

Evaluation of the Town of Port Hedland Community Safety Plan (2019-2022)

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Independent evaluation completed by

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Acknowledgements and Caveats

The author would like to acknowledge the Kariyarra, Ngarla, and Nyamal people as the Traditional Custodians of the Port Hedland lands, to recognise their strength and resilience and to pay respects to their Elders past, present, and emerging. This respect is extended to all Aboriginal and Torres Strait Islander people of the local community, whose rich cultures and continuing connection to land and waters are recognised.

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General disclaimers about the results and recommendations presented within this report: (1) this report cannot be considered as either endorsed by or an expression of the policies/views of the government departments whose data has been summarised within; and (2) any errors of omission or commission included within this report are not the responsibility of any other party.

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Evaluation background, scope, and approach

The Town of Port Hedland (the Town) is committed to tackling core social issues, investing in prevention frameworks and understands that community safety is everyone's responsibility whereby, effective collaboration is required to achieve a pro-social outcome. The Town engaged the University of Western Australia (UWA) to independently evaluate the *Community Safety Plan (2019-2022)* (the CSP), assess the local situation, and scope local service provision. The evaluation involved:

1. Reviewing the CSP;
2. Developing a community profile of the Town region;
3. Researching local crime statistics from the Town; and
4. Reviewing local support service capacity.

This review was undertaken as a consultancy project by UWA, meaning that no research ethics were required from the University. This evaluation was primarily desk-top focused, with no data collection undertaken directly by UWA, and all data that was reviewed being either public, aggregated, or deidentified.

Some caveats about the scope of this work to note:

1. Reoffending/recidivism was not examined in this review.
2. Offender profiles were not examined in this review.
3. Small sample sizes influence the power of analysis, which limits the strength of any conclusions drawn.
4. Imperfect metrics may limit the extent to which any specific program goals can be measured and evaluated.
5. There is no direct control group with which to compare any of the Town's data trends with.
6. The consultant lacks the expertise to evaluate the cultural appropriateness/cultural safety of any programs and such an evaluation would need to be undertaken by an Aboriginal consultant with such expertise.

Review of the CSP

This evaluation component summarises the review of the CSP with respect to: (a) successes of the previously outlined initiatives, (b) contemporary relevance of the CSP focus; (c) success/failures of the governance group (including the extent to which the structure has changed in the CSP guidelines); and (d) lessons learnt and required changes to ensure future success. In response to these objectives, the remainder of this section examines limitations with the previous approach, comments on the lack of available detail relating to the success of any activity resulting from the previous plan and the lack of clarity about the role of played by the governance group¹ since 2018, and identifies some necessary changes moving forwards.

Limitations of the previous approach

The “Focus areas, outcomes and strategies” section breaks time into three phases. Phase 1, the Foundational Phase, is proposed to extend from 2019 to 2022. Phase 2, the Implementation Phase, was scheduled to go from 2023-2026. Finally, Phase 3, the Success Phase, is proposed to go from 2027 to 2030.

Following this, the goals for Phase 1 (2019-22) are outlined. Based on the conclusion of this review, it is not worth critiquing each of these goals in depth. Overall, the goals are long term and not always within the reach of the local government authority (e.g., “1.1 (Target Goal) By 2030, each family in Hedland will be equipped and supported to raise children who are healthy, thriving, and ready to learn”). Aspects of the goals are also unrealistic, such as “2.2 (Target Goal) By 2030, community feel safe accessing public spaces and facilities at all time during the day/night.” In other cases, it is unclear exactly what the goal is attempting to achieve (e.g., “3.1 (Target Goal) By 2030, support the delivery of a whole of local government youth engagement mechanism that brings together young people in Hedland to share their ideas and insights into policy and programs with the funding bodies and service providers”).

Lack of detail relating to successes and relevance of the governance structure

The Decision Making Framework within the previous plan uses lots of catchy wording, but there is a lack of clarity about how things like “Evaluating models for previous approaches” (2.v), “Evidence-based practice” (3.iv), and “Review and evaluation of timeframes and KPS’s” (4.ii) would be operationalised.

Overall, based on the reviewed evidence, it is unclear what progress has been made on the previous goals. It is also unclear where the previously established governance structure sits moving forward.

Necessary change

The local government needs to become a facilitator for the implementation of the problem-focused approach outlined later in the document (see the *Recommendations for change* section (p.22), below).

¹ With this label being applied broadly to incorporate both the Hedland Community Safety Action Group and the Hedland Community Safety Advisory Forum.

Goals need to relate to problems. Strategies put in place need to be linked to fixing the identified problems. There needs to be metrics connected to the process and impact of any changes that are being put in place. It also needs to be clear what success would look like with respect to each problem. Indicators like “Hedland School enrolment numbers” and “Hedland School non-attendance” (both of which were proposed indicators for Goal 1.1, previous plan) do not meet these requirements. At a high-level, this review is recommending the Town adopt a problem-focused approach that targets the most significant two or three issues in the Town, identifying:

- What you need to know before acting?
- Who are the key players in a partnership-based response (with the *Community profile of the Town* section of this report (p.4) acting as a basis for identifying appropriate and relevant partners)?
- What are you planning to do (process, along with metrics)?
- What would success look like (impact, along with metrics)?
- What are the barriers to successful implementation? and
- What are your strategies for sustainability?

Some of the targets are relevant for this type of approach, although the timelines of target goals are not useful – e.g., “2.1. By 2030, Hedland has pride in their street space and strong communication levels with their neighbours.” Actions related to this include:

- Piloting a co-designed and evidence-based neighbourhood watch or block program for high-problem streets; and
- Assess the s152 Liquor Restricted Premises outcomes by identifying effectiveness of strategy.

Also “2.2. By 2030, community feel safe accessing public spaces and facilities at all times during the day/night.” Actions within this relate to ‘hot spot’ locations, a community patrol services, reducing/preventing alcohol-related harm, and ‘complet(ing) population approaches with targeted programs that are culturally-secure and/or meet the needs of people at greater risk of experiencing alcohol-related harm or who are particularly vulnerable to the harmful effects of alcohol use.”

Avoid committing to interventions (such as Men’s Sheds, a proposed action for Target Goal 3.3 in the previous Community Safety Plan) without clear mechanisms connecting the intervention to the problem you are trying to address.

Community profile of the Town

The consultants were asked to develop a community profile of the Town region by identifying the socio-economic profile, including (a) diversity in age; (b) ethnicity; (c) employment status; (d) disabilities; (e) family structure; (g) education and housing characteristics; and (g) transiency of population from other areas. Prior to summarising this data, it is worth mentioning that several recent similar profiles have been developed, including in the *Community Development Plan, 2022-2027* and the *Youth Development Plan, 2022-2025*.

With respect to the specific characteristics of interest for this report, Table 1 summarises these main points.²

Table 1. Selected Census variables from the 2021 Census comparing the Town of Port Hedland (ToPH), WA, and Australia

Census variable 2021	ToPH	WA	Australia
Median age	32	38	38
ATSI population	18.6%	3.3%	3.2%
Households renting	66.7%	27.3%	30.6%
Households mortgage	17.4%	40.0%	35.0%
University qualification	12.8%	23.8%	26.3%
Unemployment	3.5%	5.1%	5.1%
One parent families	14.3%	15.1%	15.9%
Households – 5 or more people	15.7%	12.5%	10.7%
Unoccupied private dwellings	23.6%	10.9%	10.1%
Completed Year 12 or equivalent	58.2%	66.4%	66.7%
SEIFA disadvantage (2016)	1,019	1,015	1,002
Median weekly household income	\$2,865	\$1,815	\$1,746
Place of residence 1 year ago not ToPH	10.5%	0.9%	–

Consistent with the discussion in other recently developed profiles, and as discussed in the previous review of this data (based on 2016 Census results), there are at least two stories captured by this information. On the one-hand, the Town is an affluent area, with a high SEIFA disadvantage score³, low unemployment, and a disproportionate number of residents with a high median weekly household income. On the other hand, this is an area with a high ATSI population (5.6 times greater than WA generally), high levels of rentals (2.4 times greater than WA), high levels of households with 5 or more people (1.3 times the region), a highly transient population with over 10% of residents having not lived in the Town 12 months prior to Census participation, a lower rate of a minimum Year 12 educational level relative to WA broadly, and 3 of 14 SEIFA Zones within the Town (in 2016) scored within the lowest band for that metric (0-499).

² Australian Bureau of Statistics (ABS) 2021 data, unless otherwise stated, extracted from the *Quick Stats* portal (<https://abs.gov.au/census/find-census-data/quickstats/2021/LGA57280>)

³ The SEIFA Index of Disadvantage measures the relative level of socio-economic disadvantage based on a range of Census characteristics. The index is derived from attributes that reflect disadvantage such as low income, low educational attainment, high unemployment, and jobs in relatively unskilled occupations. A higher score on the index means a lower level of disadvantage. A lower score on the index means a higher level of disadvantage.

Insight available from local crime and safety data

The consultants were asked to review available local data to identify trends relating to: (a) police data; (b) court data; (c) victimisation survey data; and (d) 'other' relevant data sources.

WA Police data trends

Table 2 draws on the WAPF Crime Statistics Portal⁴ data to demonstrate the relative rates of a range of selected offences in the Census years 2016 and 2021 (using financial year data for 2015-16 and 2021-22, respectively). Looking at the 2021-22 columns within the WA, Port Hedland, and South Hedland sections of Table 2 it is possible to identify some important crime trends. Although COVID-19 influenced crime rates everywhere lockdowns occurred and people spent more time at home (e.g., Ashby, 2021), relative changes between these three geographical areas are still meaningful.

The 2021-22 rates⁵ of recorded selected offences in Port Hedland are comparable to or lower than the patterns for the whole of WA for all offences except for threatening behaviour (non-family) (with a rate 1.6 times greater than WA).

In comparison, 2021-22 rates⁶ of recorded selected offences in South Hedland show a very different crime profile. First, it is important to note that although the South Hedland population and number of dwellings exceed Port Hedland by factors of 2.6 and 2.1, respectively, the volume of recorded crime in South Hedland is 6.9 times greater than in Port Hedland. Relative to the rest of WA, South Hedland recorded higher rates of all selected offences (with the exception of fraud), with rate ratios as follows:

• Sexual offences	1.4 times greater	• Threats (family)	5.3 times greater
• Assault (family)	6.7 times greater	• Threats (non-family)	2.5 times greater
• Assault (non-family)	3.2 times greater	• Deprivation of liberty	2.0 times greater
• Robbery	1.4 times greater	• Burglary (dwelling)	4.0 times greater
• Stealing MV	3.8 times greater	• Property damage	3.5 times greater
• Stealing	1.4 times greater	• Drug offences	3.3 times greater
• Graffiti	2.5 times greater	• Breach VRO	4.6 times greater

In terms of prioritising these offence categories within the two geographic areas, 24% of the Port Hedland offences in 2021-22 involved stealing, with the next most prevalent offence types being property damage (14%), non-dwelling burglary (14%), and stealing of motor vehicles (13%).

In comparison, in South Hedland, assault (family) comprised 22% of the recorded crime in 2021-22, with property damage (15%), stealing (13%), dwelling burglary (9%), and drug offences (9%).

⁴ <https://www.police.wa.gov.au/Crime/CrimeStatistics#/>

⁵ Population estimates were drawn from <https://abs.gov.au/census/find-census-data/quickstats/2021/510021269> using SA2 areas to proxy the population for people and residential dwellings.

⁶ Population estimates were drawn from <https://abs.gov.au/census/find-census-data/quickstats/2021/510021270> using SA2 areas to proxy the population for people and residential dwellings.

Table 2. Selected data for WA, Port Hedland, and South Hedland relating to population, housing, and police recorded crime (as rates per 100,000 people or percentage) from 2015-16, 2021-22, and the percentage change between these time periods

Data	WA			Port Hedland			South Hedland		
	2015-16	2021-22	% change	2015-16	2021-22	% change	2015-16	2021-22	% change
People (million)	2.47	2.66	8%	4,393	4,253	-3%	9,375	11,046	18%
Private dwellings (million)	1.07	1.15	7%	2,011	2,466	23%	3,725	5,230	40%
Homicide (per 100,000 people)	3.8	3.1	-18%	0.0	0.0	–	0.0	0.0	–
Sexual Offences (per 100,000 people)	233.7	263.9	13%	159.3	164.6	3%	202.7	362.1	79%
Assault (Family) (per 100,000 people)	836.9	916.5	10%	1,024.4	728.9	-29%	2,389.3	6,101.8	155%
Assault (Non-Family) (per 100,000 people)	482.9	533.9	11%	455.3	517.3	14%	1,109.3	1,729.1	56%
Threatening Behaviour (Family) (per 100,000)	111.5	146.0	31%	113.8	94.1	-17%	309.3	769.5	149%
Threatening Behaviour (Non-Family) (/100,000)	134.9	128.5	-5%	22.8	211.6	830%	234.7	325.9	39%
Deprivation of Liberty (per 100,000 people)	11.3	9.1	-20%	22.8	1.0	-96%	74.7	18.1	-76%
Robbery (per 100,000 people)	55.3	51.0	-8%	0.0	0.0	–	42.7	72.4	70%
Dwelling Burglary (% properties)	2.6%	1.4%	-49%	1.4%	1.5%	5%	6.6%	5.4%	-18%
Stealing of Motor Vehicle (% properties)	0.8%	0.6%	-32%	1.1%	0.0%	104%	1.6%	2.1%	36%
Property Damage (% properties)	3.4%	2.4%	-30%	1.9%	2.2%	33%	11.9%	8.5%	-29%
Stealing (per 100,000 people)	3,755.0	2,515.0	-33%	3,004.8	2,492.4	-17%	6,314.7	3,530.7	-44%
Drug Offences (per 100,000 people)	1,369.0	745.0	-46%	364.2	470.3	29%	1,994.7	2,444.3	23%
Graffiti (% properties)	0.2%	0.2%	-9%	0.0%	0.0%	–	0.2%	0.5%	90%
Fraud & Related Offences (per 100,000 people)	914.6	1,106.4	21%	1,024.4	47.0	-95%	2,250.7	1,032.0	-54%
Breach of VRO (per 100,000 people)	449.5	438.0	-3%	728.4	305.7	-58%	1,290.7	2,018.8	56%

Note: Population and housing data extracted from the ABS census data, using SA2 geographic regions for Port and South Hedland.

Figure 1 shows longitudinal trends in selected offences recorded by WAPF, with separate trends for WA (solid black line), regional WA (broken black line), Port Hedland (solid red line), and South Hedland (solid green line). These trends are indexed to the first year in the series (2013-14) with relative changes to that year. Between the two most recent Census collections, ABS population estimates indicate WA's population increased by 7.7%, from 2.47 million in 2016 to 2.66 million in 2021. It is clear from Figure 1 that police recorded crime in Port Hedland fluctuated and then generally remained lower than 2013-14 levels. In contrast, South Hedland crime levels have been consistently higher than the index year for the whole period of interest.

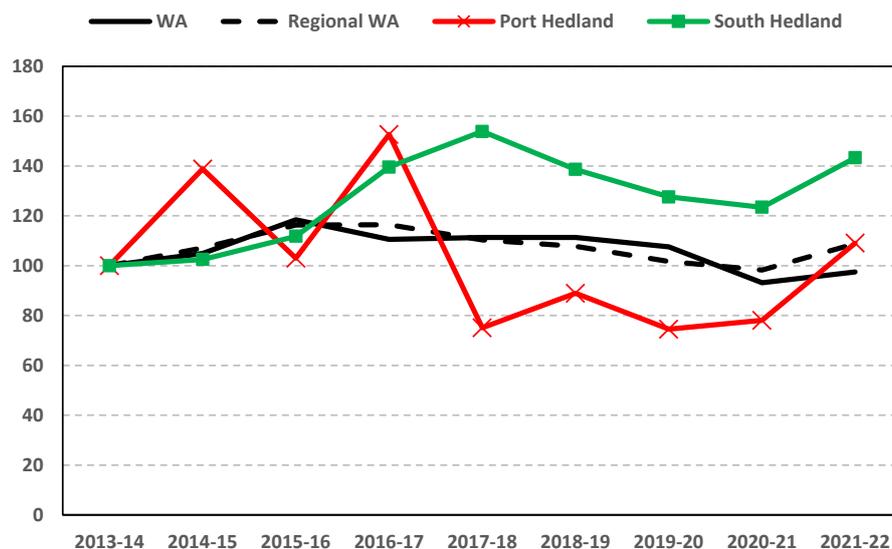


Figure 1. WAPOL total selected offence crime counts for WA, regional WA, Port Hedland, and South Hedland, indexed to 2009-10 counts

It is important to identify a number of limitations associated with public police recorded crime figures. Criminological research in other contexts talks to the importance of understanding: (a) other crime types, not included in these police selected offences, (b) sub-categories within crime types (for example, divisions within ‘fraud’ and ‘drug offences’ that might give insight into meaningful, distinct crime problems); (c) geographical and temporal specificity of crime (the ‘where’ and ‘when’ questions); (d) the frequency of repeats – both offending and victimisation (and here victims both as people and places); and (e) the influence of proactive police work and targeted operations on what is recorded by police. Future local analysis would benefit from addressing all of these limitations. The importance of these points will be restated in *Recommendations for change* section (p.22).

South Hedland Court data trends

The Courts and Tribunal Services, Western Australian Department of Justice, created a bespoke extract for the purposes of this report. Verbatim caveats connected to this data are:

The purpose of this report is to provide information about the work carried out by the South Hedland Courthouse. A number of different statistics have been included that illustrate different aspects of the criminal court process. Care must be taken interpreting these statistics. It is NOT possible to

compare one indicator with another as the methods of counting are not aligned.

Separate counting rules that best illustrate the work of the court are utilised for each statistics. Please read the counting rules on each page to help interpret the data.

This report was produced on 18 October 2022. Any variances between figures in this report and other publications may be due to differences in the date the report was produced, and the Department's commitment to the continual maintenance and improvement of data capture and storage.

High-level results demonstrated the following trends:

- Criminal case lodgements declined by 5.4% between 2017-18 and 2021-22, down from 1,566 cases; and
- In 2021-22, of the 1,644 cases finalised in the Court, less than 1% were adjudicated guilty by the Court, in 65% of cases the defendant plead guilty, in 25% of cases the an ex-parte guilty verdict was reached, and 2.4% of cases were withdrawn by the prosecution.

Victimisation survey data

This section summarises the main findings from the *Hedland Community Health and Safety Survey 2022*.

Survey respondents

Survey results should be interpreted with caution given differences between the sample and the overall population in the area. Census data gives a profile for the Town that is 52.5% male, 45.2% aged 35 years and over, 70.4% that reside in South Hedland, and 32.3% that had moved to the Town between 2016 and 2021. In comparison, the sample (n = 137) was almost 72% female, 68% aged over 35 years, 58% resided in South Hedland, and 42% had lived in the Town 5 years or less.

Crime and safety in Hedland

Table 3 provides a dichotomous summary of response to the crime and safety questions asked in the survey. Just under 70% of respondents indicated they had felt unsafe at some stage in the Town during the previous 12 months. Despite this, there was an even distribution of respondents who agreed/disagreed that they felt safe living in Hedland. Respondents overwhelmingly indicated they felt the level of crime in Hedland was high and were much more likely to indicate unsupervised youth, burglary, damage, and anti-social behaviour were occurring daily.

Respondents were asked if they had had any experiences in the Town that made them feel unsafe. This was a free-text response. Almost 40% of respondents indicated they had encountered antisocial behaviour, problematic alcohol consumption, and violence, in and around the South Hedland shopping centre. Other frequently mentioned experiences related to stolen cars, general feelings of concern when being out after dark in South Hedland, general antisocial behaviour, and youth roaming the streets after dark.

Table 3. Dichotomous summary responses and ratios for the crime and safety questions

Crime and safety questions	Dichotomous responses		Ratio
	Strongly agree/ Agree	Strongly disagree/ Disagree	
I feel safe living in Hedland	40.9	43.3	0.95
The crime rate in the Town is low	2.2	93.5	0.02
The crime rate in the Town is lower than surrounding local districts	2.9	70.3	0.04
The crime rate in the Town has decreased in the past 12 months	6.5	79.7	0.08
	Never/ not often	Happens daily	
How often – unsupervised children	10.9	76.1	0.14
How often - burglary	19.6	44.2	0.44
How often - violence/family violence	28.9	25.9	1.11
How often - damage	13.8	50.7	0.27
How often - anti-social behaviour	20.3	55.8	0.36

Table 4 shows the 12-month crime victimisation prevalence estimates for four broad level categories of crimes. Unlike previous iterations of this survey, reporting rates were not captured so cannot be analysed. Given the non-random, non-representative nature of the sample involved, victimisation experiences were frequent: 32% of the sample had experienced burglary, 32% experienced car crime, 33% experienced property damage, and 18% experienced violence. For context when interpreting these findings, representative victimisation sampling undertaken by the ABS found victimisation rates to be much lower in the whole population: estimated at 2.0% for burglary and attempted burglary, 0.6% for car theft, 2.4% for theft from cars, 3.8% for property damage, and 1.9% for assaults (ABS, 2023).

Table 4. 12-month crime victimisation prevalence (%)

Victimisation questions	No	Yes
12 month victimisation - burglary	43.9	31.8
12 month victimisation - car crime	45.2	31.7
12 month victimisation - property damage	45.2	32.7
12 month victimisation - violence	60.9	18.1

Confidence and awareness of local support services

Respondents were also asked about their confidence and awareness relating to a range of locally-available support services. The responses to these questions are summarised in Table 5. These responses indicate mixed awareness of services, with roughly one-third to almost one-half (across questions) of respondents indicating they did not feel confident they were aware of each of the different service options in the Town. This is particularly noteworthy, given the non-random, self-

selected nature of the sample, which is arguably more likely to have been completed by highly engaged members of the community.

Table 5. Summary responses relating to confidence and awareness of local support services

Service awareness	Strongly agree/ agree	Strongly disagree/ disagree	Ratio
FDV services	35.5	31.9	1.1
AOD services	39.4	33.6	1.2
Mental health services	30.4	46.4	0.7
Parenting support	31.9	34.8	0.9
Youth and child support	26.8	44.9	0.6
Disability services	29.7	36.2	0.8
Health agencies	34.1	37.7	0.9
Non-life threatening assistance	24.6	43.5	0.6

Survey suggestions for ways the Town respond to the biggest safety issue

Respondents were asked to identify what they considered the number one most important community safety issue in the town to be. The most frequently selected responses were: anti-social behaviour (18%), unsafe streets and open spaces (14%), burglary (10%), and FDV (9%).

Respondents were also asked questions about what they felt the most important things the Town of Port Hedland could do to address these single most important community safety issues. This was a free-text, open-response questions. The most frequently raised themes that emerged from the responses related to:

- Tougher justice responses;
- Increasing the use of police patrols, ranger activity, and community patrols (including calls for increased use of powers like move-on notices and introduction of new powers like curfews);
- Implementing new culturally appropriate programs to address problem use of alcohol (including public drunkenness) and drug use (including drug dealing);
- Creating safe places for women/children (including safe spaces at night for youth) and generating additional services for young people; and
- Improving education and support services (including cohesion between service providers) for at-risk community members.

Other relevant data sources

Other relevant data sources and research were considered for the purposes of this report. These are briefly reviewed here.

First, *Snap-Send-Solve* data was examined but did not add value in its current format. Moving forward (and as part fo the problem-focused approach, outlined below), it is suggested that this data source be enhanced, as it could be a useful part of a local reporting process that alerts the local government to emerging issues.

Second, the Markyt Community Scorecard (2021) prepared by CATALYSE Pty Ltd was reviewed. This benchmarking exercise was responded to by 1,055 community members. Complementing the main findings from the local community safety survey (summarised, above), the Community Scorecard identified:

- The Town was perceived to be below the industry average for vision, liveability, governance, and rates value;
- Crime and safety-relevant priority areas respondents perceived needed improvement were:
 - a. Community safety and crime prevention;
 - b. Children and family services, including childcare;
 - c. Housing;
 - d. Youth services and facilities;
 - e. Health and community services;
 - f. Sport and recreation facilities and services; and
 - g. Town centre development and activation.
- Community safety and crime prevention challenges were perceived to be:
 - a. High crime rates;
 - b. Disengaged youth; and
 - c. Racial tension.
- Community-based proposed for actions that respondents thought would help with the disengaged youth included:
 - a. New programs/activities to engage youth;
 - b. Safe spaces for youth to use;
 - c. Youth mentoring program; and
 - d. Youth hostel with support services.

Third, the *Community Development Plan 2022-2027* was reviewed for relevant information to the objectives of this report. Themes of relevance that emerged from the 'Hedland Huddle' dialogue process included:

- Reducing crime, vandalism, drugs, graffiti, litter, bullying, and online harassment.
- Encouraging effective collaboration, coordination, and networking among service providers.
- Maintaining and expanding recreational and self-development opportunities for children and young people.
- Improving secondary and tertiary education options and post school pathways.

The *Community Development Plan 2022-2027* also details a number of community strategies that have direct relevance to crime and safety in the community. Rather than list these all here, it is advised that these strategies are considered when the targeted, prevention goals that will follow from this review are being developed. The details for how to develop these targeted goals is discussed in the *Recommendations for change* section (p.22).

Summarising local support service capacity

The consultants were asked to review local support service capacity and compare with the 2018-19 review, incorporating health and safety intervention programs in the community. The review was to cover services related to: (a) alcohol and other drugs; (b) domestic violence; (c) youth; (d) early intervention; (e) women/men specifically; (f) education and employment; (g) health and emergency intervention; (i) homelessness; (j) corrections; (k) child safety and family support; and (l) mental health. The purpose of this *map-and-gap* review was to determine the limitations of current service levels to address the needs of at-risk people. With this focus, the review was to consider factors such as:

- Funding streams from private, local, State, or federal government;
- Number of intakes/admissions/referrals to services from 2019-2021, outlining major identified issues (if possible);
- The types of referrals, i.e., walk-ins, self-referrals, outreach, court, age provision for programs, etc.;
- Successful completion of programs;
- Risk level of certainty of funding (low, medium, and high); and
- Risk register of State Government funding cuts in the Town's region, with potential implications for gaps in service provisions.

Structuring the summary response

An attempt was made to structure the review into an old and new section this was ineffective (and got very repetitive) because (a) there are not many new agencies that have commenced since the 2018-19 review, and (b) most of the new programs are being delivered by the existing. The remainder of this section within the body of the report provides an overview of the non-government organisation (NGO) support services in the Town. Following this, summaries are provided for services operating within: (a) children and youth support; (b) law and justice support; (c) employment services; (d) health support; and (e) other community support.

High-level NGO support service summary

Since the 2019 map and gap analysis, an additional eight NGO's have been identified, totalling to 50 NGO's providing support services in the Hedland region. The 49 NGO's were divided into five categories (note that certain NGOs were allocated into more than category).

- Children and Youth support services (16 NGOs);
- Law and Justice support services (7 NGOs);
- Employment support services (8 NGOs);
- Health support services (20 NGOs); and
- Other Community support services (12 NGOs).

Across the 49 NGOs, performance indicators were commonly measured by the number of clients reached, number of participants in programs, the number of hours of support provided and the amount of programs/services available to people. It is of note that majority of organisations failed to maintain or implement explicit KPI measures for the programs/services, and if they did, it typically

was difficult to access or challenging to find Hedland-based data. Generally, organisations seem to be most concerned with the number of clients/participants they can reach. From the 50 NGO's, only five organisations presented explicit KPI and data measurements to assess. The majority of the KPI measurements were achieved, and failure to do so was largely attributed to COVID-19 related disruptions, higher cost allocation to particular services, funding cuts, low staff rates, as well as individualised factors related to case type.

Funding sources among the organisation included State and Federal Government grants, fee-for-service, corporate and organisational funding, investments, donations, fundraising and provision of services. Of interest, the majority of relied upon funding is primarily sourced through State and Federal Government grants. Below is a further indicator of the major sources of funding:

- Corporate and organisational funding (Hedland Collective);
- Fee-for funding services (Child Australia, Thriving Futures);
- Government grants (AAC, AFLS, ALSWA, Bloodwood Tree, Centrecare, EdConnect, EON Foundation, EPIC, Foodbank WA, Headspace Pilbara, Hedland Well Women's Centre, Hedland Women's Refuge, Helping Minds, HOPE Community Services, Legal Aid WA, Lifestyle Solutions, Mackillop Family Services, Mission Australia, Ngala, Pilbara Community Services Ltd (PCLS), PMMRAC, the Polly Farmer Foundation, Relationships Australia, Shooting Stars, WACOSS, WMAHS, WMPALC, Yaandina Turner River Rehabilitation Facility, YIC, YMAC, YMCA WA);
- Investments (IBN);
- Land use funds (GAC);
- Provision of services (One Tree Services, Pilbara For Purpose, Rose Nowers, Royal Life Saving Australia); and
- Public grants (Telethon Kids Institute).

Generally, information on referral sources and how clients come in contact with programs/services is limited. From what is available, three organisations have explicit referral sources. Clients are typically taken in on a self-referral basis, or referral by local services. This also includes referral sources from Courts, Sheriffs Community Development Officers, Work and Development Permit Scheme and Juvenile Justice Team. However, identifying a clear referral process across all organisations is not possible with the limited data available.

As similarly reported in 2019, there continues to be a lack of impact information and data related to the Hedland region. What can be understood is indicated below:

- Children and Youth Support Services – An average of 3,456 families and children were involved/graduated from programs, services, and activities related parenting and childhood;
- Law and Justice Support Services – There was limited numerical data to average across the organisations, especially considering the range of services provided. However, what is available is a percentage of Hedland residents had family law related matters and accessed property allocations;
- Employment Support Services – An average of 1,868 individuals sought employment and pre-employment programs and services in the Hedland region;

- Health Support Services – Mental health and drug and alcohol services continue to be the most accessed support systems in the Hedland region. This is consistent among youth and adults; and
- Other Community Support Services – One service provider delivered majority of services related to gaining a license, meal programs, and home ownership programs. Overall, homelessness services and home ownership services were most accessed across organisations.

Overall issues that were identified as impacting access to services, as well as business operations are indicated below. Undoubtedly, many issues arose during the COVID-19 pandemic, with ongoing implications including:

- Declining workforce availability/staff shortages;
- Decrease in client intake;
- Modifying services, transitioning to online delivery and/or providing additional resources to the community;
- Funding implications, including the addition of a COVID-19 incentive payment, or a decline in overall revenue; and
- Programs or services ceasing to operate for a period of time.

Children and youth support services summary

As previously reported in the 2019 map and gap analysis, the 17 children and youth support service organisations can be split into six categories;

1. Early learning centres and childcare (YMCA WA, One Tree Services, Rose Nowers Early Learning Centre, Julyardi Aboriginal Corporation);
2. Parenting support services (Child Australia, EPIC, GAC, Ngala, Julyardi Aboriginal Corporation);
3. Child and adolescent education support and social wellbeing programs (EdConnect, Foodbank WA, V Swans, Shooting Stars, Polly Farmer Foundation);
4. Generalised youth support services, including youth justice system diversionary programs, employment and homelessness support (Mackillop Family Services, Youth Involvement Council Inc, Julyardi Aboriginal Corporation);
5. Youth justice system (HOPE Community Services); and
6. Advocacy organisations that oversee the Hedland Early Years Network, builds connections between NGOs in the community services sector, and strengthens the capacity of NGOs to provide quality support services (WACOSS).

The new programs and agencies identified are listed below:

- i. Foodbank WA – Fuel Your Future Program
- ii. Ngala – Growing Strong Brains Program
- iii. One Tree Services – South Hedland Children’s Services
- iv. Polly Farmer Foundation – Follow the Dream Program
- v. Shooting Stars – Art with the Stars
- vi. YMCA WA – Play in the Park
- vii. YMCA WA – Port Hedland Early Learning centre

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- viii. YMCA WA – In Home Childcare Program
 - ix. YMCA WA – Girl Guides WA Program
 - x. YIC – Mungka Maya
 - xi. Julyardi Aboriginal Corporation – Target 120
 - xii. Julyardi Aboriginal Corporation – Connected Beginnings

Across all organisations, only two organisations in this section provide explicit performance measurement metrics. However, data to compare the relative success of these outcomes have not been released. It is therefore unclear to determine performance outcomes in these circumstances. More generally, most of the organisations typically measure performance outcomes through the program/services' impact on families and children, as well as the attendance rate, participants/people reached, completion of program/service and any ancillary outcomes (such as self-esteem and confidence levels).

The sixteen organisations offering children and youth support services typically receive funding from federal and state government grants, corporate and organisational funding, provision of services, donations and fee-for-services. Below is the relevant split of funding:

- Fee-for-service (Child Australia);
- Government funding (Ngala, EPIC, EdConnect, Foodbank WA, Mackillop Family Services, YIC, the Polly Farmer Foundation, Shooting Stars, HOPE Community Services, YMCA WA, WACOSS);
- Land use funds (GAC); and
- Provision of services (Rose Nowers, One Tree Services).

Since the previous analysis, a gap remains in agencies providing Hedland-based outcomes and data. Current data tends to reflect a national overview, State-focused, or 'Pilbara'/'regional' focus. Information that is available from the Hedland region between 2019-22 is below:

- Between 2021-22, Child Australia's HIPPY program saw 30 children involved with the program, 12 families graduate and 10 families attend regular meetings.
- During the Cyclone Damian recovery, Child Australia's WPMCS program reached over 59 children and families in a pop-up classroom in South Hedland, and provided over 500 educational packs to remote and local families.
- In 2019, YMCA WA's CPC reported that 100% of parents had an increased knowledge on how to nurture and support their children.
- Between 2019-20, EPIC expended 0.13% of income into program expenses in the Hedland region.
- Between 2021-22, a number of resources were created to support the Pilbara programs including posters, aprons for kids featuring Indigenous artwork and recipe cards.
- Between 2021-22, 2,458 children and parents were supported through YMCA WA's South Hedland Child and Parent Centres, including 887 children and parents participating in the Play at the Park program in South Hedland.

Major issues identified by many organisations were presently caused by the COVID-19 pandemic. Interruptions had great impacts on the sustainability of agencies and programs, with key impacts including:

- Declining workforce availability/staff shortages;

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- Restructuring of programs by transitioning to online activities and/or providing resources to impacted families/individuals;
 - Programs or services ceasing to operate for a period of time; and
 - Funding implications, including the addition of a COVID-19 incentive payment, or a decline in overall revenue.

Law and justice support services summary

Of the eight NGO's identified in providing law and justice support services in the Hedland region, the following categories can be assigned:

- Legal representation, legal support and community legal education services (Aboriginal Family Law Services, Aboriginal Legal Services WA, Legal Aid WA, PCLS);
- Legal representation and research for native title claims (YMAC);
- Support services to persons involved in the criminal justice system (Julyardi Aboriginal Corporation, Pilbara Community Services Ltd); and
- Crisis accommodation to victims of crime (Hedland Women's Refuge).

Two new organisations since the previous review are the Aboriginal Legal Service Western Australia and Julyardi Aboriginal Corporation.

Of the eight NGO's reported, one agency had consistent KPI measures implemented that can be assessed against previous reporting periods. Between 2019-21, this organisation reached all KPI's related to the number of people accessing legal services and information. In terms of Legal Aid assistance measures (financial outcomes), the organisation did not reach any of their KPI's between 2019-21. Reasons were attributed to case type, complexity of the matter, delays caused by COVID-19 disruptions, as well as higher cost allocation to particular services. The other seven NGO's assessed their measures primarily through client intake, matters heard, and status of the case.

The eight organisations offering law and justice support services typically receive funding from federal and state government grants, corporate and organisational funding, donations and provision of services. All eight organisations primary source of funding was government grants.

Information on service impact in the Hedland region continues to be limited. However, what is available is summarised below:

- In 2022-23, Aboriginal Family Legal Services' announced the Youth Engagement Program will expand to South Hedland.
- In 2021, 9% of the Aboriginal Family Legal Services' clientele were based in Port Hedland.
- In 2019, PCLS' Support and Tenant Education Program (STEP) funded by the Department of Communities ceased, and was replaced by the new Department of Communities THRIVE program delivered at Mission Australia.
- The AFLSWA 2021 Hedland client intake included 38 existing clients, 27 new clients and 15 repeat clients. Accordingly, 33% of matters were related to family law (2020-21: 35%) 13% to criminal injuries compensation (2020-21: 13%) and 26% to FVRO (2020-21: 30%).
- The AFLSWA Port Hedland office experienced high staff turnover, especially during July 2020 when no staff were working from the Port Hedland office.
- The PCLS NPAH allocations in Hedland are currently at capacity, with 10 allocated properties occupied.

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- PCLS South Hedland office experiences an influx of client enquiries following the presentation giving by the Redress team, receiving five new clients between 2021-22.

Major issues identified by the agencies were typically associated with COVID-19 interruptions. This resulted in changes to how legal services were delivered between 2020-22. Changes included:

- Declining workforce availability/staff shortages;
- Decrease in client intake;
- Modifying services, transitioning to online delivery and/or providing additional resources to the community; and
- Funding implications, including the addition of a COVID-19 incentive payment, or a decline in overall revenue.

Employment support services summary

Of the eight NGOs identified that provide employment services, the following categories can be assigned to them:

- Employment support services to jobseekers in the Hedland community (Bloodwood Tree Association Inc., EPIC);
- Employment support services specifically to Aboriginal jobseekers in Hedland (Ashburton Aboriginal Corporation, IBN Group, KNAC, GAC); and
- Employment services aiming to broaden qualifications (Thriving Futures, Royal Life Saving Australia).

The new programs and their organisation are listed below:

1. Ashburton Aboriginal Corporation – Fishing Activity
2. Ashburton Aboriginal Corporation – Fortescue VTEC Program
3. Gumala Aboriginal Corporation – Skills Development Program
4. Royal Life Saving Australia – Talent Pool
5. Thriving Futures – Education Recognition Program
6. Thriving Futures – The Academy
7. Thriving Futures – Traineeship

Across the seven NGO's, no explicit KPI measures were implemented to assess program/organisational success. However, most organisations had general indicators that were consistently reported on. This included number of individuals reached through the program, number of hours spent in the program, participant outcomes and number of workshops delivered. The rest of the organisations generally accounted outcomes of the program, however these were unable to be assessed against previous reporting data.

The eight organisations offering employment services typically receive funding from federal and state government grants, corporate and organisational funding, fee-for-funding services, investments and income from services provided. The funding overview is indicated below:

- Fee-for-funding services (Thriving Futures);
- Government grants (Bloodwood Tree Association, EPIC, AAC);
- Investments (IBN);
- Land Use Funds (GAC); and

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- Provision of services (Royal Life Saving Australia).

Information related to the Hedland region continues to be limited in breadth. However, available information has been summarised below:

- In 2020-21, 1,239 job seekers were registered in Port Hedland, with a total of 500 placements across Port Hedland and the Western Desert region through AAC.
- Between 2020-21, Bloodwood Tree created 16 Aboriginal youth career plans in collaboration with Hedland Senior High School.
- Between 2020-21, Bloodwood Tree collaborated with Hedland Senior High School to create career plans for 16 Aboriginal youth.
- 92 participants completed the Royal Life Saving WA program between 2021-22 (2020-21: 139).
- Port Hedland provided Thriving Futures' candidates with work placement.

Issues identified in accessing and delivering employment services arose particularly during the COVID-19 pandemic, however were relatively mitigated. Key issues included a decrease in participant intake/completion for particular programs, as well as a general decline in resources and services being provided.

Health support services summary

Of the twenty NGOs that provide other health support services in the Hedland region, the following categories can be assigned:

- Aged care support (Silver Chain);
- AoD support services and integrated mental health care (Bloodwood Tree, Hedland Well Women's Centre, HOPE Community Services, Mission Australia, Yaandina Turner River);
- Disability support services (EPIC, Lifestyle Solutions, Mackillop Family Services);
- Emergency health services (St John Ambulance WA);
- Health research services (Telethon Kids Institute);
- Integrated mental health and medical health support (Rural Health West, WMAHS);
- Mental health counselling and support services (Headspace Pilbara, Relationships Australia, HelpingMinds);
- Planning and facilitating collaboration between health care providers (WAPHA); and
- Rehabilitation facilities (Communicare).

The new programs and their organisation are listed below:

1. Bloodwood Tree Association – South Hedland Welcome Centre Pilot
2. Communicare – Breathing Space
3. HOPE Community Services – Pilbara Community Alcohol and Drug Services
4. WMAHS – Better Health Program
5. Yaandina Turner River – Pilbara Integrated Drug & Alcohol Services

Across the twenty NGO's, only two organisations had explicit KPI's that were measurable from 2019. This included measuring factors such as the number of clients who were reached by the specific program/service, number of group education sessions attended and general outcomes to client confidence and self-esteem. The other organisations had consistent measures to assess performance

outcomes, most of which could be compared to previous data. However more generally, KPI-type data was limited by location (many organisations not having Hedland or WA data), breadth of data (arguably the lack of data) and access to data (where outcomes were not outdated).

The twenty organisations offering health services typically receive funding from federal and state government grants, corporate and organisational funding, fee-for-services, donations, fundraising, investments and income from services provided. However, majority is received through government grants (Bloodwood Tree, Communicare, EPIC, Headspace Pilbara, Hedland Well Women's Centre, Helping Minds, HOPE Community Services, Lifestyle Solutions, Mackillop Family Services, Mission Australia, Relationships Australia, WMAHS, Yaandina Turner River Rehabilitation Facility) and public grants (Telethon Kids Institute).

Impact on the Hedland region is still limited, however what is available is indicated below:

- Between 2019-20, EPIC invested 0.018% (2018-19: 0.007%) of funds into the respite costs in Hedland.
- In the 2020-21 reporting period, 62% of individuals claimed that the Hedland Well Women's Centre increased their knowledge and skills to address health challenges, with a total of 1,428 appointments (2019-20: 1,569). Overall, 2,881 women attended programs and/or events, with a total of 462 new clients. Distribution of services was funded into counselling programs (65.7%) with the most popular programs being Social Groups and Mums & Bubs (2019-20: Breast Health and International Women's Day).
- Between 2020-21, the Bloodwood Tree Sobering Up Centre had a total of 1,127 number of clients, and 186 people attending the soup kitchen then staying overnight at the sobering up centre. Bloodwood also noted that between 2021-22, 45% of clients reported improved mental health/emotional health status (2019-20: 46%) and 30% clients report improved confidence in being able to reduce or cease drug use at exit (2019-20: 34%). 48 clients were reached through Integrated Mental Health Services in 2021-22, with 104 clients accessing the North West Drug and Alcohol Support Program and Substance Use Program. From 2021-22, over 1,882 people used the Pilot Welcome Centre. In 2020-21, treatment support KPI's were issued to assess performance outcomes. This included total number of clients treated (2020-21: 136), percentage of clients reducing or ceasing primary drug use (2020-21: 31%), percentage of clients reporting improved physical health (2020-21: 60.5%).

Issues identified in accessing resources were related to COVID-19 disruptions, resulting in funding cuts/surplus. However, related outcomes resulted in higher rates of online services being utilised, such as crisis phone support and remote counselling options. Ultimately, measures were relatively consistent between 2019-22.

Other community support services summary

Of the twelve NGOs that provide other community support services in the Hedland region, the following categories can be assigned:

- Aboriginal leadership, cultural guidance, and support (Julyardi, Hedland Aboriginal Strong Leaders, Hedland Aboriginal Stakeholder Network, Nyamal Aboriginal Corporation, Kariyarra Aboriginal Corporation);

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- Community service organisations and facilitating innovation, collaboration and growth (Pilbara For Purpose, WACOSS, Hedland Collective);
 - Cultural support to Aboriginal people (EPIC, PMMRAC, WMPALC);
 - Driver training, community patrol, homelessness support, and tenancy support services (Bloodwood Tree Association Inc);
 - Financial assistance (GAC);
 - Homelessness support (Centrecare);
 - Nutrition and health (EON Foundation); and
 - Swimming and water safety (Royal Life Saving Australia).

The new programs and their organisation are listed below:

1. Bloodwood Tree Association – Thrive Program
2. Bloodwood Tree Association – Mini Mart
3. Centrecare – Entrypoint Perth
4. GAC – Housing Support Program
5. Hedland Collective – Stronger Together Community Platform
6. PMMRAC – Mirnutharntu Maya
7. Royal Life Saving Australia – Cool Pool
8. WMPALC – Digital Innovate Hub

Across the thirteen NGO's, only one organisation had explicit KPI's that were measurable from 2019. For that service provider, referral numbers had decreased and people accessing programs across the board had decreased. Identified challenges to all of these services in 2021-22 included COVID-19 restrictions, flu cases spiking, and the process of re-establishing Justice Intervention Program staffing. Two of these organisations had consistent measures that could be assessed across the years. For the rest of the organisations, information on outcomes was either limited to unavailable for the programs and services discussed, incomparable to past numbers or not updated.

The eight organisations offering employment services typically receive funding from federal and state government grants, corporate and organisational funding, fee-for- services, trust funds, investments, reserve funds and income from services provided. The funding overview is indicated below:

- Corporate and organisational funding (Hedland Collective);
- Government grants (Bloodwood Tree, Centrecare, EON Foundation, PMMRAC, WACOSS, Royal Life Saving Australia, WMPALC);
- Land use funds (GAC); and
- Provision of services (Pilbara For Purpose).

Capacity to measure the impact of these services on the Hedland region is still limited, however what is available is indicated below:

- Bloodwood Tree provided the following findings: Number of participants achieving a learner's permit: 36 (2019-20: 30, 2020-21: 34), number of driver education workshops delivered: 14 (2020-21: 23) and number of participants who attended driver education workshops: 22 (2019-20: 39, 2020-21: 21). The most noted referral source was through the Courts (2019-20: 79, 2020-21: 65, 2021-22: 37 people), Sheriffs Community Development Officers (2019-20: 25, 2020-21: 35, 2021-22: 20 people), Work and Development Permit

Scheme (2021-22: 5 people) and the Juvenile Justice Team (2019-20: 5, 2020-21: 6, 2021-22: 4 people). Overall, 15 driver education workshops were delivered (2019-20: 26, 2020-21: 23), 38 individuals gained their provisional drivers' license (2019-20: 82, 2020-21: 91), 387 driving lessons were delivered (2019-20: 880, 2020-21: 878), and 8 clients used the driving training sessions and support for their Work and Development Permit Scheme.

- Between 2021-22, Bloodwood Tree's Mini Mart program delivered over 1,265 food boxes and dropped groceries to more than 50 families isolating or needing assistance during the COVID-19 pandemic. Overall, 2,605 customers were served, and 5,227 local individuals and families were provided discounted food supplies. The Homelessness services delivered 5,683 breakfast meals to people, and 28 families were assisted to move into homes through the Hedland Aboriginal Home Ownership program.
- Between 2021-22, GAC's Housing Support Program had 9 people allocated for program use in South Hedland, with 2 head leases in South Hedland.
- Between 2021-22, the Hedland region had the following numbers in each Royal Life Saving program: 247,364 swimming and water safety participants (2020-21: 236,654); 659 Infant Aquatic participants (2020-21: 615); 3,277 Swim & Survive participants (2020-21: 5,115); 184 Bronze Rescue participants (2020-21: 274); and 1,981 Cool Pool participants (2020-21: 2,974).

Issues identified in accessing and delivering services arose particularly during the COVID-19 pandemic, however, were relatively mitigated. In fact, most organisations were able to create new resources and services to support people during that period. Overall, base measures appeared relatively consistent.

Known unknowns from the map-and-gap process: links to a new problem-focused response

Other important unknowns across the services outlined within this section relate to repeat use of services for clients/families within and between services. This could relate to people needing the same exact service provider, the same type of service from a range of providers, and/or different types of services from across all the service providers in the Town. There is also evidence of duplication (at a high-level) across services within all the main support service categories discussed, above. This map-and-gap process provides useful contemporary context to the current services available in the Town, but it also a starting point for targeted change. Detailed in the next section is a problem-focused approach that is being proposed moving forward. Part of the sustained success of such an approach would be inter-agency collaboration, improving specific metrics of interest (repeats, inter-agency demand, family clustering, geographic clustering), and using these to drive future work.

Recommendations for change

Following the review of the previous safety plan (p.2), the rest of this section advocates moving away from high-level, future-focused objectives that are often beyond the scope of the Town to influence and manage. To justify this change of direction, some brief, evidence-based context will be provided that will cover the importance of the non-randomness of crime across time/space/people and the reasons why some people offend a lot. Following this, the problem-oriented policing (POP) framework for developing and implementing targeted prevention strategies will be explained and made relevant to the Town's context. The POP approach has worked for over 40 years to reduce a wide range of crime problems and its success has not depended on detection, apprehension, and punishment of offenders (Tilley & Burrows, 2010). Meta-analysis has demonstrated that POP implementation results in a 34% decline in crime (Hinkle et al., 2020), achieved without pushing the crime somewhere else ('crime displacement') and often having an extended positive impact beyond the focus of the targeted interventions (termed within the crime prevention literature as a 'diffusion of benefits', Hinkle et al., 2020).

Important things to know about crime and criminality

Some things that are important to know include:

- Crime is non-random across spaces. Eck (2015) demonstrated that 80% of crime is estimated to occur at 10% of addresses that police respond to. This pattern is so consistent it has been referred to as the Law of Crime Concentration at Place (Weisburd, 2015).
- Crime is non-random with respect to victims. SooHyun et al. (2017) demonstrated that about 10% of the population experience 74% of the victimisation (prevalence) and that the most victimised 10% of the population experience about 35% of all victimisation (frequency/incidence).
- Prior victimisation is a large risk factor for subsequent victimisation. Crime surveys consistently demonstrate that prior victimisation is a clear indicator of risk for future victimisation. The most recent rounds of the ABS (2023) Crime Victimization Australia surveys demonstrated:
 - Only 1.9% of the population experienced an assault (12-month estimate), but of the small group who were assaulted, 47% experienced 2 or more assaults in the year.
 - 2.2% of the population experienced face-to-face threats of assault, and of those 56% experienced 2 or more threats in a year.
 - Similarly for houses, 2.0% experienced a burglary, but 21% of this group experienced 2 or more burglaries in a year.
- A very large proportion of crime is committed by very few criminals (Martinez et al., 2017). Meta-analysis revealed about 10% of the population account for 66% of all the crime (average population prevalence). Furthermore, within the offender population, the most active 10% of offenders account for 41% of the crime.
- Victimisation and offending are linked. Jennings et al. (2012) reviewed 37 studies (published between 1958 and 2011) that assessed the overlap between victimisation and offending. They found strong evidence to demonstrate large overlaps in these groups, with findings consistent across time, cultural group, and country of origin of the research. Victimisation often significantly predated the offending.

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- Adverse childhood experiences (ACEs), victimisation, and crime are linked. ACEs can be broadly categorised into three groups: abuse (including physical, sexual, and emotional events), neglect (both physical and emotional), and household dysfunction (capturing a range of factors including mental illness, incarcerated relatives, domestic violence, addiction, and family disintegration). ACEs are linked to a range of negative health outcomes related to risky behaviour as well as physical and mental health problems. ACEs are also clearly linked to crime, with Fox et al. (2015) demonstrating that for each additional ACE a child in juvenile detention had experienced, the risk of becoming a serious, violent, chronic juvenile offender by 35%.
 - There is an explicit link between children in care and children who end up under youth justice supervision. The Australian Institute of Health and Welfare (2016) examined the connection between young people in child protection and those under youth justice supervision. This report demonstrated that 32.4% (n = 1,499) of the children under youth justice supervision in 2014-15 were also in the care of the child protection system. These children were also disproportionately likely to be Aboriginal and to have experienced their first youth justice supervision before the age of 12.
 - Acquired brain injuries (including FASD) and offending are linked (Passmore & Hamilton, 2021). This is an area of ongoing research, but the message at this stage is that these injuries prevent individuals from learning the relationships between cause and effect.

When thinking about how to prevent crime, these enduring patterns are best interpreted with respect to the problem analysis triangle (Clarke & Eck, 2005; Eck, 2003) displayed in Figure 2. This figure, which is based on opportunity-reduction theory (Felson & Clarke, 1998) and supported by successful crime prevention case studies from over the past 40 years, demonstrates that for problems to occur, the minimum elements that need to cooccur in time and space are motivated offenders, suitable targets/victims, and the absence of capable guardianship (Cohen & Felson, 1979). Motivated offenders (influenced by the risk factors listed, above) offend when presented with opportunities they perceive to be rational in that time and place (Clarke & Cornish, 1985). Using what is known about the non-random distribution of crime across time and space, it is possible to intervene in targeted ways to manipulate the offender-target-place interaction to reduce opportunity for offending. Controllers (handlers, guardians, and place managers) can do new/different things to manipulate different sides of this opportunity triangle. Traditional criminal justice responses focus on offenders, and usually only do so after crimes have been commissioned. This approach allows new, prevention-focused interventions to be developed that aim to reduce suitability of places for crime and remove suitable targets/victims from access by motivated offenders. Reducing opportunities for crime in this way can produce genuine, sustained reductions, often without arresting/detecting offenders. The framework for implementing this type of approach is discussed in the next section.

POP: an evidence-based framework for targeted prevention

POP is a framework for targeted, partnership-based prevention strategies that can be highly effective and sustainable (Goldstein, 1979). POP advocated for police to develop innovative responses to discrete types of policing problems, with these novel approaches grounded in analysis, preventative in focus, not exclusively dependent on the criminal justice system, and thoroughly evaluated to see if they worked. Goldstein (1979) proposed POP incorporate four stages: (1) scan

existing data to look for meaningful patterns of related problems that police were dealing with; (2) analyse these problems, looking for causes (including acknowledging the failures of what is already being done to respond); (3) develop new, creative ways to respond to these problems; and (4) assess the impact of the new interventions: were they implemented and did they work (with a negative response to either/both of these triggering another problem-focused attempt). This POP implementation process has been termed the SARA model: scanning, analysis, response, and assessment (Clarke & Eck, 2005).

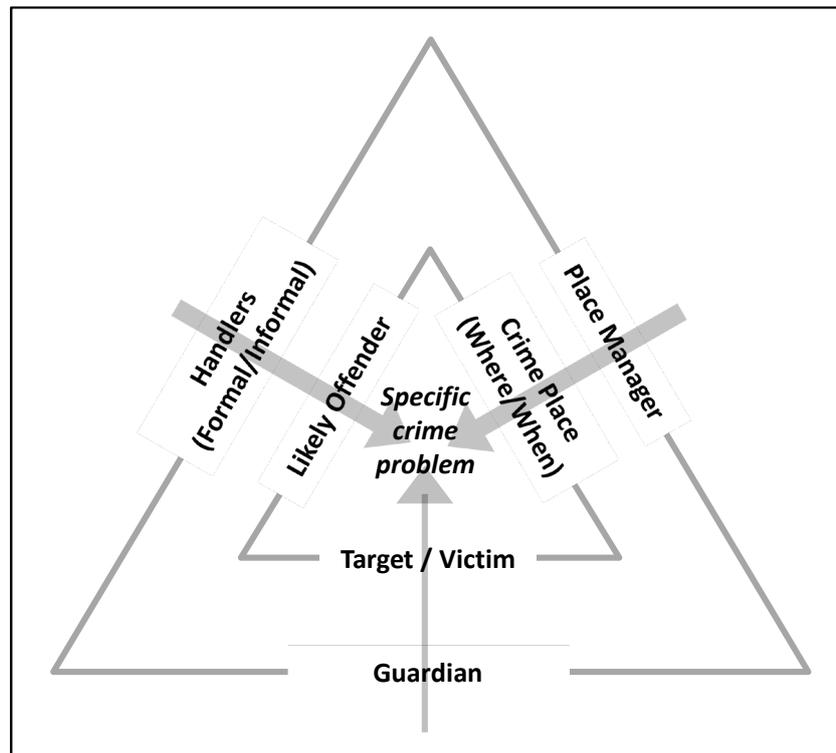


Figure 2. The problem analysis triangle (based on versions published in Clarke & Eck, 2005; Eck, 2003).

Scanning: being specific about the problem

The starting point for a problem-focused intervention is to be as specific as possible about the unique type of problem that is being targeted. Within a POP-context, ‘problems’ can be defined as a “recurring set of related harmful events in a community that members of the public expect the police to address.” (Clarke & Eck, 2005, p. 40). In their problem solving guide, Clarke and Eck (2005) outline the CHEERS test for defining a problem. CHEERS asks six questions: (1) who is the community affected by the problem; (2) what harms are created by the problem; (3) what are the expectations for the response; (4) what types of event contribute to the problem; (5) how often do these events recurr; and (6) how are the events similar? The key to developing an optimal POP-intervention is being as specific as possible about the problem being targeted, and these questions assist in enhancing specificity.

Analysing the problem

Next, undertake comprehensive problem analysis (Clarke & Eck, 2005). Conduct desktop research to see if anyone else has dealt with a similar problem, develop and test hypotheses about what you think is causing your non-random problem, and identify novel data sources to give additional insight into your problem. It is useful to consider how the problem is occurring by adopting a 'think thief' perspective (Ekblom, 1995). 'Thinking thief' exposes the necessary sequence of events required to complete this process (the before, during, and after crime 'script' required to successfully complete the offence, see Leclerc, 2017, for a comprehensive discussion of this framework). Connected to this is the Haddon Matrix for injury prevention (Haddon Jr, 1980), which deconstructs problem contexts into three time periods (before, during, and after the problem event) and examines the role of three different factors in the problem (human involvement, equipment involved, and the physical/social environment). These event stages can create opportunity-reducing interventions that can make the offending less rational, identify failures from handlers, place managers, and guardians, and expose equipment/processes that facilitate the problem occurring. When concluding the assessment stage of SARA it is important to be able to answer some problem-specific questions (Clarke & Eck, 2005). (1) What happened? (2) Where did it happen? (3) When did it happen? (4) Who was involved? (5) Why did the people involved act the way they did? and (6) How did the perpetrator carry out the misconduct? These answers will help the implementation of a novel response to the problem.

Responding to the problem in a novel, targeted way

Situational crime prevention (SCP, Clarke, 2017) has been highly successful in preventing crime since the early 1980s. This framework incorporates 25 techniques that are grouped into five main mechanisms (see Table 6): increasing the risk and effort involved, reducing the reward and provocations for crime, and removing the excuses for offending (see Clarke, 2017, for a comprehensive discussion of this framework, and <https://popcenter.asu.edu/> for a collection of successful case studies across a wide range of crime contexts). The intent of these techniques is to simultaneously throw all appropriate, feasible interventions at a problem. Practitioners are encouraged to 'work the triangles' and seek to shift and share the prevention responsibility. Clarke and Eck (2005) suggest manipulating at least two sides of the problem triangle (Figure 2) in as many ways as possible, operating in parallel to handle likely offenders better, enhance place management at high-problem locations, and/or reduce repeat 'victimisation' (targeted at the same or very similar person/place). Crime prevention research has demonstrated the most sustainable interventions are those that move beyond a focus on apprehension/punishment and operate in partnership with non-crime agencies (Eck, 2015).

Assessing the effectiveness of the intervention

In this final phase, two main questions need to be answered: (1) did the problem decline, and (2) did the intervention cause the decline (Clarke & Eck, 2005)? Answering these questions requires at least two types of evaluation: a *process* evaluation (was the intervention implemented as planned) and an *impact* evaluation (what were the outcomes of the intervention). Clarity about what success would look like is essential (e.g., fewer people engaging in the problem behaviour, less serious problem behaviour, longer time intervals between incidents of the problem behaviour, etc.). This clarity influences what the baseline for the problem is prior to intervention and determines what needs to be measured before, during, and after the targeted changes are implemented.

Table 6. The 25 techniques of SCP, with crime prevention examples of each technique (from Clarke, 2017).

Increase effort	Increase risk	Reduce rewards	Reduce provocations	Remove excuses
<p>1. Target harden</p> <ul style="list-style-type: none"> Steering column locks and ignition immobilizers Anti-robbery screens Tamper-proof packaging 	<p>6. Extend guardianship</p> <ul style="list-style-type: none"> Go out in group at night Leave signs of occupancy Carry mobile phone 	<p>11. Conceal targets</p> <ul style="list-style-type: none"> Off-street parking Gender-neutral phone directories Unmarked armoured trucks 	<p>16. Reduce frustrations and stress</p> <ul style="list-style-type: none"> Efficient lines Polite service Expanded seating Soothing music/ muted lights 	<p>21. Set rules</p> <ul style="list-style-type: none"> Rental agreements Harassment codes Hotel registration
<p>2. Control access to facilities</p> <ul style="list-style-type: none"> Entry phones Electronic card access Baggage screening 	<p>7. Assist natural surveillance</p> <ul style="list-style-type: none"> Improved street lighting Support whistle-blowers 	<p>12. Remove targets</p> <ul style="list-style-type: none"> Removable car radios Women's shelters Pre-paid cards for pay phones 	<p>17. Avoid disputes</p> <ul style="list-style-type: none"> Separate seating for rival soccer fans Reduce crowding in bars Fixed cab fares 	<p>22. Post instructions</p> <ul style="list-style-type: none"> 'No parking' 'Private property' 'Total fire ban'
<p>3. Screen exits</p> <ul style="list-style-type: none"> Tickets needed for exit Export documents Electronic merchandise tags 	<p>8. Reduce anonymity</p> <ul style="list-style-type: none"> Taxi driver IDs 'How's my driving?' School uniforms 	<p>13. Identify property</p> <ul style="list-style-type: none"> Property marking Vehicle licensing and parts marking Cattle branding 	<p>18. Reduce temptation and arousal</p> <ul style="list-style-type: none"> Controls on violent pornography Prohibit racial slurs 	<p>23. Alert conscience</p> <ul style="list-style-type: none"> Roadside speed display boards Signatures for customs declarations 'Shoplifting is stealing'
<p>4. Deflect offenders</p> <ul style="list-style-type: none"> Street closures Separate bathrooms for women Disperse pubs 	<p>9. Use place managers</p> <ul style="list-style-type: none"> CCTV for double-deck busses Two clerks for convenience stores Reward vigilance 	<p>14. Disrupt markets</p> <ul style="list-style-type: none"> Monitor pawn shops Controls on classified ads License street vendors 	<p>19. Neutralise peer pressure</p> <ul style="list-style-type: none"> 'Idiots drink and drive' 'It's OK to say No' Disperse school troublemakers 	<p>24. Assist compliance</p> <ul style="list-style-type: none"> Easy library check out Public lavatories Litter receptacles
<p>5. Control tools/weapons</p> <ul style="list-style-type: none"> 'Smart' guns Restrict spray paint sales to juveniles Toughened beer glasses 	<p>10. Strengthen formal surveillance</p> <ul style="list-style-type: none"> Red light cameras Burglar alarms Security guards 	<p>15. Deny benefits</p> <ul style="list-style-type: none"> Ink merchandise tags Graffiti cleaning Disabling stolen mobile phones 	<p>20. Discourage imitation</p> <ul style="list-style-type: none"> Rapid repair of vandalism Censor details of modus operandi 	<p>25. Control drugs and alcohol</p> <ul style="list-style-type: none"> Server intervention programs Alcohol-free events

How POP could work for the Town in practice

Should the Town wish to adopt this suggestion of committing to a POP-style approach to managing specific local problems in a novel, creative way, things to consider when developing a strategy for the future would include:

1. What are the 'problems' that you're hoping to address?
2. What has been done so far (and is not working)?
3. What is the mechanism that links your proposed intervention(s) to the problem?
4. What would success look like?
5. Who are the key partner agencies that need to be part of a sustainable solution?
6. What are the potential barriers to successful implementation?

In developing this approach and in conjunction with updating the Community Safety Plan for the next iteration, it is recommended that the Town propose to achieve several parallel goals:

First, would be continuing to deliver core community safety and crime prevention business that is currently being managed (including, but not limited to provision of bike locks, etc.). The metrics monitoring the delivery of these services should be enhanced. A component of this could include a review of current activity, with the probability of ceasing Town activity in areas that are considered beyond scope or no longer of relevance to the high-level community safety and crime prevention goals.

Second, the Town should develop its role to become a facilitator of targeted, interagency collaboration spearheading change. Seek to facilitate genuine, problem-focused partnership across the range of service providers and potential intervention partners you have in the Town (see *Summarising local support service capacity*, p.12).

Third, based on the themes and details discussed in the *Insight available from local crime and safety data* section (p.5), above, committing to the process of developing potential POP interventions can become a component of the CSP revision. This process would require clarity of ideas, critique of existing approaches and why they failed, development of novel responses with clear mechanisms linking interventions to the problem, thinking about what success would look like (as this helps with measurement), and working through potential implementation barriers before you start. The plan could identify time periods for the Scanning and Analysis stages of the SARA process. Potential areas to focus on could include:

- The South Hedland shopping precinct – place-based intervention (likely need to drill-down to a specific type of problem in this place);
- Stolen cars – target-based intervention;
- Youth roaming streets – prolific offender focused intervention; and
- Burglary repeat victimisation prevention – repeat-based intervention

The more specific the problem definition is, the more specific the spatial/temporal analysis can be. This provides scope for a specific, targeted intervention. Thinking about crime problems in this way, extending beyond the focus on offenders, broadens the range of interventions that can be trialled in parallel. Awareness of the link between victimisation, ACEs, disconnection from family, and acquired brain injury necessarily lend themselves to seeking crime prevention solutions that move beyond the limited punitive scope provided by the justice system in isolation. It is not possible within the CSP to

detail exactly what the problem focuses will be or how they will be responded to, but it is possible to commit to the process and allocate timeframes to the relevant stages, with a view to commencing interventions within 6 months of establishing the CSP.

Forth, in the updated CSP the Town can commit to increasing community awareness about (a) what works to prevent crime, (b) the lack of effectiveness of tough on crime approaches, and (c) the importance of committing to a process that will work better. Engaging with local stakeholders and residents to overcome potential implementation barriers and resistance to an alternative approach will be crucial. Potential barriers of note that emerged from Safety Survey responses:

- Punitive attitudes – this likely requires an education-focused intervention in its own right. Interventions need to be effective in achieving the end result of less crime. Punitive responses won't achieve this. The community needs to understand this.
- One particularly concerning quote: "*There is a lot of tense energy and commentary amongst high level of crime and youth offenders due to poor timing of infrastructure activities (JD Hardie Basketball courts, Skate Park, entertainment venue closure) in which community vigilantism is building to the point where someone, offender or victim, is going to be killed and everything will lead to horrible reaction from then - similar to devastating Kalgoorlie incident. The Town and service groups should be channelling that energy towards a positive outcome – come up with a plan to stop de-humanising these poor children who live with trauma and little trust.*"

It is important to remember that POP is typically used when 'traditional' responses have failed (Clarke & Eck, 2005). Therefore, it is unreasonable to expect quick and perfect fixes. Committing to the SARA process will rarely be linear and will often involve multiple feedback loops through the four stages. Those seeking to utilise this framework must commit to all four SARA steps. Resist jumping directly to responding without clarifying and understanding the problem and avoid discarding the approach if it does not work the first time. Remember that what is already being done is failing and this framework is a better alternative for finding effective, sustainable solutions moving forwards, relative to business as usual. Furthermore, take heart from the general lack of displacement of crime problems that have been observed in other studies, and take further heart from the potential diffusion of benefits that may mean the positive impact of your intervention reaches further than you anticipated (Johnson et al., 2014).

Additional free resources

- Crime analysis for problem solvers in 60 small steps: <https://popcenter.asu.edu/content/crime-analysis-problem-solvers-60-small-steps>
- UK College of Policing, Crime Reduction Toolkit: <https://www.college.police.uk/research/crime-reduction-toolkit>
- Reducing crime podcasts by Jerry Ratcliffe: <https://www.reducingcrime.com/podcast>
- ASU Center for Problem-Oriented Policing: <https://popcenter.asu.edu/>
- Center for Evidence-Based Policing Matrix: <https://cebcp.org/evidence-based-policing/the-matrix/>
- Australian Institute of Criminology Crime Prevention: <https://www.aic.gov.au/subject/crime-prevention>

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- Jill Dando Institute briefing notes on crime and security problems: <https://www.ucl.ac.uk/jill-dando-institute/study/jdibrief>

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