It allows shared goals and targets to be agreed upon. It prevents duplication of effort and waste of resources. It helps co-operation and sharing of resources, and it encourages information sharing.

Information on the best ways to form and run a Crime Prevention Committee can be found in Chapter 5. This option can be combined with a Crime Prevention Officer (see below), or a special co-ordinator can be appointed. It is also possible to use a Community Safety Committee as a Steering or Advisory group for other, already established groups, such as precinct committees. Where this is the case (see next section) precinct committees should be represented on the Community Safety Committee, or should include the council staff person responsible for co-ordinating the precinct committees.

⁴ See WEATHERBURN, Don, MATKA, Elizabeth, & LIND, Bronwyn. 'Crime Perception and Reality: Public Perceptions of the Risk of Criminal Victimization in Australia.' *Crime & Justice Bulletin*, No 28, May, 1996, and GRAY, David E. & O'CONNOR, Michael E. 'Concern about and fear of crime in an Australian rural community', *Australian & New Zealand Journal of Criminology*, 23, 1990, pp. 284-298.

- 2. Existing committees/members of the community.** You may already have a number of community-based committees running in your area, such as a police consultative or community safety committees. All communities in NSW have a local Police Community Safety Officer who is responsible for planning and co-ordinating the local patrol's community safety initiatives. Your local Community Safety Officer should be one of your key contacts in developing a local crime prevention plan. That officer can assist you to engage appropriate police input for the development of a local crime prevention plan.

Other groups which cover a particular geographical area (such as a precinct) and which have high community representation can also be very effective in creating crime prevention programs for their area, particularly if they have help and resources from other agencies.

Consider which committees already established in your area might be given crime prevention responsibility, and how this might be co-ordinated across the LGA. These committees need not be council-based (for example residents' action groups).

- 3. Crime Prevention Officer employed by Council.** If working with the Community Safety Committee, such a person would act as co-ordinator and liaison officer - a central contact point for all concerned, both inside and outside council.

If working without a Community Safety or similar committee(s), a Crime Prevention Officer would conduct the research outlined above and work with others inside council to develop priorities and proposals which would then be implemented by others.

A Crime Prevention Officer should have the full support of senior officers and their work should be integrated into ongoing strategic planning (see Chapter 4). Ideally, this person would act as a resource point for council staff, but those staff would be responsible for crime prevention activities in their own fields (preferably linked to their key result areas and performance appraisals).

- 4. Other agencies.** No matter which kind of organisation you choose, crime prevention only works when a number of different agencies and groups are involved. A crime prevention program should identify which agencies and groups can provide which programs, services and resources, and use them accordingly. See Chapters 5, 6 and 7 for advice on managing this process.

In order to ensure that other agencies are formally involved in the process, your General Manager should write to the CEO of the organisation inviting their participation. The letter should also point out that it is intended to develop a crime prevention plan for the local area which will set out strategies for addressing crime problems in the area and, if the CEO is not directly involved in developing the plan, their approval of the plan will be sought. If agencies are expected to participate in other ways, for example, by providing information, this should also be requested in the letter.

It may be that other organisations in your area have already set up committees. For example, the local Chamber of Commerce may have established a Main Street Committee, which addresses issues relevant to local businesses, including crime-related issues. As discussed above, you may wish to contribute to these rather than set up a rival process. Remember that it doesn't matter who gets the credit - your goal is a safer and more pleasant lifestyle for your residents.

No matter how you work, or who does the work, you should gain concrete commitments to share resources and to set common key result areas (targets and goals) **before** programs are fully planned. Without this, enthusiasm is likely to disappear when participants are asked to commit time or resources.

Collecting information

Before any plans can be made, you should collect information about the needs of your community and analyse that information.

This chapter suggests approaches to setting up crime prevention programs. It concentrates on two avenues of research:

- Identifying what is already happening - existing services and programs which either have a crime prevention component or could be modified to include a crime prevention component.
- Identifying the specific needs of your community.

These tasks should be completed under the guidance of a Crime Prevention or Community Safety Committee or by some other mechanism which may already exist which involves the community, such as a precinct committee.

Defining the Problem

Good decisions are based on good information. A crime profile will ensure the contents of your crime prevention plan have considered the extent and nature of crime in the area. The crime profile should include:

- Crimes - Number, type and where committed
- Offenders - Age, gender, ethnicity, residence and factors linked to offending
- Victims - Characteristics of victims
- Disorder - Details of incidents of disturbances, noise, disputes

The police and other agencies will be able to provide some of this information. Contact with your local police would be an obvious and easy place to start.

Interpreting the Data Into a Crime Profile

Collating and interpreting crime data is not always straightforward. Invariably, data is not kept or is difficult to retrieve. It is difficult to map by police beat or neighbourhood. It can also be difficult to interpret a mass of qualitative and quantitative data obtained from a variety of sources.

If possible, the crime profile should be prepared or supervised by someone with experience in this work so that it is undertaken quickly and to a standard that enables it to be a useful basis for decision making. It is important that this process does not take too long.

Three months should be sufficient time. The profile also provides the baseline data against which the success of prevention measures can be judged.

Fig.2 Content of a crime profile report

1. Description of area (demographics, trends).
2. The local crime problem:
 - recorded crime statistics (inc. rates for different crimes, trends over past two years, maps, hot spots and times)
 - incidents of anti-social behaviour, disorder (recorded as incidents to which police are called rather than recorded as crimes)
 - relative severity of crime problems compared to other areas (State average, other similar areas)
 - crime information from any non-police sources (local council, Housing Department, Business organisations)
 - impacts and costs of crime (estimated costs, impacts on residents, agencies, businesses)
 - information about offenders (age, residence, risk factors linked to offending)
 - results of consultations with residents, young people, businesses.
3. Review of adequacy of current measures to prevent crime (mainstream services & crime prevention projects).
4. Summary and recommendations - priority issues and descriptions of:
 - the sites where crimes occur
 - the victims of crime
 - the circumstances or environments which encourage the occurrence of crime
 - the times of day when crimes occur
 - the incentives and opportunities for the commission of crime.

Work With Existing Groups

Your community already has a number of specific groups and organisations which you can work with, such as:

- Neighbourhood Watch and Safety House Committees
- Precinct committees and other ongoing community consultation mechanisms established by council, for example Youth Councils, Access Committees
- Main street committees
- Service clubs (e.g., Lions, Rotary)
- Other clubs and associations (e.g. Country Women's Association, RSL clubs, sporting clubs, etc.)
- Educational institutions including schools, TAFE colleges, universities and private and community-based education and training providers
- Parents & Citizen's groups
- Chambers of Commerce
- Aboriginal Land Councils and other Aboriginal community organisations
- Heritage protection groups
- Hospitals
- Churches
- Community-based service providers, for example, youth centres, Migrant Resource Centres, family support services, and so on.

What is already happening?

It is likely that there is some work already being done in crime prevention in your area. Before you begin to design a crime prevention strategy for your area, you should find out as much as you can about the demographic characteristics of your community, and about what the council and other people are doing.

Read this manual through to give yourself a clear idea of the kinds of things which help crime prevention, then investigate.

Step 1

Find out about your community. A detailed demographic profile will be needed. Council may already have this information from such sources as the Australian Bureau of Statistics Census data and have developed a Community Profile. If you have widely separated communities or communities with very different characteristics, you should develop separate profiles for each.

Step 2

Look within council. What programs and services impact upon crime in your area? For example, what is your council's policy on repairing vandalised council property? Do your community health or baby health centres offer parenting skills courses or home visits to new mothers at risk? Is there a youth officer or a recreation officer? Is crime prevention part of your Management Plan? Is there a domestic violence project or advisory service?

Step 3

Look at your community. What services or programs are being provided by community groups, such as Neighbourhood Watch, Chambers of Commerce, women's groups, playgroups, schools, youth organisations, ethnic communities, churches, TAFE colleges, universities, etc.? Many of these may not have crime prevention as a stated aim, but it may occur as a by-product.

Step 4

Look at state and federal agencies. Start with the Police. Your Local Area Commander will welcome crime prevention initiatives from council and possess information which will be useful in developing and implementing effective strategies. Talk to as many agencies as possible. This may mean you will have to speak to people outside your local area to get the information you need. Departments such as Social Security, School Education, Health, Community Services, etc., are run in large areas and the Area Office is probably the place to get your information. Be prepared to talk to a number of people in each department before you get the information you need.

Find out: What programs and services are available through government agencies? What are their stated aims and objectives? Who are their targets? What are their intended outcomes? (This information will help in recruiting partners later on.)

As you collect the information about existing programs and services, ask:

- What resources are being allocated to these projects/services?
- Who is involved? Who is enthusiastic? Why are they interested? Would they be interested in working co-operatively with council?
- Are there shared outcomes for any of these projects?
- How much co-operation already exists between people working for different groups?

- Are there any existing groups/committees/programs which have crime prevention as a stated aim?
- Are there existing groups/committees/programs which could be used as a basis for a strategic, area-wide crime prevention program?

At this point, all you are doing is putting together a detailed description of the resources, programs and services in your area which might impact on crime. It is unlikely that anyone else in your area has done this before. Many of the people you speak to will be interested in the results. Use this interest to recruit their support.

What are the Specific Needs of This Community?

Once you have described what is already being done in your area, you can find out whether it matches what is needed. There is a reason for doing the research in this order. In your first information collection phase, you may find that some of the tasks outlined below have already been done by someone else (for example, the police may already have helped a local community conduct a community safety audit).

Collecting Information About the Local Area and Its Crime Problems

The next stage is to collect information about the crime problems in your area. Every area will be different. Within your council boundaries, there may be several distinct communities. Each of these may have specific needs in crime prevention. This is particularly true of rural councils. If this is the case, don't try to amalgamate all your data. Your aim is to get a true picture of what crime occurs, where it occurs, how often, who it affects, etc.

The research at first will be entirely descriptive. Just collect information and collate it.

The following sections outline a risk management approach to crime prevention. A good guide to the principles and practice of risk management can be found in Australian Standard AS4360, which is available from Standards Australia on (02) 9746 4600 for \$40. We recommend that you get a copy of this standard and apply its principles in your strategic planning for crime prevention.

Government departments

1. Australian Bureau of Statistics

The ABS does regular Australia-wide crime victim surveys. These surveys usually show a higher crime rate than Police figures or Bureau of Crime Statistics and Research figures, because people often don't report crimes to the police. This means the ABS figures can often give a more accurate picture.

ABS surveys also include fear of crime.

The ABS will do statistical runs from this data for specific geographical locations (suburbs or towns). There will be a charge for this service.

Contact: Australian Bureau of Statistics
Level 5, St Andrew's House
Sydney Square
SYDNEY NSW 2000
Statistical enquires: (02) 9268 4611
Switchboard: (02) 9268 4111

2. Bureau of Crime Statistics and Research

The Bureau collects and analyses crime statistics as reported by the police. It can provide statistics based on local government areas which break down reported incidents in categories (like offences against the person, offences against property) and specific offences (like assault, break and enter, etc.). Because it is important to look at crime prevention on as wide a basis as possible, the Bureau recommends that councils also look at the crime patterns in LGAs surrounding them.

It has produced three disks with the most current statistics by LGA:

- Sydney (\$50)
- East Country NSW (\$30)
- West Country NSW (\$30).

This information will allow you to compare your LGA with others nearby, as well as establish an overall picture of reported crime in your area.

Contact: Information Officer
Bureau of Crime Statistics and Research
Level 8, 111 Elizabeth Street
SYDNEY NSW 2000
Switchboard: (02) 9231 9190

3. NSW Police Service

Your Local Area Commander should be your first point of contact. Your Local Area Command (which may cover a district which includes several LGAs) will have an Intelligence Officer. The information collected by this officer, while including only reported crimes, is much more detailed than that available from the ABS or the Bureau. It will include precise location, time of day, date, number of people involved, victim characteristics, etc.

Access to this information will be at the discretion of your Local Area Commander.

Collecting information yourself

There are many ways of collecting information about crime and fear of crime. Some suggestions are:

- Accessing data from community organisations such as Neighbourhood Watch
- Including questions about experience of crime and fear of crime in resident surveys
- Consulting with community groups about their experience of crime
- Working with local communities to conduct safety audits.

Safety audits

Safety audits are detailed inspections of an area by a team of locals who identify conditions which help to create opportunities for crime (for example, badly lit car parks which might encourage car theft) and environments which might both encourage crime and create fear of crime (for example, public spaces with graffiti, vandalised street furniture, litter, bad lighting, etc.).

It is important that those carrying out the safety audit are representative of all the users of the area, including people who work in the area but who do not necessarily live there. Gender, age, ethnicity and socio-economic status all affect our perception of what is threatening or reassuring. For example, if the team were made up only of men, they would not be likely to identify all the places where women might be afraid.

If you choose to have a Community Safety Committee, that committee could take on the responsibility of recruiting the audit team.

The NSW Police Service offers help to local communities in conducting safety audits. It has developed forms, videos and other resources and will train volunteers in collecting and collating information. Contact your Local Area Community Safety Officer. There are 80 such officers located throughout NSW. They can be contacted through your local police station.

Case study: The Safe Women Liverpool Project, NSW

This Project was formed in 1993 to reduce women's fear of harassment and attack in streets and public places and increase women's safety when out in the Liverpool area, a suburb in south-western Sydney.

The Project produced a guide to women's safety audits, suggesting that 'if places are safer for women they are safer for everyone'.

This guide suggests that the 'audit group should reflect the needs of a diversity of women in the community.

If this isn't possible, try to be aware of the points of view of other women who might be:

- physically disabled, e.g. using a wheelchair, hearing impaired, blind
- intellectually disabled
- from a non-English speaking background
- young
- elderly
- Aboriginal
- lesbians
- shift workers
- travelling with young children
- carrying parcels.'

The guide is available from:
Safe Women Liverpool Project
C/- Liverpool Women's Resource Centre
23 Sheriff Street
ASHCROFT NSW 2168
Telephone: (02) 9607 7536

Developing a Crime Profile of Your Area

Put all the information you have gathered together. Some of this information will be confidential – for example, it may identify certain offenders or victims. You must preserve the confidentiality of this information and respect the rights of the people involved. You should be able to make a 'crime map' or crime profile of your area, showing:

- Types of crimes. This would include not only major offences, but also what are known as 'nuisances' or 'incivilities' such as littering, graffiti and rowdy behaviour (for example, motorcycles roaring up and down residential streets at night, or groups of young men shouting comments at women in public places).
- Where they occur most frequently ('hot spots').
- Types of offenders (for example, ages, sex, ethnic origins, single criminals v. those working with others, gangs, home addresses, employed/unemployed, in

school/left school, etc.). This information should be used to develop appropriate strategies for crime prevention, not for targeting specific groups of people for surveillance or other punitive measures. For example, knowing the home addresses of offenders may point out a gap in services – if high levels of child abuse are being reported in one area, more support services for parents may be needed, for example. If a particular ethnic group is showing up disproportionately in the statistics, it may be possible to work with ethnic community groups in devising prevention strategies.

- Types of victims (for example, young men, owners of particular types of cars, pedestrians).
- Contexts (for example, around hotels or entertainment complexes, at transport interchanges).
- Times (for example, just after club/pub closing hours, after school).
- Impacts (for example, drop in customers in shops in public plazas, under-representation of some groups in local activities, increased fear of crime, cost to victims, cost to community, cost to taxpayers, waste of resources, etc.).

You may find that the reality of crime in your locality is very different from community member's perceptions about it (see case study below). Often residents are mostly concerned with anti social behaviour which they regularly encounter rather than more serious crimes which they do not witness. Similarly, people often have an exaggerated idea of how dangerous an area really is – sharing information which contradicts this with the community in question can help reduce fear of crime.

Case study: Doncaster and Templestowe, Victoria

In a recent pilot venture, the Council of Doncaster and Templestowe in Victoria plotted the location of all house break-ins and burglaries over a specified period. The study used the Intergraph Geographic Information System software.

The research showed that the number of break-ins in non-Neighbourhood Watch areas was four times higher than in areas with Neighbourhood Watch; and the crimes were occurring in daylight along main roads, not in the quieter streets as had been predicted.

Crime Profile Report

If you have followed the above steps you should be able to document your results in the form of a Crime Profile Report (described above). Once you have determined your priorities (described in the next chapter) you should be able to produce a Crime Profile Report which will guide you in the selection of strategies.

Chapter 7

SELECTING STRATEGIES AND DOCUMENTING A PLAN

Deciding What to Do

Identifying patterns of crime is a crucial step in deciding which crimes should be a priority for preventive measures. Every location is different and you need to understand the specific problems of your area in order to choose the most appropriate crime prevention strategies. The strategies which have worked in the past in, say, a city suburb may not work in a country town, or vice versa. Developing the right strategies depends on accurately identifying the patterns and impacts of crime in your area. By developing a Crime Profile Report you should now have the necessary information to guide the selection of locally appropriate crime prevention strategies.

Having identified the problems, it is time to make decisions about what action to take. This can be approached by dividing the job into manageable steps as follows:

1. Prioritise Problems
2. Identify Options (Solutions)
3. Test Options
4. Select Options
5. Consider Evaluation
6. Prepare a Plan

Prioritise Problems

Although it may be clear to you or to your committee that certain problems are more serious than others, setting priorities for prevention should not be solely your decision, or that of council alone. Widespread consultation is necessary at this and every stage of a crime prevention strategy.

Consultation should occur with all affected groups, including, where possible, offenders. (You may find, for example, that young people who commit 'nuisances' may be doing so out of boredom and may have good suggestions about recreation or social programs which would interest them and deflect them from offending.)

Start your consultation by making available the information you have collected about crime in your area. Ask your communities: 'What are your priorities?'

You may be surprised by the priorities suggested by residents, who are often most concerned with issues which affect their quality of life. If crime (such as assault)

occurs away from residential areas, residents may well rank incivilities or nuisances above serious offences.

Your council probably already has some kind of community participation forum. By all means use this, but remember that those people most likely to be afraid of and affected by crime are the least likely to get involved in official processes. You will need to find other ways of canvassing their opinions – for example, a community phone-in, a mail-out survey included with rates notices, extending invitations to community groups to participate, and so on.

You should aim to have a list of priority areas for crime prevention, with the major issues identified and agreed upon by most, if not all, participants.

A particularly important group to consult is council staff. Such research should identify staff's level of knowledge about crime prevention, their attitudes to it and any barriers they see to implementing the proposed strategies. Pay attention to comments about barriers; staff are likely to know what will work and what will not. If they identify a barrier, ask them for a solution at the same time and incorporate that into your strategy.

It is usually unwise to try to tackle every problem at once. This would spread resources too thinly and too little will be done to make a difference. It is necessary to select the problems which are seen as most urgent. Sometimes priorities will be agreed by everyone. Where there are different views about the problem to address, it may be appropriate to give priority to the viewpoint of groups who are most vulnerable to crime and fear. Usually, no more than 3-4 priorities should be selected for each year.

Setting Priorities Using Risk Management

A risk management approach to setting priorities means ranking risks (that is, crime problems) by seriousness, frequency and the possibility of prevention working. For example, assault is a serious crime, but if it occurs rarely in your area, it would not be a priority (particularly since isolated assaults are difficult to prevent). Graffiti, on the other hand, is not serious but may be very frequent and there are effective strategies which can reduce its occurrence.

Ask yourself:

- How serious is the impact of this crime?
- How often does it occur? What is the cumulative impact?
- Are there known ways to reduce the occurrence or impact of this crime?

Sometimes two or more problems turn out to have the same ranking. In this case, you should assess the resources needed to address each one and compare this to the resources available to you.

Risk management should be an ongoing process which requires frequent evaluation and re-evaluation. While you are setting your priorities, take some time to think about how you will know if you have been successful. What are your goals with regard to each problem? What measures might be used to show success or failure?

Identify Options (Solutions)

Once you have identified the priority areas for change, you will need to consider strategies for reducing crime in these areas. Chapters 8 and 9 give a range of suggestions which have worked for specific problems.

Remember that every situation is different. What has worked in the past may not work in your area. Involving the community as much as reasonably possible, get as many suggestions for strategies as you can. Then identify the advantages and disadvantages of each strategy and identify the resources needed to implement each strategy. You can then identify the top 6-8 strategies which can be tested for their suitability.

Remember to look at existing services and programs. Can any be modified to support your strategies?

Each strategy, or group of strategies, should have clear and measurable goals. A goal might be to reduce the incidence of alcohol-related crime (specifically, assault and excessive noise) in the areas around the three most popular licensed premises in the central business district by 10% over 12 months.

Such a goal might require a group of strategies, such as licensees training staff in criteria for recognising inebriated customers; training for hotel staff in handling aggressive customers; introduction of staggered closing hours; education programs in local schools, TAFE colleges, etc., increased patrols by police in the three areas; increased surveillance by local shopkeepers and encouragement for them to contact

police or security firms if trouble starts; council policy of immediate clean-up of the three areas after graffiti and vandalism; establishment by council of alcohol-free zones; installation of better lighting in car park areas and in surrounding laneways/parks; providing more public transport (encouraging taxis to be available or encouraging licensees to subsidise a private bus service); information-sharing between licensees about customers who have been barred.

Test Options

Many crime prevention projects fail because the wrong option is chosen, because not enough of it is done or because only one option was chosen when a combination of measures were needed. In order to ensure you do make the right decision, ask the following 5 questions:

- Will it achieve what you want? (ie what *outcomes* will result?)
- How will it achieve what you want? (ie by what *method* or rationale?)
- What else has to happen for it to work? (ie what *conditions* are needed for the method to function and are they present?)
- Has it worked elsewhere?
- Is it worth doing? (ie will the benefits outweigh the costs?)

Select Options

It is now possible to decide on options and combine these into a program. Initially, it is a good idea to undertake action that is easy and inexpensive and which will deliver quick successes. These should be publicised to maintain community support.

Consider Evaluation

Once implementation of your plan has started an important task is to monitor progress. If you have not considered how you will monitor (evaluate) your progress in the planning stages it will be difficult to undertake evaluation during implementation.

The key to successful evaluation is the development of a clear logical action plan which has precise and measurable **outputs** and **outcomes** that will be achieved by each strategy.

Outputs are measures of performance. Outputs state the immediate results your plan is seeking to achieve in order to reduce crime. For example if your are seeking to reduce the incidence of break and enter on a housing estate, one of your strategies may be to "target harden" a number of homes on the estate. Your output, or measure of performance, in regard to this "target hardening" strategy may be the number of households with new front doors and locks. You could set an output target of 250 households that are fitted with new front doors and locks. If you did not achieve that target it would indicate that your strategy was not fully implemented as planned.

Outcomes are measures of the impact that your strategy has on a particular crime. Your plan may state that 250 households will be fitted with new front doors and locks. The plan may also have another output that victimised properties will be visited by police/council within 2 working days and secured within 4 working days. Your outcome for these strategies may be that break and enter on the housing estate is reduced by 50 percent.

Every strategy should have:

- at least one output (that indicates whether your strategy has been fully implemented);
- at least one outcome (which indicates the impact that you expect your strategy will have on the crime targeted).

Your evaluation should describe how you will measure and record your outputs and outcomes. This could be undertaken on a quarterly, half yearly or annual basis depending on the nature of the plan. A thorough evaluation will assist you to promote real successes. Promoting success will encourage participants, raise the status of prevention and help attract resources. Planning for and publicising early successes is particularly important. The Crime Prevention Division can assist you to develop ways to assess the progress of your plan.

Evaluation should be built into the process from the beginning. It's no good putting in time and effort into developing and implementing strategies to address a particular type of crime or anti-social behaviour and finding out that you don't really know if there's been a reduction because you never figured out the extent or impact of the crime in the first place.

Think about your evaluation: what are you trying to measure? For example, if you are you may choose simply to use Police statistics on numbers of arrests or numbers of complaints laid, or you might use numbers of calls made to police or incidents reported by them. You might use the number of people injured instead, and your assessment might distinguish between types of injuries. Training for hotel staff might not affect the number of instances of verbal abuse, but it might have greatly reduced the number of fights between bouncers and customers, or the number of serious injuries incurred in such fights. All of these things can be evaluated.

Don't measure too many things. Pick three or four measures which seem to you to represent what you truly wish to achieve.

These are outcome measures. You should also monitor each strategy's implementation - is the process working the way it is supposed to? You can often spot problems early in the implementation process and act quickly to correct them. An output measure monitors whether you are doing what you said you were going to do. For example, are you in budget? On time? Getting the co-operation you were promised? Getting participation from the target group? Getting good evaluations from participants?

Monitoring can also show up unintended consequences of a strategy (like the one given above about increased fights with bouncers because of better alcohol serving practices). In this case, if training for bouncers hadn't been part of the original plan, picking these unintended consequences up early would allow such training to be

started. Without such monitoring, you might have got to the end of the evaluation period and found that violent incidents had increased.

Prepare a Plan

It is now possible to prepare a local crime prevention plan. For each priority problem, it should state:

- the project(s) to be implemented
- their objectives, including the effect the project is likely to have on the local community
- their strategies, how they are to be achieved
- their outputs and outcomes
- the individuals/agencies responsible for each project
- the resources available
- the time-frame in which they are to be achieved

This needs to be very clearly drafted. It should be agreed by all members of the partnership group. Where action is required outside of the partnership group, for example by another agency, the action should be clearly specified and perhaps included in a service level agreement drawn up between the partnership group or Council and the agency. You may also like to publicly exhibit a draft of the plan so that all members of the community can understand and endorse the strategies you are proposing.

Local crime prevention plans might include individual projects to:

- prevent burglary, vandalism and nuisance in neighbourhoods
- prevent theft, burglary, vandalism and nuisance in town centres/shopping malls/parks
- reduce drug and alcohol misuse
- divert young people from offending
- reduce disruption, truancy and exclusion in schools
- help excludees return to mainstream education or training
- help vulnerable young people access training and work

Your plan should be documented in a form similar to that of the model action plan (below). This will assist you to implement the plan and determine what impact your strategies have had on crime in the local area.

A Model Action Plan

Priority problems:

1. Break and enter on a housing estate
2. Crime and nuisance in a town centre
3. Frequent offending by a group of young people
4. Domestic violence

Objective 1: To reduce the incidence of break and enter on a housing estate

Strategy:

- Target harden the homes of those most frequently victimised and those who feel most vulnerable
- Develop Neighbourhood Watch
- Improve specification of doors and locks on housing property
- Encourage police to patrol at key times and target frequent offenders
- Monitor reductions and publicise widely

Outputs (Measures of performance):

- Secure 250 households with new front doors and locks
- Conduct training sessions with housing staff and police
- Distribute crime prevention leaflets to residents and hold 2 meetings
- Victimised property to be visited by police/council within 2 working days
- Victimised properties to be secured within 4 working days

Outcomes (measures of impact):

- Reduction in break and enter by 50%
- Reduction in fear of break and enter by 70%
- Increased awareness of how to prevent break and enter

Timescale

- Secure 20 households per month
- Distribute leaflets within 3 months
- Hold training sessions within 1 month
- Complete evaluation within 15 months of completion of work

Resources:

- Cost of target hardening to be met by Housing Department. To be offset partially by reduced break and enters
- Leaflet production and distribution to be sponsored by local business
- Police to assign on officer for 6 months

NB: The same process to be followed for the remaining three priorities.

Community Consultation

The plan should be put out for community consultation. Include the groups most likely to be affected such as young people, people from non-English speaking backgrounds and, if appropriate, Aboriginal communities. Many Councils already have consultative mechanisms in place, and where these exist, they should be utilised. In addition, consultation can take place by way of a public meeting, through a notice requesting submissions placed in the local newspaper, or distributed with the rates notices. Utilising existing groups may also be an effective and efficient consultation mechanism. Your community may already have a number of specific groups and organisations which you can work with, such as:

- Neighbourhood Watch
- Precinct committees
- Main street committees
- Service clubs (eg, Lions, Rotary)
- Other clubs and associations (eg Country Women's Association, RSL clubs, sporting clubs, etc.)
- Educational institutions
- Parents and Citizen's groups
- Chamber of Commerce
- Aboriginal Lands Councils and other Aboriginal community organisations
- Heritage protection groups
- Hospitals
- Churches
- Youth groups
- School student representatives

Once your priorities are decided, you may want to work with one or more of these groups on special projects to target a particular problem.

Implementing the Plan

It is best if one person is given overall responsibility for implementing the plan and for keeping projects on course. Ideally, this should be a council employee who is also involved in the partnership group. If this is not possible, responsibility will need to be shared amongst members of the Partnership. The Partnership Group will in any case monitor progress, resolve problems, secure resources and generally keep the program on schedule. It may be useful to appoint 'progress chasers' to keep in close touch with individual projects.

Implementation failure is common and its causes numerous. To be successful, crime prevention partnerships should:

Have consistent leadership

Leadership is important: to motivate those for whom prevention is not core business but whose input is important; to present a clear vision of what is to be achieved; and to encourage more local action.

Prepare an achievable plan

Don't try to solve all of your crime problems at once. Success is much more likely if an achievable plan is prepared which all parties have contributed to and which is collectively owned.

Obtain commitment from key agencies

Resistance from agencies should be anticipated and minimised by concentrating on a limited number of priority strategies.

Focus effort (do enough to make a difference)

Political pressure to spread resources thinly should be resisted if priority problems are to be resolved. Crime prevention projects frequently fail because too little is done and the dosage or level of interventions is insufficient to make a difference.

Draw on technical expertise

A more rigorous approach to prevention is necessary if resources are to be used to best effect and priority problems resolved. This involves above all a knowledge of what works and what does not. In the long term this will mean increased information sharing between councils and agencies conducting crime prevention work.

Be co-ordinated by a 'driver' to hold people to task

It will be down to the partnership group to maintain a reasonably fast rate of progress for the plan and hold people to task. This may be helped *through service level agreements* between the partnership group and individual agencies.

Undergo training

Training for partnership groups is essential, both to enable people to do what has been asked of them and to motivate them and give them a sense of purpose.

Pay close attention to project design, management and evaluation

This is important to ensure that interventions succeed and are known to succeed.

The following case studies give examples of local crime prevention activities that have been successfully employed in Australia and overseas to address local concerns about violence and crime.

Case study: School bullying, Norway and NSW

Norway

Bullying is a crime, since it often involves physical assault, intimidation by threat of assault and theft (of money, food, goods). Norway introduced an anti-bullying program into schools in 1983, for grades 1–9. By 1984–85, the prevalence of bullies and victims had halved. (This was assessed by teachers and children.)

While this was a national program, in NSW such programs (see below) are conducted by individual schools. You can encourage your local schools to introduce such packages. You should aim to have 100% of the primary schools in your area introduce such a program. The good effects will then ‘trickle up’ to high schools over time.

NSW

The NSW Department of School Education has developed an anti-bullying program for schools. As in Norway, schools using the program have achieved a substantial drop in bullying. If your local schools are not already aware of this program, contact your Department of School Education Area Office for information.

Note: While this program works, it would be useful to back it up with other measures, such as a ‘fair play in sport’ program run by sporting clubs, a domestic violence program which helps kids understand that violence is unacceptable anywhere, etc.

Case study: Julalikari Night Patrol, Tennant Creek, NT

The Julalikari Night Patrol is a volunteer service staffed by Aboriginal community elders, usually women. The volunteers take vehicles out between 4pm and 4am to pick up Aboriginal people who are intoxicated and causing a disturbance, or who are incapacitated by drink, or who ask for a lift to the ‘sobering up’ shelter. They follow up with a community meeting the next day to mediate any disputes and to deal with the people involved in a culturally appropriate way.

The Patrol was started as a response to the violence caused by excessive alcohol consumption. Since 1989, alcohol-related crime in the area has decreased significantly, based on police statistics.

‘The effectiveness of the Julalikari Patrols turns on two features of the system: the willingness of respected members of the community to become involved in policing and in resolving community difficulties, and the willingness of transgressors to accept their chastisement. Where circumstances are appropriate, intervention programs of this nature can reduce problems of excessive violence dramatically within a relatively short time.’⁵

⁵ GRABOSKY, Paul & JAMES, Marianne, *The Promise of Crime Prevention: Leading crime prevention programs*, Australian Institute of Criminology, Canberra, 1995, p. 7.

Case study: Zuidplein Shopping Centre, Rotterdam, The Netherlands

When a Dutch shopping mall encountered problems with young people using the mall as a gathering place (and committing offences and incivilities while there), it found that increasing police and security presence only made things worse.

The retailers set up a committee (which included police representation). The committee set aside two places in the centre for young people, where more relaxed rules of behaviour applied. A youth worker was employed to organise programs, help with employment and give general support. In return, the young people helped to develop a contract of agreed good behaviour in the wider centre (including agreeing not to hang around certain areas at all). Local police took the contract to schools in the area and explained it to students.

There has been a significant reduction in vandalism and petty crime in the centre. Other positive measures are customer and retailer satisfaction.

The key in this case study is the involvement of the young people (the 'offenders') in developing a solution. Young people are often excluded from decision making, even regarding their own lives. Including them increases the chances of success. Note also that this case study shows the value of several strategies working together (the drop-in centre, the youth worker, the contract, the school visits). These strategies are both situational and social.

Case study: Home Assist, SA

This program is aimed at the frail, the aged, people with disabilities, carers and people on low incomes. It aims to provide a secure and healthy environment to those at risk. The program funds workers in 43 councils, and provides three services: home maintenance, home safety and security, and social support. It is the combination of these three factors which has made the scheme successful.

During regular home maintenance, clients' homes are modified to be more secure. At the same time, the person's fear of crime is addressed through the social support service (or through referral to other services). A crucial element is giving the client information about the actual risks of crime and about other services which can help them.

Any changes made to the home are followed up to make sure they are workable and being used. In the areas where Home Assist has worked best, councils have involved other agencies, such as Meals on Wheels, Neighbourhood Watch, Domiciliary Care (in NSW, the Home Care Service), Royal District Nursing Service, Lions Club and Rotary.

In urban areas, most clients are prepared to pay for any hardware needed to make their home more burglar-proof. In rural communities, few clients are prepared to pay for hardware changes, since they are much less afraid of break-ins.

Case study: Public Transport Security, Information and Control, The Netherlands; and in NSW

In 1984, the Netherlands Government subsidised the employment of 1200 unemployed young people to work on public transport systems. Some were authorised to impose fines on fare defaulters, some used random checks, some staffed metro stations and provided information and assistance to the public.

There have been substantial reductions in fare evasion, especially during peak hours, the number of violent incidents on trains fell and vandalism declined.

The NSW State Government has set up a similar scheme. Like the Netherlands, it will employ long-term unemployed young people as public transport assistance staff. Councils may apply to have these staff members allocated to their stations on the basis of need (again we see the value of having a comprehensive crime profile of your area). Contact the Department of Transport for details.

Case study: Anti-homophobic violence, NSW

This program, co-ordinated by the NSW Police, aims to reduce violence and harassment against Gays and Lesbians.

This is a good example of a large-scale, multi-agency program which has been successful in reducing violence. It involved several strategies:

- Police appointed Gay/Lesbian liaison officers.
- Police Gay/Lesbian Anti-Violence Consultative groups were formed in critical locations.
- The Gay and Lesbian community in Sydney started an Anti-Violence Project, which aimed to encourage the community to protect itself. This project provided crucial information to the Police about the extent and nature of the problem. It disseminated information to potential victims and worked with survivors.
- Police computer systems were changed to help identify the extent of the problem (making it easier to identify homophobic violence).
- The Department of School Education developed a package for schools.
- The Catholic Education Office supported the project.
- Police accountability for preventing, reducing and responding to anti-Gay/Lesbian violence was increased.

The results have been substantial, with attacks reported to the Gay and Lesbian Lobby dropping by 50% within two years.

This project shows how community based projects can be supported by appropriate partnerships with agencies who can offer a long-term commitment to the problem.

Case study: Random Breath Testing (RBT) in NSW

Since RBT was introduced in NSW in 1982, there has been a decrease in fatal road crashes of around 22% and a decrease of about 36% in alcohol-related fatal crashes. These results have been maintained over time.

Increasing the likelihood of getting caught has had two effects:

- it has discouraged people from taking the chance (deterrence); and
- it has given drivers a socially acceptable reason for declining alcohol. This was heightened by the introduction, at roughly the same time, of a lower legal blood alcohol level.

This program also shows the advantages of extensive publicity of crime prevention programs, particularly those based on deterrence. Councils can use this effective campaign to back up others, such as those targeting alcohol-related crimes, by liaising with police to target problem areas.

Conclusion

Partnership approaches can be used for planning and delivering any type of preventive program. Initially it may meet with some resistance: 'this isn't how we've done things before'. However, this problem-solving methodology provides a clear way to ensure that problems are properly assessed, effective solutions chosen and programs managed in a way in which their success can be assessed.

Crime prevention practitioners usually come to value this approach as a means of making their work manageable. Managers and politicians value it because it enables them to measure performance. Partnerships value it because it provides them with evidence for funders that their investment is making a difference.

It is important that all staff supporting crime prevention activity are trained in this approach and that training events are offered to all partnerships developing local crime prevention plans.

Safer Community Compacts

The *Children (Protection and Parental Responsibility) Act 1997* encourages communities to be involved in the development of local crime prevention plans and establishes a framework and financial support for the development of these plans.

Endorsement of local crime prevention plans as Safer Community Compacts

As outlined in the Act, local councils can request the NSW Attorney General to approve their local crime prevention plan. If the request is approved, the plan is called a Safer Community Compact. The *Children (Protection and Parental Responsibility) Act 1997* requires the Attorney General to consult with the Minister for Community Services and the

Minister for Police before giving his approval, to ensure that all parts of government are properly informed and can assist with local initiatives.

When assessing a request for approval, the NSW Attorney General is required to consider whether the local crime prevention plan was prepared in accordance with the Act. The Crime Prevention Division can provide information on how to do this.

Accessing the Safer Communities Development Fund

The Act provides for the establishment of the Safer Communities Development Fund. This will give, on an application basis, financial support to councils and communities that are seeking to develop and implement local crime prevention plans and that are developing plans for endorsement by the NSW Attorney General as Safer Community Compacts. It will also provide financial support for the implementation of Compact initiatives.

For more information and/or guidelines to assist local councils with applications in relation to the *Children (Protection and Parental Responsibility) Act 1997* please contact:

Crime Prevention Division
NSW Attorney General's Department
Level 19
Goodsell Building
8-12 Chifley Square
SYDNEY NSW 2000

Tel: (02) 9228 8307

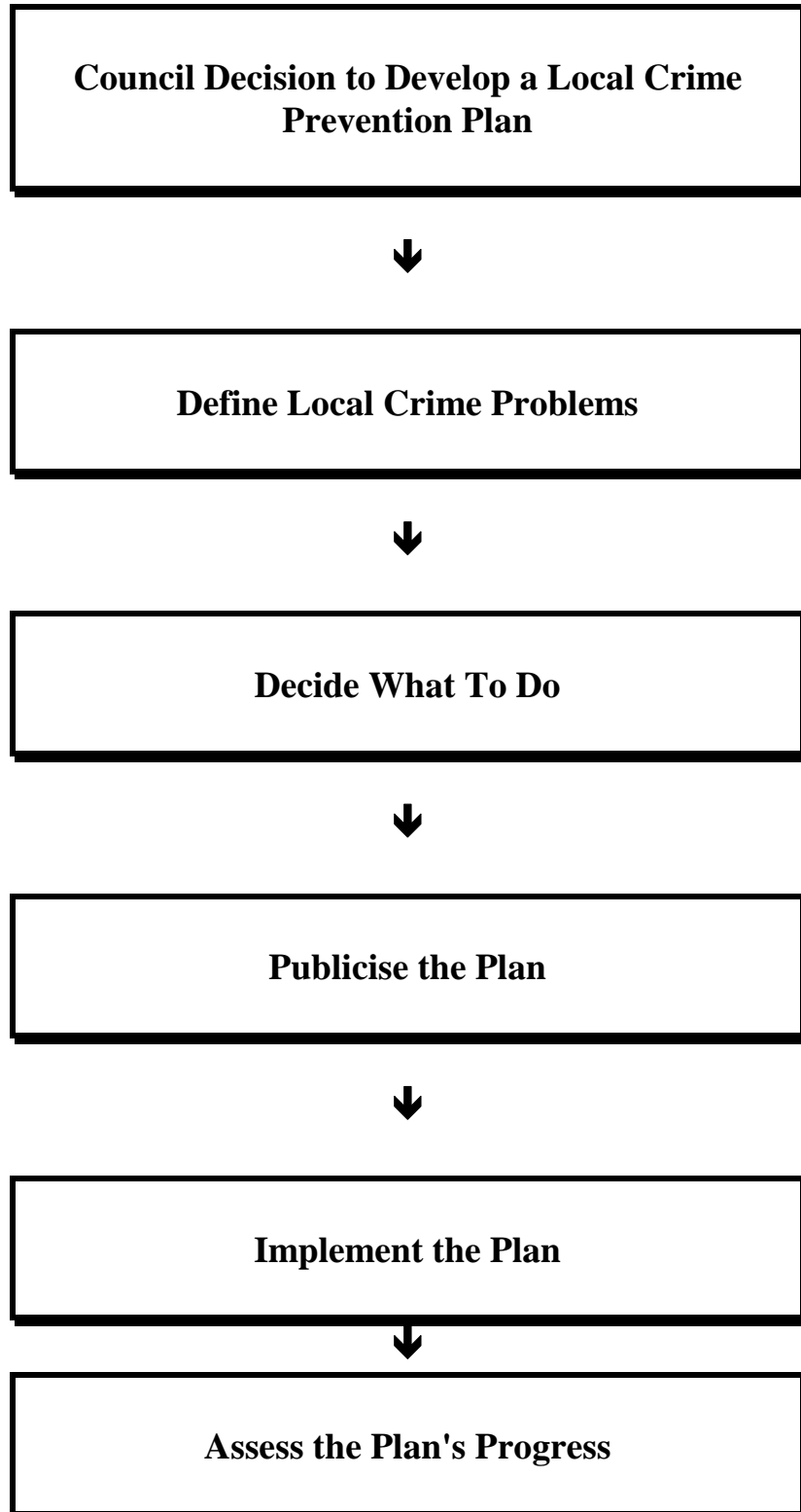
Fax: (02) 9228 8559

Internet: <http://www.attgendept.nsw.gov.au/crime.html>

Applications should be sent to:

The NSW Attorney General
GPO Box 6
SYDNEY NSW 2001

Developing Local Crime Prevention Plans



Module 4

Successful Crime Prevention Strategies

Chapter 8

Environmental Crime Prevention Strategies

This chapter describes environmental crime prevention strategies that can be effectively employed to reduce and prevent crime. However environmental crime prevention strategies are only effective in addressing particular factors that influence crime. A successful local crime prevention plan will employ both environmental and social crime prevention strategies. Social crime prevention strategies are described in the next chapter.

How Does the Situation Affect Crime?

Many criminologists believe that people who commit crimes often do so out of rational motives: that is, they want something and consider the best/easiest way of getting it, but will not take action unless the benefits outweigh the risks. Under this cost/benefit model, if you make it harder or riskier for a person to commit a crime, you will reduce opportunities for crime and, hopefully, crime itself.

A burglar, for example, will weigh the costs and benefits of breaking into two different houses. If one has locks and is easily visible from the street, while the other has concealing shrubbery and a widow left open, the burglar is likely to choose the second house.

Changing the environment so that it is harder or riskier for someone to commit a crime is known as situational crime prevention. This term also includes removing the rewards for crime in order to reduce the benefit side of the cost/benefit formula.

‘Situational crime prevention is directed at highly specific types of crime that involve the management, design or manipulation of the immediate environment in as systematic and permanent a way as possible so as to increase the effort and risks of crime and reduce the rewards as perceived by a wide range of offenders.’¹

Some types of crime respond well to situational measures, such as graffiti, vandalism, assault, break and enter, theft, trespassing, motor vehicle theft, and computer-based fraud.

Other types of crime, which are not motivated by greed but by other emotions such as hatred, fear or anger, are not strongly affected by situational measures. Domestic violence is a good example, as is rape, child abuse and elder abuse.

Council’s Role in Situational Crime Prevention

Council’s role in situational crime prevention includes, but is not limited to:

¹ Clarke, Ronald V., ed., ‘Situational Crime Prevention: Successful Case Studies’ sub-committee add full reference please, p. 4.

- Provision and maintenance of urban infrastructure (for example, street lighting, community facilities)
- Responsibility for urban design and planning as consent authority in relation to building and development applications, and planning controls such as development control plans and local approval policies, location of public transport, street layout, etc.
- Management of public land (for example, usage, landscaping, lighting, street furniture)
- Traffic management (for example, traffic calming to encourage increased pedestrian use of streets).

In particular, situational crime prevention principles can be incorporated into council's planning controls, including Local Environmental Plans (LEPs), Development Control Plans (DCPs) and Local Approval Policies (LAPs). The DCPs and LAPs are suitable for specific situational measures. Situational measures can be implemented in the assessment and determination of BAs and DAs for new buildings and developments. The LEPs, DCPs and LAPs can also be used as a guide for property owners wanting to implement crime prevention measures in existing buildings and development.

Useful references in this area are:

- Australian Model Code for Residential Development (AMCORD), Element 5.9, Security
- *Better Urban Living: Ideas for improving the design of urban housing in NSW*, by the Department of Urban Affairs and Planning
- *NSW Code: A draft guide to performance codes for multi-unit housing*. (Note to committee: full references needed here)

Situational Measures

Situational measures should be tailored to the specific situation. Measures that work in one situation may not work in another because of situational differences. Crime problems and causes should be analysed with care, and appropriate prevention measures should be selected and implemented with care to suit the particular situation.

To be most effective, situational measures should also be used in conjunction with social crime prevention measures, providing that they complement and support each other.

Situational measures include:

- Target hardening – making it more difficult for the crime to be committed (for example, installing locks or security measures)
- Target removal – literally taking a target of crime away (for example, removing coin-operated public telephones and installing phone card telephones)
- Natural surveillance – opportunities for passers-by or residents to observe what happens in an area
- Formal surveillance – setting up systems of surveillance such as close circuit TV cameras, security patrols
- Surveillance by employees – systems wherein employees are given responsibility to check for crime or opportunities for crime
- Control of facilitators of crime (such as guns, alcohol)
- Reducing the inducements to crime (for example, not keeping cash over a certain amount on hand)
- Access control – control of who enters an area so that unauthorised people are excluded
- Deflecting offenders (for example, from an illegal activity to a legal one)
- Rule setting (establishing rules for behaviour in particular settings).

These types of measures need to be integrated and reconciled with a range of other social, economic and environmental planning considerations. For example, situational measures should be balanced with requirements for fire hazards such as emergency access ways. Similarly, target hardening measures such as roller shutters and bars on windows may increase the fear of crime (the so-called ‘fortress mentality’). The weight given to each environmental and social planning consideration will depend on the particular situation. Complementary design or multiple use elements should be used wherever possible to achieve a number of planning and design objectives, including crime prevention.

Displacement

Situational crime prevention measures have shown good results around the world. Many local authorities have reduced crime in their areas through using situation measures. Some types of crime, however, may simply shift location. This is called ‘displacement’. Establishing strict controls over after-hours sale of alcohol in one suburb, for example, may result in drinkers just finding somewhere else nearby. For this type of prevention strategy to work, there should be consistency from one location to another, so that the distance drinkers need to travel finally outweighs the benefit of getting another drink.

Targeting a CBD ‘hot spot’ for drug dealing by putting in CCTV and increasing Police patrols may reduce drug-related crimes in that area. But the dealers may shift

elsewhere, and you should be prepared for that to happen. They may well shift to a residential area and you may have to deal, not only with the crime, but with the complaints of the local residents as well!

Diffusion of Benefits

However, situational measures can work well for many types of crime. In fact, there are sometimes 'extra' results. Reducing the availability of alcohol to inebriated persons (see Surfers Paradise case study on page 45) will reduce the number of bar fights and assaults near licensed premises (the goal of the strategy). It may also reduce the incidence of drink driving and vandalism. This is called 'diffusion' of benefits. Diffusion of benefits also operates when an area is reclaimed from 'incivilities' such as graffiti, urban decay, vandalism, etc. When an area is well-kept and pleasant to be in, it attracts more people and this may help to reduce crimes such as assault, theft, etc.

Both displacement and diffusion should be taken into account when you are designing your evaluation methods for each strategy. You should, for example, look not only at the crime statistics for the area at which the strategy is targeted but also at surrounding areas. This may include areas within the boundaries of other local councils. Crime statistics for types of crime other than the crime(s) being targeted should also be collected. However, care will need to be taken in linking a strategy aimed at addressing one type of crime with changes in the incidence of other types of crime(s), particularly if strategies have been implemented to specifically address these types of crimes.

Urban Design

When situational crime prevention measures are used, the design of public spaces and of residential areas can significantly affect the rate of crimes such as burglary, theft, theft with violence, vandalism, car theft, etc.

Urban design can also help to encourage more cohesive communities where residents take responsibility for their neighbourhood and for what occurs there, and in so doing increase the risk to offenders and the effort required to commit crimes, and reduce the rewards of crime.

There are urban design principles that encourage people to take this responsibility. These include:

- **Territoriality.** Good urban design increases residents' feelings of belonging and owning their local environment. This can include natural surveillance measures which allow residents and passers-by to observe local activities. Increasing the number of people using the neighbourhood can increase safety.

However, there is a point at which more people 'passing through' an area actually decreases residents' or users' feelings of ownership of the area (as in transport interchanges or busy city streets). Designing for territoriality may

therefore also include measures to discourage strangers or non-residents from using the area.

Making sure that high-density developments have ‘clusters’ of buildings around a common area which is overlooked by residents and which is not open to the public, is an example of designing for territoriality. Encouraging residents to plant gardens on nature strips (for example, many councils provide residents with trees at no cost) effectively extends their ‘territory’ onto the street. However, residents should be encouraged to plant trees and maintain them so that they cannot be used to hide offenders.

Areas that are not often used (particularly in communal areas such as flats or townhouse developments) can be made more attractive by putting in benches and play areas or facilities for young people – giving people reason to congregate and talk to each other.

- **Visibility/natural surveillance.** Areas that are overlooked by residents, shopkeepers, employees, etc., are less likely to invite crime. Offenders are less likely to choose these areas for criminal purposes and offences are more likely to be reported.

For example, increased vehicular traffic has been linked with reducing crime because it provides natural surveillance, hence a recent trend away from pedestrian malls, particularly those where there is little activity after the shops have closed.

- **Maintenance of the area.** This can have a huge effect on neighbourhood morale and on people’s willingness to venture into public spaces. ‘Incivilities’ such as graffiti, vandalised areas, litter and vacant lots used as informal rubbish tips, encourage both fear of crime and crime itself. The places which people are most afraid of are the places where offenders feel safe to commit crimes (particularly crimes such as drug dealing and theft).

Crime Prevention Through Environmental Design (CPTED)

This approach to planning takes what we know about crime prevention and applies it to the planning and design stages of buildings, public spaces, etc. The tables below only touch the surface of what is known about CPTED. See the Bibliography for further reading.

What can be done?

Setting	Urban design and planning – new developments	Urban design and planning – new and existing developments	Management of public land/ landscaping	Maintenance of urban area
Public spaces	<p>Design out:</p> <ul style="list-style-type: none"> • Dark corners/walkways • Hidden alcoves or recesses • Isolated public toilets • Solid fences • Light-weight timber or brittle fencing • Pedestrian tunnels • Lighting should be overlapping, non-glare and appropriate for pedestrians as well as cars • Walkways, entrances to foyers, lobbies and car parks should be easily observed by pedestrians and motorists 	<p>Design out:</p> <ul style="list-style-type: none"> • Roller shutters or iron bars on shop windows • Shrubbery or trees with top-to-bottom foliage where offenders could hide (no foliage under 2 m) • Flat or porous wall finishes • Cheap luminaries (plastic, etc.) • Put telephone booths, bus shelters, ATMs, etc. near observation points such as Police stations, taxi ranks, ambulance and fire stations 	<ul style="list-style-type: none"> • Ensure landscape design allows clear views of surrounding spaces • Plant shrubs along chain link security fences • Provide ‘legal walls’ which graffiti artists can use without committing a criminal offence • Involve local graffiti artists in mural projects, etc. • Involve young people in design of public spaces 	<ul style="list-style-type: none"> • Remove all graffiti as soon as possible (preferably within 24 hours) • Repair all vandalism as soon as possible • Remove posters, etc. as soon as possible • Maintain public buildings and spaces; control litter, keep high standards of cleanliness and upkeep

Setting	Urban design and planning – new developments	Urban design and planning – new and existing developments	Management of public land/ landscaping	Maintenance of urban area
Public spaces	<ul style="list-style-type: none"> • Play areas should not be behind buildings, on back lanes, or in areas without public observation. • Put youth centres or youth recreation areas near 24-hour observation points 	<ul style="list-style-type: none"> • Encourage residential use of upper floors in shopping or business areas • Lighting should use high-mounted, easily maintained colour-controlled, vandal resistant luminaries • Use gravel or some other noisy surface to <ul style="list-style-type: none"> a) guide people away from some areas and b) give warning of pedestrian approach • Install mirrored (eg stainless steel) panels in blind corners or alcoves 	<ul style="list-style-type: none"> • Put public toilets in places where entrances are easily observed • Good lighting encourages feelings of safety. 	

Licensed premises

Councils can affect the safety of licensed premises by:

- Making their own submissions and encouraging members of the community to make submissions in relation to licence renewal and applications for extended trading hours.
- Developing procedures in relation to public events which may be held in licensed premises.
- Ensuring that sufficient public transport exists after pub/club closing time (see case study, below).

Setting	Serving practices	Internal design	Design and management of areas outside licensed premises
<p>Licensed premises</p> <p>(See Eastside Sydney case study, below.) Note that the Department of Gaming and Racing provides a harm minimisation direction kit for licensees (\$30, available from the Department, information on 02- 9289 8648).</p>	<p>For Councils:</p> <ul style="list-style-type: none"> • Encourage licensees to: <ul style="list-style-type: none"> – Provide and promote food food with drinks – Provide free soft drinks for the designated driver – Provide free phone calls for taxis – Provide free transport – Promote low alcohol drinks 	<ul style="list-style-type: none"> • Use glare-free lighting • Bar furniture should be anchored where possible • Have clear line-of-sight between employees and patrons (no hidden alcoves or corners) 	<ul style="list-style-type: none"> • Supply outdoor drinking areas away from the street • Keep areas near licensed premises well-lit, especially car parks • Site car parks near observation points such as ambulance and fire stations, Police stations and taxi ranks

Setting	Serving practices	Internal design	Design and management of areas outside licensed premises
Licensed premises continued	<ul style="list-style-type: none"> • Discourage inappropriate promotions (e.g. all you can drink for \$10, free drinks for women, etc.) • Enforce legal opening hours <p>For licensees:</p> <ul style="list-style-type: none"> • Train employees in refusing drinks to inebriated persons • Train bouncers in conflict resolution • Adopt a Code of Conduct for licensees throughout the area; including criteria for when Police should be called and when drinks should be refused • Change glasses to plastic mugs • Put up warnings about under-age drinking, drink driving, etc. 	<ul style="list-style-type: none"> • Use regular Police patrols • Use regular security guard patrols 	<ul style="list-style-type: none"> • Site taxi ranks near licensed premises, but ensure that there are other taxi ranks so that non-patrons who may feel unsafe near licensed premises can access taxis

Shopping centres

Setting	General	Financial services and ATMs	Security systems
Shopping centres	<p>See also under Public Spaces</p> <ul style="list-style-type: none"> • Have the site assessed for risk • Try to avoid ‘hard’ security measures such as roller shutters or iron bars as they can increase fear of crime and reduce public use of the space • Clearly mark public and private spaces by: <ul style="list-style-type: none"> – signage – use of different/textured surfaces – design features e.g. colour • Use sturdy, vandal-resistant street or mall furniture • Plan for likely congregation points – provide enough street furniture for groups • Provide litter bins • Match design of buildings to community image • Plan for use of fast-food restaurants, amusement centres and transport interchanges 	<p>See also under Public Spaces</p> <ul style="list-style-type: none"> • Sites for Automatic Teller Machines (ATMs) and cash carrying routes should be at low-risk sites with access control examined by stakeholders (that is, ATM users should be able to see into and out of ATM areas) • ATMs should be contained within security bunkers when they are located at non-bank sites • ATMs should include reflective (mirrored) surrounds so that users can see what is happening behind them • ATMs should be placed at sites that are well used and have high levels of natural surveillance • Armoured vehicle parking spaces and access corridors should be secure 	<ul style="list-style-type: none"> • Increase employee surveillance of store space and public walkways/ malls • Use security guards • Provide dedicated security areas • Provide highly visible security signage • Use materials which reflect security needs • Consider use of security devices such as closed circuit TV, alarms, mirrors and lighting in potentially dangerous areas or hot spots • Minimise the number of potential hiding places; where alcoves exist, use reflective walls surfaces (e.g. stainless steel) or convex mirrors to prevent ambushes

Residential areas

While councils are not responsible for the safety of residents in their own homes, it can help residents to feel safe and to protect themselves by:

1. Setting an example for design and maintenance of public buildings and council-owned residences.
2. Including crime prevention features in the Development Control Plan and Local Approval Policies.
3. Supporting residential crime prevention groups such as Neighbourhood Watch.
4. Providing information for residents on crime prevention (this information can come from other bodies such as insurance companies, Police, etc.).

Setting	Household security	Building design	Landscaping and management of outside areas
Residential areas	<ul style="list-style-type: none"> • Install door and window locks, especially at the side and rear of properties (see Australian Standard 220) • Ensure skylights or roofing tiles cannot be easily removed from the outside • Avoid louvre windows • Put locks on sliding or double hinge windows; awning windows are safer • Use alarm systems, with notice prominently displayed 	<ul style="list-style-type: none"> • Avoid continuous balconies • Keep entry points to a minimum • Reduce number of dwellings with single entrance point (that is, fewer flats off each entrance) <ul style="list-style-type: none"> □ • Provide pleasant and well-defined pedestrian route 	<ul style="list-style-type: none"> • Remove concealing shrubbery, solid fences, etc. which prevent surveillance from street or by neighbours • Provide physical or psychological barriers to mark off semi-private space (e.g. gardens, distinctive paving, etc.) • Use signs regarding private property/ trespassing, private entry

Setting	Household security	Building design	Landscaping and management of outside areas
Residential areas continued	<ul style="list-style-type: none"> Alarms should be tied to security firms, with notice prominently displayed Mark/engrave portable property (e.g. CD players, TVs) 	<ul style="list-style-type: none"> Set buildings back from verges to create perception of semi-private space Off-set windows to reduce invasion of privacy by neighbours 	<ul style="list-style-type: none"> Encourage personalisation of house numbering, letterboxes, home nameplates, gardens and porch layouts
Setting	Household security	Building design	Other
Residential areas	<ul style="list-style-type: none"> Install diffused floodlights or motion-sensor lighting (aim at entry/exit points) Ask neighbours to watch premises, especially <ul style="list-style-type: none"> (a) when resident is away (b) after first burglary Upgrade security measures after first burglary because the chance of being burgled a second time is increased significantly. Create illusion of residence when away, by timed lighting, cancelling papers and milk deliveries, etc. 	<ul style="list-style-type: none"> High use living areas should have windows which allow residents to view public places such as footpaths, roads and parks; and other private residences or businesses Foyers/lobbies should be visible from the street Entry to basement car parks should be through security access via main buildings 	<ul style="list-style-type: none"> Remove unintended 'ladders' to upper storeys, such as trees, carport and extension roofs, lattices. Prickly plants like roses prevent easy access to ground floor windows Use traffic calming measures (speed humps, road closures, etc.) to increase 'village-style' territoriality

Setting	Household security	Building design	Other
Residential areas continued	<ul style="list-style-type: none"> • Encourage the employment of resident caretakers in large multi-occupancy buildings 	<ul style="list-style-type: none"> • Avoid rear lane access to buildings • In buildings for the elderly, place recreation rooms on ground floor to increase natural surveillance of outside areas • Children's play areas should be easily seen, not placed near rear lanes, etc. 	<ul style="list-style-type: none"> • Letterboxes, communal clothesline areas, garbage bin storage, etc., should be well-lit and observable from inside; external laundries should be near well-used areas • External storage areas should be properly secured and lit • Off-street parking should be visible to residents; driveways should give an unobstructed view of pedestrians and vehicles

Case Studies - Public Spaces

Case study: Delta City

A quiet suburban community was being disrupted by high levels of malicious damage and house burglaries. Enforcement-style Police operations were unsuccessful.

An analysis was performed of the pattern of crimes: they surrounded an old walkway, which joined a baseball field to a shopping centre. The walkway went between backyards and had poor natural surveillance with relatively easy access to private property.

The walkway was closed, while pedestrian traffic was diverted to the streets. The problems stopped immediately.

Case study: Park Safety, Calgary, Canada

A park in Calgary was the site of a number of assaults and sexual attacks. The trees of the heavily wooded park had top-to-bottom foliage which reduced opportunities for natural surveillance from nearby streets. The trees were removed and replaced with high canopy trees with low level shrubbery. This not only significantly increased natural surveillance of the park from nearby streets, but also enhanced its attractiveness so that use of the park increased considerably. The number of assaults and sexual attacks decreased significantly. The cost of the project was kept to a minimum through service organisations and community groups working with the local authority to carry out the work.

Case Studies - Licensed Premises

Case study: Sutherland Shire Council

Sutherland Shire Council has, with five licensed venues, established a subsidised bus service which runs between 11pm and 4am from the five venues. A security service supervises the use of the buses. In 1997, after six months' operation, the service was carrying approximately 1000 persons each weekend.

Police have reported a 20% reduction in malicious damage and street offences between midnight and 3am compared with the same time a year earlier. Manly Council has been involved in the establishment of a similar service.

Contact person: David Ackroyd, Manager Community Services, Sutherland Council, phone (02) 9710 0524, fax (02) 9710 0597

Case Studies - Residential Areas

Case study: Kirkholt Housing Estate

A housing estate in the UK, Kirkholt had a very high rate of burglary (one in four dwellings in 1985). The local authority, Police and the residents of the estate co-operated in setting up a program to reduce burglary rates. Information was gathered from victims, neighbours and known burglars. The chance of a second burglary was four times as high as the first burglary (note that Australian statistics support this pattern).

Dwellings which had been broken into were given security upgrades by the town's Housing Department and some changes to utility connections were made (for example, removing coin-fed electricity systems). A watchful 'cocoon' of near neighbours was asked to keep an eye on the house – this program was highly publicised. The program went on to set up a school-based crime prevention program, groups for offenders from the area to address their problems, a cheap saving and loan scheme for the estate residents, experienced probation officers and an increase in resources to the local court.

Results: The program was intended to prevent re victimisation of burglary targets. It succeeded in this and in reducing burglary rates by 75% for the whole estate. There was no evidence of displacement.

Case Studies - Shopping Centres/Commercial Premises

Case study: Victoria City, Canada

A popular fast-food restaurant in Canada was experiencing high levels of abuse and violence from young people, particularly on weekend nights. Young employees were often verbally abused while serving and cleaning. Police were regularly called.

Several situational strategies were introduced:

- Low-pressure sodium lighting was installed in the areas where teenagers loitered. This lighting (known as 'zit lighting' in the USA) emphasised facial features like pimples
- The restaurant played classical music
- An older (middle-aged) staff member was employed during weekend night shifts.

The results were immediate. Loitering was reduced sharply. When the older worker was on duty, young workers were not abused and the music and lighting encouraged younger patrons to exit quickly after making their purchases.

All these measures were very low-cost and highly effective.

Using More Than One Method

While situational measures on their own can reduce crime, they are more effective when they are supported by other measures, such as social crime prevention strategies.

A minimum of three to five strategies combining both situational measures and social crime prevention strategies for each problem is recommended.

The benefits of a combined approach are likely to be:

- A greater reduction in crime
- Less displacement
- Greater diffusion of benefits
- Improved community bonding (social capital)
- Reduced fear of crime.

Sharing information between agencies is critical. Strategies may need to be changed in 'mid-stream' because of unintended effects or because conditions have changed. Results from one strategy may mean that other strategies need to be adjusted. If you are working with a multi-pronged approach, you should plan for regular communication between everyone involved.

Below you will find four examples of multi-pronged approaches to a specific crime problem:

1. Alcohol-related crime in a city (Eastside Sydney Project)
2. Alcohol-related crime in a country town (Townsville Safety Action Project)
3. Youth crime in a city suburb (Leichhardt Council Shopping Centre Project)
4. Youth crime in a country town (Wyong Council)

Case study: Eastside Sydney Project, NSW

East Sydney includes Kings Cross and Darlinghurst, areas noted for their night life, alcohol and drug use. Alcohol in particular was connected to most violent incidents in the area. The Eastside Sydney Project aimed to reduce the occurrence of alcohol-related crime.

The project was a collaborative venture co-ordinated by St Vincent's Hospital's Alcohol & Drug Service, Eastern Sydney Area Health Service's Health Promotion Unit, South Sydney Council and the NSW Police Service. A Community Advisory Committee was established.

This project used environmental, service-based and educational strategies:

Environment:

- Reviewed the environment around alcohol outlets (lighting of streets, footpaths, car parks and access to public phones)
- Discouraged happy hours and discounted alcohol
- Encouraged good quality pub food at alcohol outlets
- Encouraged pubs and clubs to install 'breathalyser' machines
- Introduced alcohol-free zones
- Encouraged reduction in advertising of alcohol, especially in local papers
- Encouraged support for Neighbourhood Watch

Services:

- Increased police activities relating to the *Liquor Act* (e.g. under-age drinking)
- Increased support in the community of policing (by both police and community)
- Identified outlets where people who were clearly intoxicated continued to be served alcohol
- Monitored and supported responsible serving of alcohol (including training of employees)

Education:

- Mobilised community support through community education
- Encouraged awareness of how to limit the licences of alcohol outlets where their patrons become a nuisance to the community
- Encouraged promotion and monitoring of the Australian Hotels Association Code of Practice.

Evaluation of the project was partly through anecdotal observation, but mostly through regular surveying of Key Informants, twenty carefully chosen high-profile but representative members of the community.

Evaluation showed that alcohol-related crime was reduced in the area. The project has published a community action manual, *Preventing Alcohol-Related Violence*, an extremely practical and highly recommended resource. It is available from the St Vincent's Alcohol and Drug Service (02) 9331 4344.

Case study: Townsville Safety Action Project, QLD

The aim of this project was to reduce alcohol-related offences and disorder in and around Townsville's central business district licensed premises.

The project brought together the Townsville City Council, the RAAF, Queensland Police, Department of Tourism, Sport and Youth, Northern Regional Health Authority Alcohol & Drugs Services, Townsville Chamber of Commerce, the Army, Consumer Affairs Qld, Centre for Crime Policy and Public Safety, Griffith University and Legal Aid, Qld. Significant support came from the Mayor and Deputy Mayor. The Deputy Mayor, for example, served on the Steering Committee and participated in fortnightly briefings with the Project Officer, as well as fast-tracking a number of safety initiatives through council.

A Community Forum was held and a Steering Committee was set up, with Task Groups: Venue Management, Security and Policing and Safety in Public Places. A Community Survey and a Business Survey were conducted, and Venue Risk Assessments were conducted in participating premises.

The following actions were taken:

- A Project Officer was employed by the council
- Lighting was improved at a taxi rank which was the site of frequent fights
- Emergency telephones were installed at two 'hot spots', with appropriate signage
- Communication between police and security firms was improved and a communications strategy implemented
- A Code of Practice for the responsible serving of alcohol was adopted by licensees after substantial consultation and checks were made that licensees were adhering to the Code
- The Venue Management Task Force continues to operate as a self-regulating body
- A media program publicised the project, especially the efforts of the licensees.

After an initial time-frame of six months, with marked success in reducing crime, the Project has been extended and augmented.

Case study: Leichhardt Council Shopping Centre Project, NSW

A large old Grace Bros Store on Broadway (a major thoroughfare to the city of Sydney) is undergoing redevelopment into residential apartments, intended mainly for the use of students of the nearby University of Sydney.

Leichhardt Council, through consulting with young people and negotiating with the developers of the site, gained an indoor community space with basketball/netball courts, space for two youth workers to operate, and funding from the developers for programs for children and young people.

This redevelopment provided Leichhardt Council with the opportunity of implementing its Youth Policy, which states:

‘Council recognises the needs of young people for constructive and creative use of their leisure time and their rights to be able to recreate in their own neighbourhood, to access space and have a visible community presence, to develop their social skills, to challenge and be challenged in a safe environment other than those provided at commercial rates... All new publicly accessible commercial developments in the local area will be expected to abide by the Council’s Youth Policy, and positively incorporate the presence of young people.’

Case study: Wyong Shire Council, NSW

The Entrance is a beach side suburb which has a large number of school holiday visitors as well as a permanent population.

The Entrance mall was causing some concern as a focus for graffiti, vandalism and other incivilities by young people. The council adopted CPTED principles in refurbishing the mall, creating areas for activities, licensing street cafés, etc. Management of the area, including security, was contracted out with prevention of graffiti and vandalism a priority and improved facilities for young people were introduced.

Council considered installing CCTV but decided against this option because of the cost and because it wanted to assess the effectiveness of the measures already introduced.

Evaluating a multi-pronged approach

It can be difficult to evaluate a multi-pronged strategy in that it may be difficult to isolate the effects of individual strategies on reducing crime.

While individual strategies may have specific performance indicators, the group of strategies which are aimed at a particular crime problem should share a major indicator or Key Result Area – that of decreasing the incidence and/or affects of that particular crime.

Any agencies which contribute to these strategies, therefore, should agree to the overall indicator as a measure of success for their programs.

Chapter 9

Social Crime Prevention Strategies

This chapter describes social crime prevention strategies that can be effectively employed to reduce and prevent crime. However social crime prevention strategies are only effective in addressing particular factors that influence crime. A successful local crime prevention plan will employ both environmental and social crime prevention strategies.

While the measures outlined in Chapter 8 may reduce crime which occurs as a result of situational factors, such as the nature of the physical environment, they may not be effective against other types of crime such as ongoing domestic violence and homicides, which occur as a result of personal and/or social factors. Measures to address situational factors can minimise the opportunities to commit such crimes and may improve perceptions of safety in the community but are unlikely to stop those who are strongly motivated to commit crime.

The best way to prevent repeat offenders from committing crimes is to stop them becoming criminals in the first place. The two approaches discussed in this chapter – social crime prevention and the developmental approach – both aim for this.

Both are based on an understanding that there are personal and social factors which make it more likely that someone will commit crimes. These include:

- family background
- schooling
- income and employment
- alcohol and other drug use
- peer relations
- moral beliefs and other cultural influences.

As previously discussed in Chapter 3, the development of a crime profile should include the identification of personal and social factors which affect crime in your local area. It is unlikely that only one factor will be identified - it is more likely that a number of factors interacting with each other will be identified. This means that a number of strategies may be needed to address the various factors which affect crime in your local area.

Creating Crime-Resistant Communities

A neighbourhood which has strong social bonds, where people take pride in their street and 'own' their public places, where the needs of all groups in the community are met and where people regard the area as an attractive and safe place to live and work, is likely to have a low crime rate.

Creating social bonds

How do you encourage social bonds?

Any neighbourhood project which gets people to meet each other, to co-operate or work together, to play together, will encourage social bonding.

A good example of this is the Playgroup. All over Australia, young parents (usually mothers) meet once a week for their pre-school children to play together. That is the main purpose. The effect, however, is to encourage friendships between often very isolated young women, to set up informal baby-sitting networks, to give children peer groups and friends before they go to school and to transfer skills and information from experienced mothers to new mothers. The social bonds begun in Playgroups often last a lifetime.

Programs to encourage vital communities should target a representative mix of age, gender and ethnicity. But some of these groups will be more at risk of criminal behaviour than others – this is where your focus should be.

Case study: The Good Neighbourhood Program, Victoria.

The objective of the Good Neighbourhood Program (GNP) is to prevent and reduce crime through social and community development. The principle behind this approach is that the more social networks operate in a community, and the more dense and widespread these networks are, the less likely residents are to tolerate anti-social behaviour and criminal behaviour or to engage in such behaviour. The GNP was launched in 1988 by the Victorian State Government, and provided funding to councils to set up local crime prevention committees. The statewide framework for the GNP identified a number of crime priority areas:

- activities for young people at risk
- education, training and employment
- safety and security in the community
- drug and alcohol abuse
- minimising re-offending behaviour
- police-community relations.

The integrated development of social, recreational and work-related skills was encouraged. Projects also encouraged contacts between people of different ages, genders and backgrounds. All projects were run within local government areas. The local council's role was to play a leadership and developmental function by managing and being accountable for the resources allocated to the projects, establishing and supporting the local GNP committee, providing opportunities for people/organisations to register interest and participate in GNP activities, ensuring local networks, organisations and people were made aware of the GNP, endorsing and auspicing local GNP committee recommendations and contributing to the resourcing of projects.

The neighbourhood was the focal point of the GNP, which sought to encourage development and cohesion at this level. Young people were a particular focus, with their skills being used wherever possible (with pay where this was available). The GNP program suffered from many of the problems of multi-agency committees discussed in Chapter 6. The successful local committees had strong council involvement and enthusiastic co-ordinators. Support from local councillors and mayors, the involvement of local police, support from council Youth Services co-ordinators and a clear focus on crime prevention were the characteristics of successful local programs.

Youth

Most young people are law-abiding and productive members of society. Of those young people who do commit crime, most do not re-offend. Seventy per cent (70%) of young people who are charged never reappear before a court. A further 15% reappear only once (NSW Department of Juvenile Justice figures).

Much youth crime is 'expressive' in nature – graffiti, fights and vandalism in particular can arise from boredom, frustration, anger, resentment and despair.

The aim of many youth crime prevention programs, therefore, is to give young people opportunities to participate in acceptable 'thrill-seeking' behaviour, to prevent boredom, to encourage positive social bonds (for example, to establish a peer group which encourages physical activity instead of crime) and to make young people feel more connected to their community.

Youth programs are varied - recreational, skills-based, employment-centred, social, physical, drug-related, etc. You probably already have several youth-oriented programs running in your area.

A range of strategies should be used to encourage young people to participate in programs. If your council does not have a member of staff who works with young people, such as a youth worker, or an ongoing mechanism for consulting with young people (such as a Youth Council or a youth interagency), advice about the most appropriate strategies can be obtained from community-based organisations which work with young people.

Young people's 'participation' in programs should include developing, implementing and evaluating the program. This will increase the likelihood of success. Where possible, young people should be paid for carrying out this role and this should be included in preparing the budget for the program.

As with all crime prevention programs, youth programs should be based on the priority crime problems of your area. Most youth programs which fail to reduce crime have not really targeted crime in the first place. Those which succeed have concentrated on those at risk of becoming repeat offenders (those in high-risk areas or those who have begun to re-offend) and have had several elements:

- making it harder for young people to commit crime
- 'redirecting' young people who have been getting into relatively minor trouble or are at risk of doing so
- providing treatment, counselling and similar programs for those who have already shown signs of habitual or serious criminal behaviour.

At the local level, the most success has been had with 'redirecting' young people away from crime by providing them with play opportunities, recreational programs, youth drop-in/resource centres, summer holiday activity centres, junior and senior youth clubs, and outreach services.

Case study: France

France has a history of youth-targeted crime prevention programs going back some years. Nationally funded, these programs are administered by local councils. The programs were funded because of clear evidence that crime increased during the summer school holidays in towns across France.

Local councils were funded to provide summer holiday camps and recreational activities for young people. Crime was reduced.

Councils have also established 'Missions Locales', centres offering one-stop advice and support services for young people under 25 seeking help with employment, training and related issues.

As well as activity programs, teams of specialist prevention workers (social or youth workers with a youth crime prevention brief) have been funded. These people are not part of the criminal justice system. They are often employed and managed by charitable organisations under contract to the local authority. Each prevention worker has a specific area. Their aim is to shift young people away from offending and disaffection and towards 'normal' social behaviour and integration.

The prevention workers often go out 'on the street' to meet and help young people. Examples of the types of work undertaken are:

- helping young people to have input into redevelopment plans in their neighbourhood, including painting murals and constructing playgrounds
- bringing disaffected young people into the youth activities at the community centres (these activities are not crime prevention programs but normal youth programs – it is the targeting of high risk young people which makes this a prevention program)
- establishing a 'café-musique' venue in a disadvantaged area which had no other night-time entertainment
- helping young people co-ordinate large music events; mediating with the local authority to persuade them to support the events
- establishing a special club for parents with pre-school children from disadvantaged backgrounds, to encourage interest in education and commitment from parents to send their children to school
- establishing informal facilities for homework outside school for young people whose homes were overcrowded or otherwise unsuitable for schoolwork
- mediation between students at risk and schools
- mediation between young people and their families
- working with the Missions Locales to encourage employment and training.

Case study: Barraba on the Move Project, NSW

This project was initiated by the Barraba Health Service and funded through the NSW Health Department's Healthy Country Communities Competition. The project is overseen by a committee which includes representatives from Barraba Shire Council and community-based organisations. One of the reasons the project was established was community concern that youth crime, particularly vandalism and anti-social behaviour, were increasing. This was attributed to a lack of recreation opportunities for young people after school and during school holidays. A part-time recreation officer, who was formerly an unemployed young person, was employed to organise recreation programs such as aerobics, basketball and netball. As well as participating in such activities, young people have become involved in organising activities, including those of younger age groups.

According to Barraba Council officers, vandalism is no longer a problem. Convinced of the success of the program, the council has contributed funding to extend the employment of the recreation officer. This is in addition to the in-kind support provided by the council for the recreation officer, in the form of office space and administrative support.

Evaluating Social Programs

Evaluations for social crime prevention programs should use a number of different types of indicators.

There are **outcome** indicators. In crime prevention, these are usually measures of crimes committed or measures of people's fear of crime. If you are targeting a particular form of crime (for example, elder abuse), your primary outcome indicator might be reported rates of that crime in the area. You should set up mechanisms during the planning stages of the program to collect data relevant to the outcome and you should be collecting this data during the operation of the program as well as after it has been completed. Outcome indicators should be measured against a 'benchmark' – that is, you should know what the measurement was before you began the program so you can judge whether there has been any change. This data may need to be collected monthly for several months before the program starts, and then monthly thereafter so that you can identify trends.

One of the problems of using recorded crime statistics as an outcome measurement is that recorded statistics are often inaccurate reflections of the actual incidence of that crime in the community. Many crimes are not reported. Therefore, other outcome indicators should be used to complement official crime statistics, such as community surveys.

Remember that social and community programs typically take longer to have an effect than situational strategies. Don't judge the program too soon.

You will also need **process** indicators, such as the percentage of targeted people involved in the program, compliance with financial and legal requirements, levels of

satisfaction of users of the service/program, etc. Process indicators should be measured throughout the operation of the program. They can be used to identify problems and make changes to the program during its operation.

For both outcome and process indicators, you may need short and long-term measures. In particular, if your program has a definite end date, you will need to continue measuring its effect after it finishes. This may show, for example, that a specific crime rate dropped in the area during the program's life but rose afterward. Or the reverse may be true – there may have been an unintended affect of the program which increased some rates of crime.

If you collect any information which may be confidential (for example, victim reports of crimes), you should take due care to protect the confidentiality of the persons concerned. Steps you can take include:

- asking the agency giving you the information to delete all identifying information
- deleting all identifying information yourself on receipt
- training staff in confidentiality issues and establishing a Code of Practice with regard to this
- keeping information secure (that is, locked up with limited access)
- using appropriate security systems, especially with electronic information (for example, regularly changing passwords or keeping information on a stand-alone computer rather than a networked one)
- giving people access to their own information on request
- establishing tracking systems for information handling (for example, registers of data)
- appropriate destruction of information which is no longer necessary (for example, shredding).

Establishing the cause

Did your program really reduce crime, or was the reduction in crime caused by something else?

This is the most difficult question to answer with regard to evaluating social crime prevention programs.

There are some methods which can help establish the true cause of any changes. One is establish a **control** – an area or group which is like the area or group you are targeting, but which does not receive the crime prevention measures. You can then track process and outcome measures for both areas or groups, and see if there is any difference between the two.

Control areas or groups only work if they are very like your target area or group that is, similar in age, ethnicity, size, socio-economic group, etc. Above all, the two groups/areas must have the same crime problem.

Another useful method is to monitor external factors which may be affecting the outcome of your strategy. For example, if you set up a strategy which is designed to reduce drug use among teenagers, you should be aware of any other factors which could influence drug use – such as, media reports about the dangers of a particular drug, school education programs about drug abuse, the death of young people in the area from overdoses, and so on. While assessing the effect of such factors cannot be precise, it can help you understand your results better.

Another way of assessing the value of your strategy is to look at the evaluations done on similar strategies elsewhere. If, every time such a strategy is introduced, a certain effect is found, there is a high probability that the strategy is causing the effect. If your strategy then produces similar results, you can assess it with that knowledge, while still taking other factors into account where appropriate.

Diffusion of benefits

Social crime prevention programs may have significant results in areas other than crime – for example, in encouraging young people to stay on at school, in setting up support networks for older people which address loneliness as well as safety, or in providing social opportunities for new migrants, helping them to become part of their community. This effect is called ‘diffusion of benefits’.

You may choose to measure diffusion of benefits. In doing so, you should try to gather as much information about what else might have contributed to any changes you find.

Social programs should ideally be only one factor in a multi-pronged prevention approach. The Women’s Safety Project is an example of this. It shows also how urban design and other situational strategies can encourage safety.

Case study: Women's Safety Project Queensland

The Women's Safety Project was a Queensland Police Service initiative which focused on the prevention of actual violence and on the reduction of fear of violence against women.

A broad-based reference group, with representatives from over 30 agencies and community groups, advises the police.

Since most violence against women is perpetrated by someone they know (the most common place for an assault against a woman is her own bedroom), the project started with a community awareness campaign designed to reinforce the message that violence against women is legally and socially unacceptable. This was done through existing social networks and community groups.

An information package and training program was developed and delivered, mainly by uniformed police women.

This awareness campaign was backed up by a change in policy in the police towards a stringent arrest policy towards domestic violence. Specialist police officers were trained in the area of domestic violence.

'Streetsafe' was a complementary program which aimed to increase women's safety outside the home. This strategy involved co-operation between the police and other agencies which were considered reputable, had mobile 24-hour services and used radio or telephone communications. Agencies were asked to provide police with information of unlawful or suspicious behaviour. Agencies involved included South East Queensland Electricity Board, Royal Automobile Club of Queensland, local government authorities, RAAF and Military Police, Wormald and MSS security companies, and the Transport Department.

Another component of the Women's Safety Project involved a number of strategies implemented at commuter railway stations. One of these strategies was the establishment of five Women Only car parks which were patrolled by security guards over the Christmas/New Year period. The guards would walk women and children to their cars and report any disturbances to police. Other strategies include encouraging women to use taxi ranks which were considered safe and the patrolling of trains and station platforms by police, rail employees and private security firms.

Intervening in the Development of Criminal Behaviour

Developmental crime prevention aims to intervene in the lives of children **early enough** to make substantial differences to their experience of growing up so they are less likely to commit crime.

The great advantage of early intervention is that it has been proven to work (see case studies). It is cost effective – perhaps the most cost-effective way of preventing crime. It has positive effects in other areas: increasing quality of life, self-esteem,

likelihood of the person making and maintaining happy relationships, increasing employment prospects, and so on. It works on the kinds of crime that situational crime prevention is less effective with (such as domestic violence). It works on many different types of crimes at the same time.

The great disadvantage is that it takes years for the results to be obvious and it is often very expensive to evaluate.

Councils currently provide many services (such as baby health centres, child care centres, after school and vacation programs for school students) which give many of the same benefits as developmental crime prevention programs.

The difference is that developmental crime prevention programs target families or children at risk. They aim to provide people at risk with skills, attitudes and abilities so that they can play a full and productive role in society.

This type of intervention can start at birth or even before, with programs such as pre-natal classes, parenting skills, home visiting services, pre-school programs and early literacy projects.

Councils' first step in planning developmental crime prevention programs should be to ensure that the developmental services they provide are of high quality.

Case study: Perry Pre-school Project, USA

This study shows that early intervention for disadvantaged children can have striking results in the long term.

In 1962, a pre-school in Michigan, USA, began a program of providing free pre-school education to disadvantaged children aged three and four years, and compared their progress over time to that of similar children who had received no pre-schooling. The program also provided weekly home visits lasting just over an hour.

Children who attended the program did better in school and in adult education. At age 19, arrest rates were 40% below those of the control group (the children who received no pre-schooling).

By age 27, one in three of the control group had been arrested five or more times, compared with one in 14 of those who had attended the Perry Pre-school.

The cost/benefit analysis of this program showed that it had saved US\$7 in welfare and policing costs for every US\$1 spent. Total benefits have been estimated at three times the program cost.

The following case study has been included for two reasons:

1. it suggests criteria for selecting at-risk families for similar interventions; and

2. it shows that developmental interventions need to provide for future needs of families, as well as intervening in current problems.

Case study: The Oregon Social Learning Program, USA

This program targeted the families of pre-adolescent children who were displaying anti-social behaviour – that is, aggression, theft and lying. Families were given training in how to use positive, non-coercive methods of discipline and to deal consistently and decisively with anti-social behaviour.

The treatment was effective in reducing theft and other anti-social behaviour in the children. However, the effects were short-lived.

The evaluation of this project suggested that parents need training in how to reduce the risk of future child adjustment problems, as well as current ones. It also suggested that professional educators were important in helping families develop appropriate strategies.

Case study: The Elmira Pre-natal/Early Infancy Project, USA

This project was set up in the USA as a health care program targeting poor maternal health and infant care-giving, and stressful environmental conditions which interfere with effective individual and family functioning.

Nurse home visitors contacted the mother during pregnancy and continued to visit until the child was two years old. The home visits provided parent education, linked the family with other health and human services and encouraged social support by family and friends.

Home-visited mothers showed many good affects, ranging from higher employment rates to fewer subsequent pregnancies and less child emergency medical care during the first two years of life. In addition, only 4% of home-visited mothers physically abused or neglected their children during the first two years of life, compared to 19% of a control group. Overall, there was a 50% reduction in verified cases of child abuse.

Similar programs have since been set up in other areas of the USA.

Two important tips for running a developmental crime prevention program:

1. Get expert assistance in designing the program. The Health Promotion Unit of your Local Area Health Service is a good place to go for assistance, since there is often an overlap between crime prevention goals and health goals in early childhood. Furthermore, the Early Childhood department in any university with an education faculty will have people on staff who can help.
2. Remember you are in for the long haul. This is not a project which will magically change conditions in your neighbourhood in the next year.

Developmental programs should be integrated with normal council services, or with the normal services of whatever organisation is most appropriate (for example, the District Nursing Service or the Royal Flying Doctor Service). That is, ordinary staff should deliver the programs, and programs should be part of the on going work of that department.

Evaluation and monitoring of developmental programs should also be an on going part of normal work. These programs will need to develop fairly sophisticated process indicators, since outcome indicators will, in some cases, be 10 or more years away. Process indicators can include persistence of participants with the program; participants' satisfaction; compliance with legal and financial requirements; etc. In such long-term studies you may also need to introduce **impact** indicators. Impact indicators are like milestones along the way to the final outcome, which is non-involvement in crime. For example, impact indicators might include how well children are doing at school, literacy levels, involvement in community, employment of parents and health behaviours.

Chapter 10

Education and Promotion About Local Crime Prevention

Every crime prevention program needs a communications strategy. This may be simply a method of keeping all involved parties informed about the program, or it may be a more ambitious project which includes education and promotion activities.

Education activities are those which aim to transfer knowledge or skill to the participants, or to change people's attitudes (for example, an education program aimed at schools might wish to give children information about the harmful effects of drugs and by doing so, change their attitudes). Promotion activities are those which aim to give a target group information, such as media campaigns.

Getting the Message to the Right People

The process of developing a needs assessment/crime profile for your area can be used to simultaneously develop a communications strategy and to assign priorities to specific messages and/or target groups.

When you determined which crime problems you will target and identified appropriate strategies which you wish to implement to address these crime problems, you should have identified:

- Who is being affected by the problem (this includes offenders and bystanders)
- Who will be affected by each crime prevention strategy
- Who will contribute to each crime prevention strategy

For a communications plan, you should also identify:

- Who should know the results of the strategy/strategies. This should include all residents, people who work in the area; and visitors to the area – for example, people who live in neighbouring local government areas.
- Who should be thanked (that is, the specific individuals who do the work as well as groups and organisations).

Each of these audiences will need different methods of communication. Education and promotion should be tailored to the needs of each audience. The best way to find out about the needs of each group is simply to ask them. This could be done as part of the consultation process with various groups in the community.

Within Council

As part of a whole-of-council approach to crime prevention, education and promotion campaign should be targeted at council staff and councillors.

Communication to councillors may include presentations at council and/or relevant committee meetings, regular written progress reports to Council and/or relevant committees, newsletters, etc.

Council staff in each section will need to understand how crime prevention programs affect their work and how their work can impact on the success of the strategies you have put in place.

People are much more likely to support a change in their work practices if they understand the reasons behind it.

In designing an education or promotion program for council staff, you should begin by finding out about staff's current attitudes to and knowledge of crime prevention. This can be done informally through discussions or more formally through focus groups or staff meetings.

Education programs for staff can include:

- **Written materials.** Make sure that levels of English literacy among staff are adequate for this approach. If you are asking workers with low literacy levels to change their work practices, you may need to provide pictorial rather than written materials. Any written materials should be in plain English and also made available in community languages, where appropriate. A newsletter format may be appropriate and this could also be used to provide information to residents, local businesses and community groups.

A newsletter could include articles which provide statistics and other data about a particular crime issue, as well as information about the development and implementation of local strategies.

- **Information sessions for senior staff.** Useful at the beginning of the process and as a way to keep senior staff supportive throughout the life of the program. Such sessions could include background material on crime prevention, the results of the crime profile research, the process of developing strategies and deciding on priorities, and updates on progress. You may also wish to invite specialist speakers to address staff, such as the Police Community Safety Officer.

- **Information sessions for other staff.** These sessions might most usefully be held for each department so that the session can be tailored to the work of staff, thereby maximising its relevance. Information sessions might be incorporated into a staff meeting, which is likely to mean that most if not all staff will attend. However, this may also mean that the session will need to be limited in time (for example, half an hour to an hour). If the information session is likely to take longer, a separate time may need to be arranged. You should liaise closely with the manager of the department about the most appropriate way to inform staff and to ensure that as many staff as possible attend.
- **Training sessions for staff.** These are appropriate when you wish staff to change their work practices. Therefore, staff who participate in these training sessions will expect work practices to be changed. Training sessions should be designed by someone with training expertise.

Promotional programs for staff can include:

- information about the crime prevention program in council staff newsletters
- recognition systems for staff supporting the changes (either internal or through articles in the local paper or the council newsletter); letters of thanks from councillors or senior staff are valuable internal rewards, as are ongoing departmental awards for 'best crime fighter' or 'most valuable worker'
- updates on the results of the program, so that staff can see the value of their work - these can be delivered formally through newsletters, through departmental heads, staff meetings, etc.
- regular features on notice boards, including feedback from other agencies and the public
- specially printed or photocopied pamphlets or brochures (these can use similar design or content to those for the public to cut down on cost).

Outside of Council

All contacts with communities, committees and other organisations offer opportunities for promoting crime prevention and for educating others about it. Council staff should be encouraged to take this approach; to explain the crime prevention aspects of their own work; to disseminate information to residents and others wherever possible.

Promotional information may be spread through:

- Already existing channels, both within council and in other organisations. These include internal methods for informing staff, such as preparing material that could be included in staff memos and presented at staff meetings; and external methods for informing people outside the organisation, such as preparing material that could be included in the organisation's newsletter or given out at management committee meetings.
- Local media. Local television, radio and newspapers are good ways to get the message out and they are usually interested in local crime issues as a topic. You will need press releases or an information kit and you should have some ideas for 'photo opportunities' for both TV and the press. Include suggestions for photos or filming in the press release. If these involve children (under 18) you may need to get their parents' or guardians' permission for them to be filmed.
- Purpose-produced material. Most crime prevention programs will need some written materials that have been produced especially for that program. These can include general information about crime prevention; background on your local project, including its specific aims and strategies; ways the community has already been involved in the project and ways in which they might become involved in or support the project; and the agencies involved and how they are involved. Written material could be distributed by including it with rates notices, providing copies at council facilities such as baby health centres, senior citizens' centres and libraries as well as the council offices, or can be targeted to specific areas through letterbox drops. All materials should be available in appropriate community languages.
- Face-to-face briefings. As well as using written material (see above), community groups and the general community should also be kept informed of the progress of the program through face-to-face briefings, which allow questions to be asked. These briefings should be conducted by the council officer(s) most closely involved in the program and may also need representatives from other agencies, such as the police. Face-to-face briefings are a very powerful channel of communication because they allow you to collect information as well as give it, and allow the community to raise issues of concern. They are an excellent way of 'keeping tabs' on a program after implementation – one of the recommended ways of monitoring.
- Training speakers programs. It is possible to create an information session and train a pool of speakers from other organisations who then go back to their community and deliver the session. This is a very cost-effective way of delivering an education or promotion program, especially in rural areas. Written support materials will be needed for both training and promotional sessions. Some kind of assessment should be built into the original sessions so that you have a quality assurance check – that is, that you try to make sure that the message you have designed is the one your speakers are delivering.

- Word-of-mouth. Word-of-mouth is perhaps the most powerful tool of all in encouraging support for a program. The best way to use it is to explicitly encourage everyone involved in the program to talk about it and to encourage others to talk about it. Media coverage also helps.

The above list is not exhaustive. Your own community will have channels of communication which will suit it best.

Using Local Businesses to Promote Crime Prevention

Gaining support from local or national businesses can boost your program. This can range from local shopkeepers putting up posters to multi-nationals paying for a new youth centre.

Posters and signage can be used effectively to promote safety. For example, Fairfield Council has produced large stickers with a 'Safe Town' logo which shopkeepers can place in their windows.

Local businesses can also distribute written materials.

Chapter 11

CONCLUSION

There are a large number of strategies and programs that can be employed to reduce crime in our communities. We know which kinds of approaches are likely to achieve success. However, successful crime prevention programs cannot be implemented without the active participation of the community. Local government does not have to assume a leadership role in regard to the development of local crime prevention plans. Yet without the active participation of local government the implementation of local crime prevention plans are likely to fail.

This manual has been designed to assist local government and local communities to develop activities and approaches that will work to reduce crime. If you require further assistance, advice, information or training to support the development of your local plan, you should contact the NSW Attorney General's Department's Crime Prevention Division.

Crime Prevention Division
NSW Attorney General's Department
Level 19
Goodsell Building
8-12 Chifley Square
Sydney NSW 2000

GPO Box 6
Sydney NSW 2001

Ph: (02) 9228 8307
Fax: (02) 9228 8559

Internet: <http://www.lawlink.nsw.gov.au>

Appendix 1

Council Activities Which Can Affect Crime

Role	Description	Impact on Crime
Leadership Facilitation Coordination	As the sphere of local government closest to the people, local councils often initiate action and work with local groups and organisations to address a range of issues which affect their communities. Many councils have established committees which, as well as including elected representatives and council staff, include representatives from relevant groups and organisations in the community. Some councils have established Community Safety Committees.	To ensure that action occurs and scarce community resources are used efficiently and effectively.
Development of policies and plans Research Community Consultation	<p>Local councils develop policies and plans in relation to a range of issues. For example, under the <i>Local Government Act</i>, local councils are required to produce Management Plans which set out the main activities, performance targets, performance measures and budget allocation for the next 12 months.</p> <p>Local councils are also required to develop plans of management for community land, including parks and playing fields.</p> <p>Other policies and plans which are relevant to crime prevention include community or social plans, youth policies or plans, and plans to increase employment or economic development in the local area. In order to develop policies and plans, local councils carry out research and consult with their communities.</p>	<p>Policies and plans demonstrate council's and other groups and organisations' commitment to addressing crime and document how this will be done so that each group and organisation is clear about what it is supposed to do and when it is supposed to do it by.</p> <p>Research ensures that the policy or plan is well informed.</p> <p>Community consultation enhances a sense of commitment to the implementation of the policy or plan.</p>

Role	Description	Impact on Crime
Provision of community services	<p>Local councils provide a range of community services which are relevant to crime. They do this directly through such activities as:</p> <ul style="list-style-type: none"> • recreation; • arts and other local festivals; • library services; • child care; • after school and vacation care programs; and • other activities for young people such as arts programs, band nights and Youth Week. <p>Councils also provide funding or in kind support to local organisations to enable them to provide social services such as family and crisis support, housing recreation, health services and employment assistance.</p>	<p>Can address some of the underlying causes of crime such as unemployment, alcohol and drug use, and boredom amongst young people.</p>
Provide public facilities	<p>Local councils provide a range of facilities including:</p> <ul style="list-style-type: none"> • street lighting; • taxi ranks; • public toilets; public seating, litter bins; and • recreation facilities such as parks, playing fields, swimming pools, multi-purpose recreation centres, youth centres, community centres, halls, theatres, art galleries, libraries. 	<p>Recreation facilities can address some of the underlying causes of crime.</p> <p>Street lighting can increase the risk of detection and can make people feel safe.</p> <p>Public facilities can encourage people to use public places.</p>

Role	Description	Impact on Crime
Manage and maintain public places	<p>Management and maintenance activities include:</p> <ul style="list-style-type: none"> • landscaping; • grass mowing and tree lopping; • rubbish collection; • removal of graffiti; and • repair of vandalism. 	<p>Landscaping can increase the risk of detection. Landscaping and maintenance of public places can encourage people to use these areas because they are perceived as being attractive and can make people feel safe.</p>
Urban planning and design	<p>Local councils play a major role in determining the location and design of buildings and other physical infrastructure including:</p> <ul style="list-style-type: none"> • parks and other open spaces; • public transport interchanges; • town centres and shopping malls; • local roads; • car parks; • pedestrian areas, including footpaths; • residential areas; and industrial areas. <p>Local councils through the development application process, also have a role in determining what kind of social services, provided by community based or private sector organisations, such as child care, youth services, recreation, housing and health services, are available in the local area.</p>	<p>The location and design of buildings and other physical infrastructure can minimise the opportunities for committing crime, maximise the risk of detection, and minimise the rewards from committing crime.</p> <p>The provision of social services can address some of the underlying causes of crime.</p>

Role	Description	Impact on Crime
Information provision	<p>Local councils provide information to their communities on a range of issues and in a variety of ways, including:</p> <ul style="list-style-type: none"> • preparing and distributing printed materials such as newsletters about council activities and brochures about protecting the environment; • making brochures and other printed material prepared by community organisations available to the public in their buildings • preparing articles for local newspapers; • organising seminars and meetings to inform members of the public about particular issues; and • staff presentations to groups and organisations. 	<p>Can reduce the fear of crime and make people feel safe using public places.</p> <p>Can encourage people to implement personal crime prevention strategies, eg as in the area of household security.</p>
Regulation and enforcement in public places	<p>Local councils have the power to regulate certain activities and enforce certain offences in public places. For example, under the <i>Local Government Act</i>, local councils have the power to erect notices prohibiting certain activities such as littering in public places, and to establish alcohol free zones. Local councils also have regulatory and enforcement powers under the other legislation such as in relation to the control of dogs and noise.</p>	<p>Can act as a deterrent to crime.</p> <p>Can make people feel safe in public places.</p>

Appendix 2

Case Studies

Waverley Council's Development Control Plan (DCP) No.9 - "Community Crime Prevention".

The DCP sets out council initiatives for crime prevention in the following areas: graffiti; public telephones and bus shelters; youth centre; amusement centres; public toilets; street furniture; painted surfaces; lighting; street trees and landscaping; site layout and surveillance; and cultivating a sense of ownership.

The DCP provides guidelines for developers in relation to the following: residential buildings (surveillance, boundary delineation, landscaping, lighting, parking areas, entry foyers, and building identification); commercial buildings and shops (safe access, graffiti, shop fronts); and target hardening and building maintenance.

The DCP also provides advice to residents in relation to the following: dwelling surveillance; access to upper storeys; target hardening; street numbering; natural surveillance; reporting vandalism; and things to do when going away on holidays.

The DCP is currently being reviewed. It is expected that there will continue to be a separate DCP relating to crime prevention but that other DCPs will also include crime prevention strategies where relevant. The Council has also developed a Community Crime Prevention Policy which identifies crime prevention strategies which have been and are to be implemented by the council.

Contact person: Debbie Coulter, Community Work Coordinator, Waverley Council, phone (02) 9389 9344, fax (02) 9389 2612

Blacktown City Council Development Control Plan - “Crime Prevention Through Environmental Design”

A section titled “Crime Prevention Through Environmental Design” (CPTED) is included in Blacktown Council’s Development Control Plan (DCP) 1992 which covers all developments in the local government area. The CPTED section begins by stating “In order to create a safe and defensible environment, Council will have particular regard to design aspects of all forms of development when assessing applications”. It covers siting and design of buildings, subdivision design, landscaping, and lighting. Under the DCP, major development applications may also require the submission of a crime safety/prevention audit prior to determination of the application. The DCP states that it should be read in conjunction with the NSW Police Service publication “Safer by Design”.

In addition to the DCP, Blacktown Council has developed a comprehensive urban design strategy for Blacktown City Centre. The strategy includes an Action Plan which has a number of goals which are relevant to crime prevention. Strategies to achieve these goals include those which the council is responsible for, those which are the joint responsibility of the council and NSW Government agencies, and those which are the responsibility of NSW Government agencies.

One of the goals is “to develop a safe and defensible City Centre through innovative urban design.” Strategies to achieve this goal for which the council is wholly or jointly responsible include the following:

- monitor development applications within the City Centre so that development is designed to minimise opportunities for crime (through the DCP referred to earlier);
- prepare guidelines to promote the concept of Crime Prevention Through Environmental Design; and
- encourage ground floor retail uses which address the street to promote greater natural surveillance and general interest.

Another goal is “to create a safer environment in Blacktown and increase the awareness of personal and business safety.” Strategies to achieve this goal include the following:

- increase security for public transport users
- provide and maintain effective street lighting
- eliminate blind alleyways and create defensible spaces

Contact person: George Coward, Director Health and Environmental Services, phone (02) 9839 6100, fax (02) 9831 1961.

Cairns City Council - Local Planning Policy

Cairns City Council has prepared a Local Planning Policy which provides Council with a tool to ensure that development which occurs within the area meets crime prevention criteria and does not negatively impact upon safety in neighbouring developments. The Policy applies to all consent applications. The Policy formally recognises the need to consult young people in the development process by including Council's Youth Development Officer and young people in discussions concerning developments which are for young people or which will affect them.

Contact person: Cathy Boorman, Community Safety Officer, Cairns City Council, phone (070) 507 359, fax (070) 310 339.

Richmond City Council, Victoria - Safety Assessments

Richmond City Council has developed standard forms for council workers to report unsafe areas and situations. Community safety has also been incorporated into the Council's asset management database. A list of safety criteria was developed which includes lighting, roads and footpath conditions, landscaping, escape routes, clear signage and urban design principles. Each criteria includes a set of factors which are associated with a scoring system so that an overall score can be calculated for a particular asset. When the Council is considering purchasing an asset such as buildings, transport and parks, the asset is assessed according to the safety criteria and an overall score calculated. Existing assets in the database have also had an overall safety score calculated. This has been used to add a "safety" value to the commercial value of the asset.

Nowra - Koori Habitat Community Patrol

Based on the Julalikari Night Patrol, the Koori Habitat Community Patrol has been established in Nowra. While similar to the Julalikari Night Patrol in that it was initiated by the local Koori community and is operated by volunteers, this initiative differs in that it targets young people, both Aboriginal and non-Aboriginal. The Patrol operates four nights a week to transport young people to their homes. The project also seeks to discourage others from buying alcohol for those under-age young people and encourages graffiti artists to clean up their work. Shoalhaven City Council has reported that the community reports significant reductions in incidents of vandalism and anti-social behaviour since the patrol commenced. The initiative has also received widespread community support.

Contact person: Youth Development Officer, Shoalhaven Council, phone (02) 4429 3111, fax (02) 4422 1816.

Lismore - Street Beat Project

Lismore City Council has contributed funding to the Street Beat project which is operated by a community-based organisation in a housing estate in Goonellabah. The project involves youth workers working with young people considered at risk at night in the central business district. The young people are offered a lift home and support with difficulties they may be facing at home.

Contact person: Karuna Fielden, Community Services Coordinator, Lismore Council, phone (02) 6625 0424, fax (02) 6625 0400.

Midland Gate Shopping Centre, Perth - Youth Project

The Management of Midland Gate Shopping Centre in Perth reported that it was experiencing considerable problems involving young people, including large numbers of young people hanging about in groups, vandalism, graffiti, damage to cars and evidence of drug use such as empty syringes. More security guards employed by the Centre only increased the conflict experienced with the young people.

Management approached a local youth organisation in an effort to address the problem. A committee was established with representatives from the shopping centre, the youth organisation, government agencies, the local council, local businesses, community groups and young people. A survey was carried out to identify critical issues. The shopping centre employed a youth worker who was jointly funded by local businesses and the state government. The shopping centre management made an office and meeting room available for the worker. The youth worker's role was to make information available to young people on leisure, employment, accommodation, education, health and legal services and to link young people with existing support services.

Young people also assisted to identify current gaps in services in the community and made recommendations to the shopping centre about their needs. Some young people have been employed by the shopping centre collecting trolleys, gardening and carrying out general maintenance. Policies have been developed and training carried out for security guards so that they know how to deal effectively with incidents involving young people.

Centre Management has reported that the success of the program since 1989 is demonstrated by the relative peace within the shopping centre; and the dramatic decrease in vandalism, car break-ins, and evidence of drug taking. The program has also been cost-effective because the centre found that the youth worker replaced six security guards who had been employed to remove young people from the centre. Feedback from the community and young people has also been positive.

Broadway Shopping Centre, Sydney- Youth Project

A development application for a department store site at Broadway was submitted to Leichhardt Council proposing a development which included a supermarket, cinemas, food court, family leisure/entertainment centre and specialty shops. The council undertook a process of community consultation which resulted in a number of recommendations in relation to young people, including the following:

- the formation of a Youth Advisory Committee comprising council's youth worker, a Police youth liaison officer, representatives of local youth organisations and representatives of the developer and centre management to provide advice throughout the design and building stages and eventual operation of the centre;
- the employment of a full-time Youth Services Coordinator and Youth Worker, fully funded by centre management and provided with an office;
- the provision of a single donation of \$100,000 to support youth facilities in the immediate area and an annual budget of \$10,000 for youth activities developed by the Youth Services Coordinator;
- the provision of at least 25% of the family leisure/entertainment centre with low cost or no cost activities such as coin machine games, ping pong, videos, exhibition space, and comfortable space and informal seating for conversations; and
- the development by Centre management of training opportunities for young people.

The developers have agreed to comply with these recommendations. As a result of some loss of public space due to amendments to the original proposal, the proposed auditorium will be owned by the council and will be enlarged to a size suitable for an indoor basketball/netball court. Addressing the needs of young people in commercial developments has been recognised in the Youth Section of Leichhardt Council's Social Plan 1997-1999.

Contact person: Nicole Robins, Youth Development Officer, Leichhardt Council, phone (02) 9367 9222, fax (02) 9367 9111.

Hurstville Council - Young People and the Town Centre Project

The Young People and the Town Centre Project was initiated in response to concerns about crime and anti-social behaviour involving young people in Hurstville's town centre. Westfield, the owners of the local shopping complex, provided a grant to Hurstville Council to employ a consultant to examine the conflicting needs of users of the town centre. One of the main recommendations of the project was the establishment of a community-based committee which included representation from young people to provide advice to the council on issues in relation to the town centre.

The council approved the establishment of the committee, which is known as the Focus on St George Committee. The committee's objectives include the development of strategies to improve the relationship, integration and contribution of young people and other community groups into the town centre; and the development of revitalisation strategies which incorporate young people and the general community into urban design and programming initiatives.

Hurstville Council was also successful in obtaining funding through the Commonwealth's Integrated Local Area Planning Program to employ a Youth and Town Centre Coordinator for 12 months to work with the Focus on St George Committee to develop and implement initiatives. A report on this part of the project, including recommendations to the council, is available from Hurstville Council.

Contact person: Kristi Curtiss, Community Worker – Youth Services, Hurstville Council, phone (02) 9330 6093, fax (02) 9330 6065.

Strathfield Council - Adopt-a-Park Program

The Adopt-a-Park Program was introduced by Strathfield Council to reduce vandalism and graffiti in local parks by developing a sense of ownership. The program initially involved local schools. After a park near the school was selected, students assisted with tree and shrub planting, and were provided with information about the environment. This was followed by a ceremony where the park was formally dedicated to the school. Students were encouraged to maintain their interest in the park through follow-up plantings, carrying out simple maintenance work, monitoring progress on plantings, and reporting signs of vandalism and graffiti. Seven schools are currently involved in the program. The program has been extended to include community groups where the focus is on observing local parks as a way of preventing vandalism and graffiti. Council staff report that while not completely eliminating vandalism, there has been a reduction in incidents of vandalism in those parks involved in the program.

Contact person: Lyn Macauley, Parks and Recreation Department, Strathfield Council, phone (02) 9748 9957, fax (02) 9764 1034.

Bankstown Council - Vandalism Strategy

In an effort to reduce the cost of vandalism, conservatively estimated at \$780,000 over the five years to 1995, Bankstown Council has developed a Vandalism Strategy. The Strategy was developed by a Task Force which included representatives from the Police, a high school and a Youth Development Officer from a local youth service. Focus groups with young people from two high schools, a neighbourhood centre and a youth service provider were held to assist the Task Force to identify community-based initiatives.

The Strategy aims to be a coordinated partnership approach recognising the role the council and the community can play in addressing graffiti and vandalism. It comprises initiatives in the areas of data collection, early reporting of incidents, maintenance, design, community-based initiatives, education, and monitoring and review. These include:

- the recording of incidents of vandalism (including the extent of damage and the cost of repair) to inform the development of prevention strategies, and to monitor the effectiveness of these strategies in preventing vandalism;
- the establishment of “Park Watch” to encourage community members to report incidents of vandalism to a security firm contracted to visit locations where vandalism is occurring;
- defining the role of carpenters, painters and cleaners in relation to the repair of vandalism;
- providing council and contract cleaning staff with materials for graffiti removal to ensure that graffiti is removed as soon as possible;
- conducting safety audits and target hardening on facilities commonly subject to vandalism;
- developing a graffiti mural program, including the identification of legal sites, and an arts program in conjunction with local youth groups;
- providing sport and recreation activities in consultation with young people;
- providing information to residents, chambers of commerce, sporting organisations and other community groups about their role in managing vandalism; and
- developing educational campaigns targeting schools.

Contact: Strategy and Policy Unit, Bankstown Council, phone (02) 9707 9471, fax (02) 9707 9554.

Logan City Council, Queensland - Legal Street Art Workshop

As a result of concern about the amount of graffiti in Logan City, Logan City Council funded a three day legal street art workshop. The workshop was conducted at a BMX clubhouse which was a popular site used by graffiti artists. The project objectives were to:

- provide education and information on legal street art;
- engage graffiti taggers in the production of a legal graffiti site involving different crews from the area;
- educate and develop the skills of young people in recognised employment and industry related skills, including air brush and spray gun art; and
- reclaim and promote a sense of respect for the clubhouse.

Approximately 180 young people attended the workshop over the three days. Parents were also encouraged to become involved by working alongside their children.

Contact: Youth Development Officer, Logan City Council, phone (07) 3826 5107.

Manly Council - Statement of Community Concern Regarding Under-Age Drinking

In an effort to reduce under-age drinking, Manly Council has prepared a "Statement of Community Concern". Part of the Statement reads as follows:

"Our youth are valuable citizens. As a community we have an obligation to encourage and support them in focusing their energies and talents on positive achievements. It is important that parents, young people and those that influence them know that some activities are against the law and have negative consequences...All the listed organisations are seeking the support of young people, parents and the general community in reducing the use of alcohol by young people in the Manly area."

The council is currently seeking endorsement of the Statement from schools, hotels, the chamber of commerce, sporting clubs, and community organisations working with young people. It is intended that the Statement will be published in the local newspaper twice a year and will include a list of organisations which have endorsed the Statement.

Contact person: Karen Alpe, Social Planner, phone (02) 9976 1566.

Waverley Council - Older Person's Self Protection

Waverley Council's Community Worker – Older Persons Services distributes and promotes a Self Protection for Older Women Resource Kit amongst local services and groups for older people and presents seminars using the Kit. Many other older people in the community have been provided with information on safety and self protection through the Health Older People's project and social activities' groups within the Senior Citizens Association.

Contact person: Debbie Coulter, Community Work Coordinator, Waverley Council, phone (02) 9389 9344, fax (02) 9389 2612.

Fairfield Council - Town Safe Project

The Town Safe Project was established to reduce crime in Cabramatta. The project is overseen by a project team comprising staff from relevant departments within council, including engineers, environmental health officers and enforcement officers. It includes the following strategies: the lease of police shopfront; a safety audit; the installation and operation of closed circuit television; a works program which includes street beautification and improved paving; an improved waste cleaning program; provision of car park security through a private security firm; needle pick up and disposal by periodic detention detainees; adoption of the "Cabramatta Cares" slogan; and the development of a Town Centre Strategy which will address issues in relation to planning, urban design, public amenities/facilities, car parking, traffic, economic development and tourism.

Since the Town Safe Project was established, Cabramatta was selected as a site for the Place Management Project being managed by the Premier's Department. This project involves the council, government agencies, and community organisations working together to improve the delivery of social services to the local community.

Contact person: Karen James, Research and Project Officer, Environmental Services, Fairfield Council, phone (02) 9725 0711, fax (02) 9757 4708.

South Sydney Council - Crime Prevention Initiatives

In order to reduce crime and improve safety in Kings Cross and surrounding areas, South Sydney Council is involved in the following strategies:

- a streetscape enhancement program which focuses on improving cleanliness, lighting, footpaths, awnings, signage and quick removal of abandoned vehicles;
- the development of guidelines specifically for development in Kings Cross to complement current planning instruments for the area;
- the redevelopment of Fitzroy Gardens to improve the safety and appearance of the area and provide a new focus for community and cultural events;
- a contribution of funding for a Crime Prevention and Safety Coordinator for the Woolloomooloo area;
- training of staff at the council's leisure centre in the provision of programs for children and young people
- involvement of young people in cleaning up graffiti as a way of encouraging them to take pride and responsibility for the area they live in;
- contribution of funding for the implementation of a Good Parenting Program to be organised through the council's leisure centre in cooperation with local family support services; and
- contribution of funding to enable the local community publication to continue to be produced in recognition of the role it plays in sharing information and providing the local community with a voice.

Like Fairfield Council, South Sydney Council is involved in the Place Management Project being managed by the Premier's Department.

Contact person: Jo-Anne Ryan, Kings Cross Local Place Manager, South Sydney Council, phone (02) 9228 4735.

Footscray Safer Community Project, Victoria

As part of the Victorian Safer Community Pilot Projects, the Footscray Safer Community Project brought together Footscray City Council, police and community representatives to work upon local safety issues. A key consideration underlying the project was how to use existing resources more effectively or differently, rather than obtaining new resources. Project initiatives included:

- the development of public areas as safe spaces in order to improve public perceptions of safety in such areas;
- the preparation of a domestic violence resource kit;
- the incorporation of safer community considerations in the mission statements and strategic plans of community groups and the police; and
- the development of a neighbourhood dispute resolution mechanism.

Marrickville Council - Community Safety Strategy

Marrickville Council's Community Safety Strategy includes a number of strategies to provide the general community and more vulnerable groups in the community with information about safety generally and minimising opportunities for the commission of crime. Strategies include:

- the provision of information to the community about ways to minimise crime through the local press and information booklets;
- the provision of information about particular crime prevention issues such as domestic violence, local crime statistics, or child abuse
- the provision of information about safety issues to older people through involvement in Seniors' Week; and
- maintaining safety as a key issue for all groups in the community by organising crime prevention seminars or programs for different groups in the community.

Contact person for further information: Richard Acheson, Manager Community Planning and Support, phone (02) 9335 2000.

Manly Council - Community Safety Promotion

Manly Community Safety Committee's Strategic Plan 1997/1998 includes the following strategies which aim to change public perceptions about crime so that they more accurately reflect reality:

- preparing press releases for the local newspaper about relevant activities;
- preparing fliers to accompany quarterly rates notices and to local businesses about community safety issues; and
- providing information about community safety activities to different ethnic communities in appropriate languages.

Contact person: Karen Alpe, Social Planner, phone (02) 9976 1566.

Cairns City Council - “The Way to a Safer Community” Media Project

Cairns City Council initiated “The Way to a Safer Community” media project which brought together the three local TV stations, two radio stations and the local newspaper to prepare and present six community service announcements. The announcements sought to provide people with accurate information about crime prevention because research showed that fear of crime amongst people in Cairns was much greater than actual crime rates. They also sought to raise awareness that we can all contribute to a safe community. Young people were provided with the opportunity to write and perform a script promoting positive images of young people as active and important participants in community life as part of one of the announcements. The production and air time costs of the media campaign were met by the media organisations which participated in the project.

Contact person: Cathy Boorman, Community Safety Officer, Cairns City Council, phone (070) 507359, fax (070) 310339.

Washington State University Family Focus Program, Spokane, Washington, USA

The West Central Neighbourhood in Spokane, Washington, had the highest crime rate in the city with approximately 300 felony crimes per year, including burglary, rape, drug sales, indecent liberties, and crimes against the person. In 1991, the Washington State University Family Focus Program was established in the neighbourhood. The program was partly funded by Spokane County.

The program is based on a multi-pronged, holistic approach to addressing local problems. It focuses on enhancing the skills and assets of individuals, families and community groups and organisations. In the case of the West Central Neighbourhood, strategies included the following:

- training in the principles of youth development to staff at the existing community centre to change the emphasis from entertainment to youth development, including training in drug and alcohol refusal skills, positive decision making and anger management; activities to build self esteem; health and fitness activities; cultural awareness activities; and career choice activities;
- youth development programs that included a mentoring program, a junior leader program, peer mediation, and opportunities for young people to participate in community service activities;
- training for parents in parenting and life skills such as managing a budget, interpersonal relationships, and food and nutrition;
- training for children in areas such as food and nutrition, and communication and conflict management;
- employment of a Community Resource Coordinator to identify and develop skills in community leaders to assist community members to design and implement community activities;
- establishing a community-oriented policing system which included a community oriented public safety station, a Dispute Resolution Team, a Neighbourhood Education Team, a Mediator Club, a Neighbourhood Observation Patrol, and a Neighbourhood School Watch;
- other activities such as an electronic skill and resource network, neighbourhood celebrations such as Neighbour-Days, and clean up campaigns.

Evaluation of the program has highlighted the importance of a multi-pronged and holistic approach to community development. For example:

- as children and parents learn new skills, such as conflict resolution, parents are empowered and begin volunteering in community settings;
- as community events and classes take place, young people and parents develop more community attachment and pride;
- as parents begin to make friends, social isolation is reduced, and parents begin to pursue educational and vocational interests.

Evaluation of the impact of the program in the West Central Neighbourhood in Spokane found that a 40% reduction in crime in the neighbourhood was achieved. The neighbourhood's crime rate fell from the highest rate to the lowest rate in the city. There were also 81% fewer drug houses, 17 grassroots social programs were developed, and parents volunteered 49,000 hours in the community and became more self-sufficient.

Appendix 3

Useful Publications and Other Sources of Information

The following list of resources is not comprehensive. However, it can provide you with useful information and strategies that can assist in the implementation of crime prevention activities in your community.

Crime Prevention - General

1990 Crime Prevention and Local Government Seminar Conference Papers
Fairfield City Council, December 1990.

Preventing Crime. What Works, What Doesn't, What's Promising

A report to the United States Congress prepared for the National Institute of Justice by Sherman, L., Gottfredson, D., MacKenzie, D., Eck, J., Reuter, P. & Bushway, S.
Internet: <http://www.ojp.usdoj.gov/nij/crimdocs.htm>

Safer Communities at the Local Level. A Guide for Local Government

Municipal Association of Victoria, December 1993.

Findings from the Survey of Local Council Community Safety Committees

Working Group on Local Crime Prevention Initiatives, 1997.

Copies of this report can be obtained from Karen Paterson, Department of Local Government.

Ph: (02) 9793 0826

Fax: (02) 9793 0799

Email on HYPERLINK <mailto:paterson.k@dlg.nsw.gov.au>

Plan It Safe. A Guide for Making Public Places Safer for Women

This guide is available with the Women's Safety Audit Guide at a cost of \$49.00 or with the Safety Audit Guide and the Ask Any Woman: Women, Safety and the Urban Environment video at a cost of \$89.00.

The Safe Women Project, 1998

Ph: (02) 9607 7536

Community Crime Prevention Manual. Getting your Community Involved

Crime Prevention Division, Attorney General's Department, 1996.

How Local Councils Consult with Young People

A Report on Findings from a Survey of Local Councils in NSW

Department of Local Government, October 1997

This report includes a list of principles for effective consultation with young people which is also relevant to consulting with other sections of the community. It also includes a list of useful publications for consulting with young people and the

community in general. The report is available on the Internet at the Department's web site [HYPERLINK http://www.dlg.nsw.gov.au](http://www.dlg.nsw.gov.au)

Risk Management, Australian Standard AS4360

The Standard can be purchased for \$45 (includes postage and handling) from Standards Australia by credit card by phoning (02) 9746 4600 or by sending cheque to PO Box 1055, Strathfield, NSW, 2135.

Role of Urban Design in Crime Prevention and Community Safety

ACT Planning Authority and ACT Attorney General's Department, undated.

This report, prepared by Bell Planning Associates, includes findings from reported crime statistics for the ACT and a safety audit of Canberra's central business district. The report also describes the safety audit process and includes the kit used to carry out the audit, including the questionnaire to be completed during the audit.

Safer Communities at the Local Level - A Guide for Local Government

Municipal Association of Victoria, December 1993.

Urban Design and Crime Prevention in the Adelaide CBD

Crime Prevention and Criminology Unit, South Australian Attorney General's Department, January 1991.

This report, prepared by Wendy Bell Planning Consultant in association with Sarkissian & Associates Planners, includes findings from reported crime statistics and a workshop involving a range of people, including representatives of local government, to obtain their views about crime issues in the area.

YWCA "Week Without Violence"

YWCA local associations in metropolitan and regional areas throughout Australia, in conjunction with local councils, businesses and community groups run a week of activities for children, young people, men and women aimed at reducing violence. The YWCA can provide advice about potential activities that can be held during this week. For further information contact your local YWCA or the Sydney office on (02) 9264 2451.

Safety Audits and Phone Ins

Aitkenvale Safety Audit Report

Townsville City Council, October 1996

This report describes the process used, including the recording sheet used for the audit and media and other notices used to promote the audit, as well as findings and recommendations from the audit.

Ask Any Woman. A Report of a Phone-in on Women and Safety in Liverpool Local Government Area

Liverpool Safe Women Project, October 1994

The report describes the process used, including the phone-in questionnaire and how the phone-in was promoted, as well as findings.

Burwood Community Safety Audit

Moloney, K., Burwood Council, August 1997

This report presents findings and recommendations from a safety audit of the Burwood Town Centre.

Community Safety and Crime Prevention in Western Sydney

Western Sydney Letter, Vol.15, No.2, November 1996

This publication can be purchased from WESTIR by phone on (02) 9622 3011.

Community Safety Audit Guide

NSW Police Service

This publication is part of a kit which also includes a video and which is available from your local Police Community Safety Officer.

Liverpool Station Area Safety Audit Report,

Liverpool City Council, April 1995

The report describes the process used as well as findings and recommendations.

Crime Statistics

Supplementary Tables: Sydney Statistical Division: Offence type by LGA

This publication contains recorded crime statistics for 1995 and is available from the NSW Bureau of Crime Statistics and Research (see Organisations for contact details) at a cost of \$75. Statistics for 1996 are available on disk at a cost of \$30.

Supplementary Tables: Country Statistical Division: Offence type by LGA

This publication contains recorded crime statistics for 1995 and is available from the NSW Bureau of Crime Statistics and Research (see Organisations for contact details) at a cost of \$75. Statistics for 1996 are available on two disks, one for Country West Statistical Division and the other for Country East Statistical Division at a cost of \$30 each.

Environmental Crime Prevention Strategies

Australian Model Code for Residential Development (AMCORD)

Element 5.9, Security.

Better Urban Living: Ideas for Improving the Design of Urban Housing in NSW

Department of Urban Affairs and Planning, July 1996.

Designing Out Crime. Crime Prevention Through Environmental Design

Geason, S. & Wilson, P., Australian Institute of Criminology, 1989.

This publication can be obtained from the Institute (see Organisations for contact details).

Guidelines for Design Against Crime in the Central Area

City Planning Department, Auckland City Council, February 1997.

Major and Special Events Planning. A Guide for Promoters and Councils

NSW Department of Local Government in co-operation with the NSW Police Service, Environment Protection Authority and Department of Urban Affairs and Planning, October 1997.

The Guide has been distributed by email to all local councils and is also available on the Internet at the Department's web site [HYPERLINK http://www.dlg.nsw.gov.au](http://www.dlg.nsw.gov.au). Councils can make copies of the Guide available to promoters or interested members of the community at a nominal charge to cover photocopying costs.

Local Planning Policy. Community Safety - Crime Prevention Through Environmental Design

Cairns City Council, 1996

This Policy applies to all development applications under the various planning instruments which control development in the Cairns City Council area. The Policy includes a Community Safety Checklist which is used by both the applicant and the council to assess applications for their consistency with the Policy. The council has also produced a number of information brochures to complement the Policy.

NSW Code. A Draft Guide to Performance Codes for Multi-Unit Housing

Department of Urban Affairs and Planning, July 1996.

Safer by Design

NSW Police Service

This publication is available from your local Police Community Safety Officer.

Situational Crime Prevention. Successful Case Studies

Clarke, R. (ed), Harrow & Heston, New York, 1992.

This book, as well as providing a comprehensive overview of situational crime prevention, includes strategies to prevent crime in car parks and commercial areas, and graffiti.

Social Crime Prevention

Preventing Alcohol-related Violence: A Community Action Manual

Eastern Sydney Area Health Service and St. Vincent's Alcohol and Drug Service, May 1995.

This resource manual was developed as part of the Eastside Sydney Project and aims to assist those who are interested in trying to prevent alcohol-related problems at the local level. It covers such areas as generating community support, establishing and operating committees, prevention strategies, and publicity and working with the media.

Copies of the manual can be obtained from St. Vincent's Alcohol and Drug Service by phone on (02) 9331 4344 or fax (02) 9361 3298.

Regulation and Policing of Alcohol Use and Abuse in Public Places

Mohr, R., Cornish, A., & Pickett, T., November 1995.

This report was prepared for the NRMA and is based on research carried out in relation to the alcohol free zone declared by Wollongong City Council in the central business district. The research project included obtaining views from a range of stakeholders about the effectiveness of the alcohol free zone.

Townsville Safety Action Project. Implementation Report

Townsville City Council, November 1995.

This report describes a council initiated project to reduce alcohol-related offending and anti-social behaviour in Townsville's central business district.

Vandalism Strategy

Bankstown City Council, 1996.

This Strategy sets out both environmental and social crime prevention strategies to address graffiti and vandalism. It is available from the Strategy and Policy Unit, Bankstown Council on phone (02) 9707 9471 or fax (02) 9707 9554.

Community Crime Prevention Policy

Waverley Council, 1995.

This Policy includes both social and environmental crime prevention strategies which have been and are to be implemented by the council. It also describes some community-based social crime prevention projects, including some initiated by NSW local councils.

Community Initiatives for Non-Violence - Proactive strategies for a safer environment,

Fairfield City Council, 1994.

This report includes initiatives which are aimed at young people, older people and women.

A Report into Youth Violence in NSW

NSW Legislative Council Standing Committee on Social Issues, 1995.

Bikes, Bands and Strategic Plans - Including Young People in the Business of Local Government

Local Government Association of Queensland, 1997.

This resource kit includes a youth policy framework and strategies which address a range of youth issues including crime, vandalism and graffiti, and public space. The kit also includes good practice examples of local council involvement in a range of youth projects, including crime prevention.

Negotiating youth-specific public space: A guide for youth and community workers, town planners and local councils

White, R., Murray, G. & Robins, N., December 1996.

This publication was produced for the Youth Programs Unit, Department of Training and Education Coordination, and was distributed to all local councils. Additional copies may be obtained from the Department by phone on (02) 9266 8238.

No Standing: Young People and Community Space Project Research Report

Youth Action and Policy Association, 1997.

This report presents findings from research carried out in three local government areas - Penrith, Bankstown and Greater Taree. It also describes some examples of best practice in community space design and management across Australia. The report is available for purchase from YAPA by phone on (02) 9281 2344.

Young People and the Town Centre Project

Hurstville City Council.

This report describes a project to address concerns about crime and anti-social behaviour involving young people in Hurstville's Town Centre. The report includes recommendations to the council.

Evaluation

Planning and Monitoring Your Program. First Steps in Program Evaluation

Office of Public Management, NSW Premier's Department, 1992.

Funding Sources

WESTIR Limited's Directory of Community Grant Funding

WESTIR. This calendar is produced in January each year.

It can be purchased from WESTIR by phone on (02) 9622 3011.

The Safer Communities Development Fund

This fund is administered by the Crime Prevention Division of the NSW Attorney General's Department and provides financial support for the implementation of Safer Community Compacts, innovative crime prevention projects and specific projects designated by the NSW Attorney General's Department. For further information contact the Division on (02) 9228 7179.

Organisations

Crime Prevention Division

NSW Attorney General's Department

Telephone: (02) 9228 8307

Fax: (02) 9228 8559

Address: GPO Box 6, Sydney, NSW, 2001

Internet: <http://www.agd.nsw.gov.au/crime.html> □

This Division also includes the Violence Against Women Specialist Unit

Telephone: (02) 9228 7899

Urban Design Advisory Service

Department of Urban Affairs and Planning

Telephone: (02) 9391 22281

Address: 1 Farrar Place, Sydney, NSW, 2000

Web site: <http://www.duap.nsw.gov.au>

Information Centre: Telephone: (02) 9391 222

Department for Women

Telephone: (02) 9334 1160

Fax: (02) 9334 1023

Address: 100 William Street, Woolloomooloo, NSW, 2011

Internet: HYPERLINK <http://www.women.nsw.gov.au>

NSW Bureau of Crime Statistics and Research

Telephone: (02) 9231 9190

Fax: (02) 9231 9187

Address: Level 8, St James Centre, 111 Elizabeth Street, Sydney, NSW, 2000

Internet: <http://www.agd.nsw.gov.au/bocsar>

Community Safety Officers

NSW Police Service

Contact your nearest police station

Australian Bureau of Statistics

Telephone: (02) 9268 4611

Fax: (02) 9268 4668

Address: Level 5, St Andrews House, Sydney Square, Sydney, NSW, 2000

Web site: <http://www.statistics.gov.au>

Bookshop: Telephone (02) 9268 4620

Australian Institute of Criminology

Telephone: (02) 6260 9200

Fax: (02) 6260 9201

Address: GPO Box 2944, Canberra, ACT, 2601

Web site: <http://www.aic.gov.au>

National Campaign Against Violence and Crime Unit

Attorney General's Department

Telephone: (06) 239 9264

Fax: (06) 295 7640

Address: Locked Bag 23, Kingston, ACT, 2604

Appendix 4

Examples of Problems and Strategies

Strategies for Tackling Anti-Social Behaviour engaged in by young people

Safety Audit

Objective: Identifies and prioritises local crime concerns.

Fear Mapping

Objective: Identifies local sites that cause greatest concern.

Cultural Mapping

Objective: Identifies places and resources of significance to different groups in the community.

Youth Surveys

Objective: Identifies issues of concern to young people in the community.

Youth Advisory Councils

Objective: Provides opportunities for young people to contribute to local decision making.

Local Government Management Plans

Objective: Ensure that youth issues are effectively addressed.

Shopping Centre Management Plans

Objective: Ensure that youth issues are effectively addressed.

Design of Public Space

Objective: Create safe and stimulating places for young people to meet.

Appropriate Recreation Facilities

Objective: Develop a range of safe and stimulating recreation options.

Develop Transport Options

Objective: Provide effective means for young people to travel within their locality.

Streetworkers

Objective: Provide youth support and containment in public areas at night.

Police Youth Liaison

Objective: Improve understanding and communication between young people and police.

Closed Circuit Television

Objective: Provide regular surveillance of trouble spots.

Improve lighting and visibility of an area

Objective: Provides better access for surveillance of an area.

Community Arts Projects

Objective: Improve channels of communication between young people and the broader community.

Community Service Projects

Objective: Engage young people in community service activities.

Employment Programs

Objective: Generate meaningful work for young people.

School Based Projects and Services

Objective: Employ school facilities to reduce anti social behaviour.

After School Clubs

Objective: Provide constructive activities for young people.

Liquor Licensing Laws

Objective: Ensure that licensed providers of alcohol are serving within the law.
Ensure the peace and good order of the neighbourhood.

Strengthen Families

Objective: Assist parents and children to effectively communicate with each other.
Assist parents to support and guide their children

Strategies for Tackling Violence

Many of the strategies that can be employed to address anti social behaviour - such as environmental design, lighting, encouraging the participation of the community in issues which concern them - can have an impact on violent crime. In addition to those strategies the following can be useful.

Conflict Resolution Training

Objective: Provide people with skills to resolve conflict successfully.

Access Control

Objective: Limit or screen people who can be in a given area or site.

Analyse role of alcohol (or other drugs) in violent incidents

Objective: Determine need for action on alcohol and other drug issues.

Anti-Violence Training

Objective: Provide members of the community with skills to prevent violent incidents.

Personal Safety Strategies

Objective: Equip members of the community with strategies for avoiding potentially violent situations.

Self Defence Skills

Objective: Equip people with skills to defend themselves in violent situations.

Mediation Services

Objective: Provide a local mechanism for resolving disputes.

Peer Education Programs

Objective: Support and encourage young people not to engage in violent acts.

Mentoring Schemes

Objective: Provide role models who will discourage violent actions.

Anti-bullying strategies in schools

Objective: Discourage “bullying” behaviours.

Local, State or National Media Campaigns

Objective: Strengthen community attitudes against violence.

Strategies for Tackling Theft

This section examines strategies which can be used to address shoplifting, break and enters and other forms of theft. Many of the strategies that can be employed to address anti social behaviour or violence can have an impact on theft. In addition to those strategies the following can be useful.

Increase Surveillance Opportunities

Objective: Increase risk of detection.

Publicise Increased Surveillance Opportunities

Objective: Increase perceived likelihood of detection.

Shop or Residential Design

Objective: Minimise opportunities for theft.

Target Hardening

Objective: Make the commission of crime more difficult.

Community Surveillance

Objective: Enlist local residents in surveillance of their neighbourhood.

Property Identification

Objective: Reduces the rewards of theft.

Screening

Objective: Increase the risks associated with theft.

Restrict potential resale sites

Objective: Reduces the rewards of theft.

Address Underlying Motivations for Theft

Objective: Reduces the incentive for theft.

Strategies for Tackling Motor Vehicle Theft

This section examines strategies which can be used to address Motor Vehicle Theft. Many of the strategies that can be employed to address anti social behaviour, violence and theft - such as environmental design measures, target hardening, increased surveillance and the development of youth oriented recreation programs - can have an impact on motor vehicle theft. In addition to those strategies the following can be useful.

Increase transport options

Objective: Reduce the incentives for Motor Vehicle Theft (MVT).

Motor vehicle related activities

Objective: Provide alternatives to MVT for young people who wish to work with cars.

MVT Specific Surveillance Programs

Objective: Increase the risks of detection.

Strategies for Graffiti and Vandalism

This section examines strategies which can be used to address graffiti and vandalism. Many of the strategies that can be employed to address anti social behaviour, violence and theft - such as environmental design measures, target hardening, increased surveillance and the development of youth oriented recreation programs - can have an impact on graffiti and vandalism. In addition to those strategies the following can be useful.

Create legal sites for aerosol art

Objective: Provide constructive local options for creative activity.

Clean Up Programs

Objective: Reduce the incentives for graffiti or vandalism.

Art related vocational training

Objective: Provide training options for use of artistic skills.

Target removal

Objective: Reduce incentives for activity.

Community Action Programs

Objective: Encourage communities to take ownership of particular sites.

Graffiti Prevention Codes of Conduct

Objective: Develop a co-ordinated local/state approach to graffiti related crime.

Strategies for Addressing Drug and Alcohol Issues

School education, policies and programs

Objective: Provide an educational environment which encourages young people to treat drugs responsibly.

Peer Education

Objective: Provide relevant role models to assist young people to make positive choices about drug use.

Brief interventions for young people

Objective: Provide appropriate advice and information to assist young people in making decisions.

Alcohol and other Drug Campaigns

Objective: Promote an environment which encourages people to make healthy choices about drug use.

Provide viable transport options

Objective: Reduce the likelihood of drinking and driving.

Parent and Community Education

Objective: Assist parents and community member to effectively discuss issues of safe drug use with young people.

Provide parents and community members with accurate information and education about alcohol and other drug issues.

Liquor Licensing Laws

Objective: Ensure that licensed providers of alcohol are serving within the law.
Ensure the peace and good order of the neighbourhood.

Alcohol Free Zones

Objective: Reduce sites where alcohol can be consumed publicly.

Strategies for Preventing Criminality

Parent Effectiveness Training

Objective: Assist parents to establish positive parenting roles.

Early Interventions on Learning and Developmental Disorders

Objective: Identify and address developmental and learning disorders.

School Support Programs

Objective: Address cultural/social disadvantage that may be experienced by school students.

Support for disadvantaged parents

Objective: Address behavioural and psychosocial conditions which lead to poor maternal and child outcomes for disadvantaged mothers.

Prevent Disruptive Behaviour and Bullying

Objective: Address onset of aggressive behaviour.

Prevent Domestic Abuse

Objective: Improve safety and quality of life for victims.

Strategies for Reducing the Fear of Crime

Environmental design

Objective: Create environments where there is less opportunity for crime to take place.

Publicise crime prevention measures

Objective: Increase community awareness of those mechanisms in place to prevent crime.

Heighten visibility of security measures

Objective: Increase awareness of risk associated with crime.

Link communities

Objective: Increase the level of contact and understanding between different communities in your locality. Increased contact tends to decrease the fear of the unknown.

Appendix 5

Local Government Crime Prevention Committees

A number of councils have established or participate in committees which address crime issues, including the following:

- Armidale Council Community Alcohol Strategy Committee;
- Ashfield Council Community Safety Steering Committee;
- Blacktown Council Community Safety Committee;
- Casino Council Community Safety Committee;
- Liverpool Council Community Safety Committee;
- Manly Council Community Safety Committee;
- Newcastle Council, Public Safety Committee;
- Orange Council Law and Order Task Force;
- Parramatta Council Safe Communities Sub-Committee;
- Penrith Council - St Clair Erskine Park Community Safety Committee;
- Sutherland Council Community Safety Working Party;
- Tamworth Council Law and Order Working Group;
- Wollongong Council Safe Community Action Team; and
- Wyong Council Community Safety Planning Sub-Committee.

An informal survey of the operation and perceived effectiveness of some of these committees carried out by members of the Working Group which was responsible for preparing this manual are summarised below.

Representation in crime prevention committees.

The number of committee members ranged from 5 to 30 members, with most committees having between 10 and 20 members. Some committees invite other organisations to attend meetings. Some committees also run open meetings where anyone can attend. For a committee to be workable, it has been suggested that it should comprise no more than 12 core members. However, other members can be co-opted for specific periods of time depending on the matters being dealt with.

A range of organisations and individuals are usually represented on committees, including:

- councillors;
- council staff;
- NSW Government agencies (such as NSW Police Service, NSW Health, the State Rail Authority, Department of Community Services, Department of Education and Training, and the Department of Housing);
- non-government organisations (such as those working with young people, older people, people from non-English speaking backgrounds or women);
- local businesses (such as the Chamber of Commerce, private bus operators and licensed premises); and
- local residents.

Other research has highlighted that while it is important that committees have a broad representation, this can be difficult to achieve, particularly in regard to young people and people from non-English speaking backgrounds. It has been suggested that in order to encourage people of non-English speaking backgrounds to participate, ethno-specific committees may need to be established.

In the case of young people, it has been suggested that they are more likely to be seen as the subject of the committee's attention rather than as appropriate members of it. Given that they are often perceived as part of the problem, it has been argued that they should be involved in making decisions about the solution. While it may be appropriate to have young people represented on the committee, this needs to be done in such a way that it is not tokenistic. For example, there may need to be more than one young person on the committee and they may need to be provided with some additional support from a youth worker so that they can participate effectively. Alternatively, it may be more appropriate for a separate committee, or sub-committee, comprising young people to be set up to provide advice to the crime prevention committee on youth crime issues. If a Youth Advisory Council or Committee already exists, this might be used to provide advice to the crime prevention committee. In deciding which is the most appropriate way to involve young people, the views of young people themselves should be sought.

It has been suggested that residents may be more willing to participate in committees when they are invited to provide input in relation to issues in the immediate area they live rather. Rather than having a single committee, councils may find they obtain greater input from the community by having a number of committees which are based on smaller geographical areas. Many councils already have precinct committees which may be utilised for this purpose.

Selection of Committee Members.

Apart from community members, committee members were usually identified and invited by the council. Community member positions were more likely to be publicly advertised and then selected by the council. One committee was established at a public meeting so that all members were selected at this meeting.

The Relationship of Crime Prevention Committees to Council.

Most committees meet monthly. The Charter for Liverpool Council's Community Safety Committee provides for meetings to be held as required, as determined by the Chairperson.

All committees have a formal reporting relationship to council either directly to the full council or indirectly through council committees. Council staff provide administrative support to all committees.

Very few committees had a budget allocation, and for those that did the amount allocated was relatively low. The amount ranged from \$200 to \$20,000 for a financial year. Funding was used to hold public forums, carry out safety audits and for minor crime prevention projects.

Role and Responsibilities of Crime Prevention Committees.

The issues addressed by committees varied between councils. The principal difference was between those committees that dealt specifically with crime issues and those committees that dealt with broader community safety issues (including personal safety issues such as reducing falls by older people or pedestrian safety) in addition to crime issues.

Committees usually carried out a range of tasks, including the following:

- research and community consultation;
- development of policies and plans;
- development and establishment of priorities for crime prevention initiatives;
- coordination;
- provision of information and education;
- monitoring and evaluation; and
- securing funding for implementing crime prevention strategies.

Impact of Committees.

Most of the committees surveyed had been operating for less than 18 months. Consequently it is difficult to accurately assess their effectiveness. However, the findings from the survey and other research suggest that the following features are important for crime prevention committees to be effective:

- broad community representation, reflecting the demographic composition of the area;
- representation from all relevant council departments;
- mutual trust and respect amongst members;
- clear definition of the committee's role and objectives;
- the committee is task-oriented;
- committee members are familiar with community crime prevention principles;
- the committee is independently chaired;
- adequate administrative support is provided; and
- the committee is accessible to the general community (ie. the community is aware that the committee exists and is able to have input).

Contact persons (for committees surveyed for this resource manual):

Armidale Council, Community Alcohol Strategy Committee

Contact person: Tom O'Connor, Director Corporate and Community Services, phone (02) 6770 3600

Ashfield Council, Community Safety Steering Committee

Contact person: Ken McKew, Environmental Health, phone (02) 9797 0222

Blacktown Council, Community Safety Committee

Contact person: George Coward, Director Health and Environmental Services, phone (02) 9839 6100

Casino Council, Community Safety Committee

Contact person: Ross Schipp, General Manager, phone (02) 6662 2622

Liverpool Council, Community Safety Committee

Contact person: Roy Newsome, Executive Manager Corporate Projects, phone (02) 9821 9220

Manly Council, Community Safety Committee

Contact person: Karen Alpe, Social Planner, phone (02) 9976 1566

Newcastle Council, Public Safety Committee

Contact person: Stacey Anderson, Community Services, phone (02) 4929 9111

Orange Council, Law and Order Task Force

Contact person: Doug Sutherland, Administration Manager, phone (02) 6361 5111

Parramatta Council, Safe Communities Sub-Committee

Contact person: Jean Fry, Community Development for Health, phone (02) 9806 5108

Penrith Council, St Clair Erskine Park Community Safety Committee

Contact person: Gary Rumble, Health, Safety and Emergency Manager, phone (02) 4732 7503

Sutherland Council, Community Safety Working Party

Contact person: David Ackroyd, Manager Community Services, phone (02) 9710 0524

Tamworth Council, Law and Order Working Group

Contact person: Stephen Bartlett, Corporate Services Director, phone (02) 6768 4555

Wollongong Council, Safe Community Action Team

Contact person: Alison Marshall, SCAT Project Coordinator, phone (02) 4227 7298

Wyong Council, Community Safety Planning Sub-Committee

Contact: Kylie Frazer, Social Planner, phone (02) 4350 5521