2.4.2 Develop community profile of Town of Port Hedland

The Town of Port Hedland Community Profile data is based on results from the 2016, 2011, 2006, 2001, 1996 and 1991 Censuses of Population and Housing. The profile is updated with population estimates when the Australian Bureau of Statistics (ABS) releases new figures. Using this profile, and with crime and community safety in mind, Table 1 summarises some demographic indicators of note (with comparisons to regional WA, WA, and Australia, where available) and the gross weekly individual income estimates are displayed in Figure 1.

Table 1. Selected Census variables from the 2016 Census comparing the Town of Port Hedland (ToPH), Regional WA, WA, and Australia

Census variable	ToPH	Regional WA	WA	Australia
Median age	31	39	36	38
ATSI population	16.7%	8.4%	3.1%	2.8%
Households renting	64.7%	31.4%	27%	29%
Households renting – social housing	10.5%	6.4%	—	—
Households mortgage	8.0%	27.0%	37%	32%
University qualification	12%	12%	21%	22%
Unemployment	5.3%	6.4%	7.8%	6.9%
Households with children – single parents	6.5%	8.7%	—	—
Households – 5 or more people	12.8%	9.9%	—	—
Unoccupied private dwellings	28.0%	18.5%	—	—
SEIFA disadvantage (2016)	1,019	975	1,015	1,002
Estimated homeless (2016)	172	—	—	—

Figure 1. Weekly individual income, 2016

There appears to be at least two stories presented in this information. On the one-hand, the Town is a relatively affluent area, with a high SEIFA disadvantage score[1], low unemployment, and a disproportionate number of residents with a gross weekly income above $1,500. On the other hand, this is an area with a high ATSI population (2.0 times greater than Regional WA generally), high levels of rentals (2.1 times greater than the region) including high levels of social housing rentals (1.6 times greater than the region), high levels of households with 5 or more people (1.3 times the region), and an estimate of 172 homeless people.

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[1] The Town of Port Hedland SEIFA Index of Disadvantage measures the relative level of socio-economic disadvantage based on a range of Census characteristics. It is a good place to start to get a general view of the relative level of disadvantage in one area compared to others and is used to advocate for an area based on its level of disadvantage. The index is derived from attributes that reflect disadvantage such as low income, low educational attainment, high unemployment, and jobs in relatively unskilled occupations. When targeting services to disadvantaged communities, it is important to also look at these underlying characteristics as they can differ markedly between areas with similar SEIFA scores and shed light on the type of disadvantage being experienced. A higher score on the index means a lower level of disadvantage. A lower score on the index means a higher level of disadvantage.

2.4.3 Assess local situation using local police data for Port Hedland and South Hedland

To provide an overview of longitudinal trends in annual WAPOL recorded crime counts, data was extracted from the WAPOL Crime Statistics Portal[2] on 16 November 2018.

2.4.3.a. Identify top 5 crimes in the region

Table 2 draws on the WAPOL Crime Statistics Portal data to demonstrate the relative rates of a range of selected offences in the Census years 2011 and 2016. Looking at the 2016-17 columns within the WA, Port Hedland, and South Hedland sections of Table 2 it is possible to identify some important crime trends.

The 2016-17 rates[3] 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 fraud (with a rate 7.4 times greater than WA) and breach violence restraining order (VRO, 2.1 times greater).

In comparison, 2016-17 rates[4] of recorded selected offences shows a different crime profile in South Hedland relative to the rest of WA. The rates for all of the available selected offences are higher in South Hedland, with rate ratios as follows:

• Sexual offences	1.2 times greater	• Threats (family)	4.8 times greater
• Assault (family)	6.5 times greater	• Threats (non-family)	3.7 times greater
• Assault (non-family)	4.7 times greater	• Deprivation of liberty	3.6 times greater
• Robbery	1.4 times greater	• Burglary (dwelling)	1.8 times greater
• Stealing MV	2.0 times greater	• Property damage	3.3 times greater
• Arson	4.8 times greater	• Drug offences	1.9 times greater
• Graffiti	2.2 times greater	• Fraud	4.4 times greater
• Breach VRO	4.4 times greater		

In terms of prioritising these offence categories within the two geographic areas, 58% of the Port Hedland offences in 2016-17 involved fraud and related offences, with assault (family) and breach VROs accounting for 12% and 11%, respectively.

In South Hedland, assault (family) contributed to 34% of the 2016-17 crime displayed in Table 2. Other large volumes were contributed by drug offences (17%), assault (non-family, 15%), breach VROs (14%), and fraud (10%).

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[2] https://www.police.wa.gov.au/Crime/CrimeStatistics#/
[3] Population estimates were drawn from
http://quickstats.censusdata.abs.gov.au/census_services/getproduct/census/2016/quickstat/510021269?opendocument using SA2 areas to proxy the population for people and residential dwellings
[4] Population estimates were drawn from
http://quickstats.censusdata.abs.gov.au/census_services/getproduct/census/2016/quickstat/510021270?opendocument 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 2011-12, 2016-17, and the percentage change between these time periods

Data	WA			Port Hedland			South Hedland		
	2011-12	2016-17	% change	2011-12	2016-17	% change	2011-12	2016-17	% change
People (million)	2.24	2.47	11%	4,393	4,360	-1%	9,375	9,471	1%
Private dwellings (million)	0.96	1.07	11%	2,011	2,424	21%	3,725	5,004	34%
Homicide (per 100,000 people)	5	4	−8%	23	—	—	—	11	—
Sexual Offences (per 100,000 people)	182	231	27%	68	229	236%	341	285	−16%
Assault (Family) (per 100,000 people)	463	782	69%	615	1,032	68%	1,909	5,068	165%
Assault (Non-Family) (per 100,000 people)	516	487	−6%	774	505	−35%	1,269	2,291	81%
Threatening Behaviour (Family) (per 100,000)	53	121	129%	68	115	68%	64	581	807%
Threatening Behaviour (Non-Family) (/100,000)	107	144	34%	68	161	135%	203	528	160%
Deprivation of Liberty (per 100,000 people)	11	12	11%	23	—	—	11	42	296%
Robbery (per 100,000 people)	79	54	−31%	23	23	1%	64	74	15%
Dwelling Burglary (% properties)	2.8%	2.5%	−12%	1.7%	1.2%	−32%	9.4%	4.6%	−52%
Stealing of Motor Vehicle (% properties)	0.9%	0.7%	−12%	1.7%	0.6%	−66%	2.7%	1.5%	−44%
Property Damage (% properties)	3.6%	3.2%	−11%	3.8%	2.0%	−48%	11.5%	10.6%	−9%
Arson (% properties)	0.1%	0.1%	−12%	0.1%	0.1%	−17%	0.8%	0.5%	−38%
Drug Offences (per 100,000 people)	700	1,398	100%	364	528	45%	1,301	2,587	99%
Graffiti (% properties)	0.5%	0.2%	−60%	0.1%	0.1%	−45%	1.0%	0.3%	−68%
Fraud & Related Offences (per 100,000 people)	697	654	−6%	1,707	4,862	185%	1,013	1,447	43%
Breach of VRO (per 100,000 people)	327	457	40%	273	963	253%	821	2,027	147%

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

2.4.3.b.i. Analyse referral processes for offenders and court outcomes in last 24 months

2.4.3.b.ii. Determine recidivism rates for last 24 months

Determining recidivism, like most crime measurements, is not straightforward. Some of the complicating factors include:

- How do you define your offender population? Is this based on contact with police, arrests, convictions, sentences, imprisonment terms, etc., and are all crime types included, or do you focus on serious offences (as opposed to traffic and minor property offences)?

- How do you define reoffending? Once you have established who your 'offenders' are, what constitutes reoffending? Is it the same definition? The higher the threshold is set, the more likely you are for justice (as opposed to police discretion) to have influenced the outcome, but also the less likely it is that the threshold will be met. Once the threshold question has been determined, the offence type issue also needs to be addressed as before.

- Over what time period do you monitor reoffending? We know from prior research that the longer you follow offenders with previous convictions, the more likely it is that they will 'fail' according to reoffending definitions. To standardise this, research often looks at reoffending rates over a defined period of time (i.e., two-years post release from prison).

- Your results necessarily lag in time. If you want to know about reoffending rates for people released from prison this year, you have to allow time for them to have a chance not to reoffend. This relates back to the previous point. For example, a two-year reoffending rate for people released from prison in 2018 cannot be calculated until 2020.

In this particular case, at the time of undertaking the review, the researchers also did not have access to any of the unit-record level data to be able to address reoffending (regardless as to how any of the issues raised above would have been addressed).

To make some useful contribution at a high-level, however, it is worth summarising the findings of a recent systematic review undertaken by Martinez et al.[5] entitled, "Ravenous wolves revisited: a systematic review of offending concentration." This study summarises research across 73 research studies that have looked at the extent to which crime concentrates among a small group of offenders. The logic of understanding these patterns is that, assuming these patterns are consistent, it would be useful in any specific policing area to determine who this small sub-set of highly-active offenders are in order to implement targeted offender-focused crime prevention strategies. The meta-analysis revealed a consistent pattern across suitable studies demonstrating crime is highly concentrated in the population and across different types of offenders. From an offending 'prevalence' perspective, they found that on average 10% of the population commit 66% of the crime. From an offending 'incidence' perspective (looking within the group who had committed at least one offence), they found that the most active 10% of the offending population accounted for around 41% of crime.

Given the Martinez findings are a summary of existing research, there is every reason to expect that similar concentrations of offending are present in Hedland. Moving forward, it would be useful to understand more about the local patterns in this case. It would also be advised to consider the reoffending measurement issues outlined above in order to determine how best to monitor this as an outcome of any targeted interventions the Town initiates in the future.

2.4.3.b.iii. Identify crime trends (what and where), including trending offender profiles

Figure 2 shows longitudinal trends in selected offences recorded by WAPOL, 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 (2009-10) with relative changes to that year. ABS population estimates indicate WA's population increased by 17.5% over this time period, from 2.29 million in 2009-10 to 2.69 million in 2017-18. It is clear from Figure 2 that police recorded crime in Port Hedland has generally fluctuated, but been consistently lower than 2009-10 levels. In contrast, South Hedland crime levels remained relatively stable from 2009-10 to 2015-16, after which they have steadily increased.

[5] Martinez, N.N., Lee, Y.J., Eck, J., & SooHyun, O. (2017). Ravenous wolves revisited: a systematic review of offending concentration. *Crime Science*, *6*(10), doi: 10.1186/s40163-017-0072-2

Figure 2. WAPOL total selected offence crime counts for WA, regional WA, Port Hedland, and South Hedland, indexed to 2009-10 counts
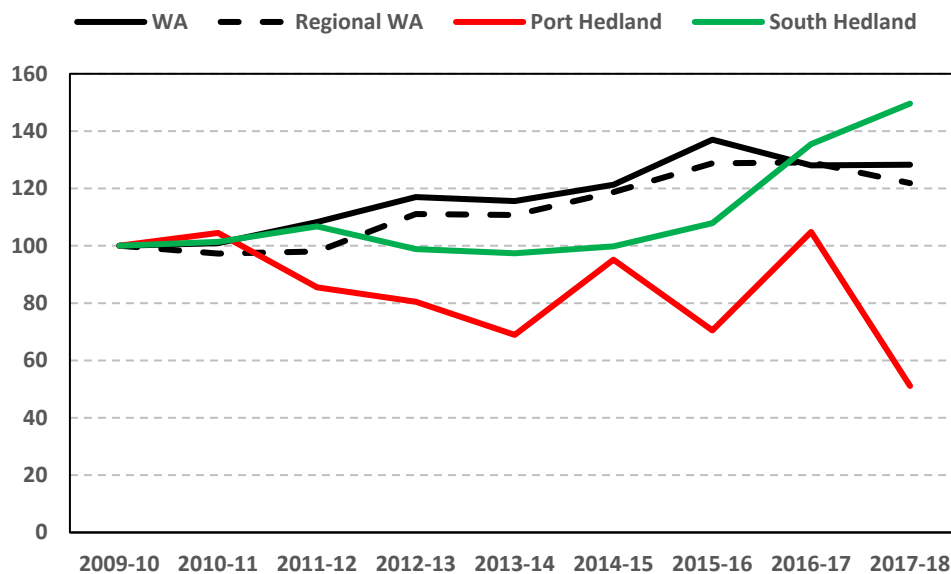
In addition to allowing relative crime priorities from 2016-17 to be determined, Table 2 also makes it possible to compare how crimes in Port Hedland and South Hedland have changed relative to 2011 rates (the most recent preceding Census year).

WA recorded an 11% increase in population and number of dwellings between 2011 and 2016. In contrast, Port Hedland's population declined by 1%, while experiencing a 21% increase in the number of dwellings. South Hedland recorded a 1% population increase and a 34% increase in dwellings.

To avoid the influence of small number variation when comparing rates over time in Port and South Hedland we have focused on the subset of available offences that had a 2016-17 rate for WA that was greater than/equal to 100 per 100,000 or 2.5%. Keeping in mind the relative 2016-17 rates to the whole of WA (discussed above), both Port and South Hedland experienced rate increases in:

- Assault (family) – Port: 68% and South: 165%;
- Threats (family) – Port: 68% and South: 807%;
- Threats (non-family) – Port: 135% and South: 160%;
- Drug offences – Port: 45% and South: 99%;
- Fraud – Port: 185% and South: 43%; and
- Breach VRO – Port: 253% and South: 147%.

In addition to this, South Hedland also experienced an 81% increase in assault (non-family) between 2011-12 and 2016-17.

At the same time, both areas experienced decreases in:

- Burglary – Port: −32% and South: −52%; and
- Property damage – Port: −48% and South: −9%.

For the most part, these increases and decreases mirror the direction of trends at the State-level. Crimes that are increasing can be loosely categorised as acts of violence, fraud, and related to drugs.

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.

2.4.3.b.iv. Identify crime place victim profiles

As explained, above, the data that would have given insight into repeat victimisation and repeat problem locations was not available for this review. As with the repeat offending issue (discussed, above) the researchers have drawn from best-available research reviews to make some important points about likely victimisation issues in the Town. Some things that are important to know include:

- <u>Crime is non-random across spaces.</u> Work by Eck[6] has found that 80% of crime is estimated to occur at 10% of addresses that police respond to.
- <u>Crime is non-random with respect to victims.</u> SooHyun and colleagues undertook another systematic review – this time focused on the concentration of crime among victims.[7] Looking across 40 different studies that have examined this phenomenon, the researchers found 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).

[6] Eck (2015). Who should prevent crime at places? The advantages of regulating place managers and challenges to police services. *Policing: A Journal of Policy and Practice*, *9(3)*, 223-233.
[7] SooHyun, O. Martinez, Lee, & Eck (2017). How concentrated is crime among victims? A systematic review from 1977 to 2014. *Crime Science*, *6(1)*, doi: 10.1186/s40163-017-0071-3

- Prior victimisation is a large risk factor for subsequent victimisation. Consistent with the patterns already discussed, crime surveys consistently demonstrate that prior victimisation is a clear indicator of risk for future victimisation. The most recent rounds of the Australian Bureau of Statistics *Crime Victimisation Australia* surveys demonstrated:
    - Only 2.4% of the population experienced an assault (12-month estimate), but of the small group who were assaulted, 11% experienced 6 or more assaults in the year.
    - 2.6% of the population experienced face-to-face threats of assault, and of those 20% experienced 6 or more threats in a year.
    - Similarly for houses, 2.2% experienced a burglary, but 9% of this group experienced 3 or more burglaries in a year.
- We know that victimisation and offending are linked. Jennings et al. reviewed 37 studies (published between 1958 and 2011) that assessed the overlap between victimisation and offending.[8] The found strong evidence to demonstrate large overlaps in these groups, with findings consistent across time, cultural group, and country of origin of the research. As explained here, the victimisation often significantly predates the offending.
- Building on this link, there is a connection between adverse childhood experiences (ACEs), victimisation, and crime. 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.[9] 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 examined the connection between young people in child protection and those under youth

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[8] Jennings, W. G., Piquero, A. R., & Reingle, J. M. (2012). On the overlap between victimization and offending: A review of the literature. *Aggression and Violent Behavior*, *17(1)*, 16-26.

[9] Fox, B. H., Perez, N., Cass, E., Baglivio, M. T., & Epps, N. (2015). Trauma changes everything: Examining the relationship between adverse childhood experiences and serious, violent and chronic juvenile offenders. *Child abuse & neglect, 46*, 163-173.

justice supervision.[10] 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.

- There is a connection between acquired brain injuries (including FASD) and offending. The recent Telethon Kids Institute research[11] confirms this. 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.

Knowing more about these patterns in the Town would be helpful. 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.

2.4.3.b.v. Scope current health and safety intervention programs in the TOPH

2.4.3.b.vi. Consult with Youth Justice, Corrective and Court Services to source information

2.4.3.c. Review data from Strategic Community Plan consultation (2017) relating to community safety

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[10] https://www.aihw.gov.au/reports/youth-justice/young-people-in-youth-justice-supervision-2014-15/contents/table-of-contents
[11] https://www.telethonkids.org.au/our-research/brain-and-behaviour/disability/alcohol-and-pregnancy-and-fasd-research/banksia-hill-fasd-project/

2.4.3.d. Analyse and summarise Safety Hedland Community Safety Survey (2017)

Provide recommendations for subsequent surveys and community consultation.

Survey respondents

Survey results should be interpreted with caution given obvious differences between the sample and the overall population in the area. Census data gives a profile for the Town of Port Hedland (incorporating both Port and South Hedland) that is 53.4% male, 43% aged 35 years and over, 65% that resides in South Hedland, and 53.2% had moved to the Town between 2011 and 2016. In comparison, the sample (n = 386) was almost 75% female, 56% aged over 35 years, 76% resided in South Hedland, and 56% 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. Looking first at the safety questions, there was an even distribution of respondents who agreed/disagreed that they felt safe living in Hedland. There was also indication that respondents generally felt safe at home (day or night) and in the local area (during the day), with ratios greater than 1.0 in all cases. Respondents indicated they were less likely to feel safe in the local area at night – a finding that is consistent across safety surveys in other contexts. Respondents overwhelmingly indicated they felt the level of crime in Hedland was high and were much more likely to indicate all of the crime types asked about were occurring frequently.

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	40.93	43.30	0.95
	Very safe/safe	Very unsafe/unsafe	
Safe at home during the day	86.76	7.53	11.52
Safe at home during the night	57.29	29.95	1.91
Local area during the day	58.70	24.16	2.43
Local area during the night	24.22	60.94	0.40
	Very low/low	Very high/high	
I believe the level of crime in Hedland is	2.07	79.31	0.03

Crime and safety questions	Dichotomous responses		Ratio
	Never/not often	Very frequently/frequently	
How often - graffiti	21.35	47.14	0.45
How often - theft	10.18	65.79	0.15
How often - MVT	23.89	45.41	0.53
How often - burglary	13.43	62.90	0.21
How often - violence/family violence	18.02	60.05	0.30
How often - damage	14.69	60.89	0.24
How often - anti-social behaviour	12.04	70.16	0.17

Respondents were asked whether there were any particular areas in Hedland where they felt unsafe and where they believed the highest amount of crime occurs. These were free-text response questions and the main findings that were reported included South Hedland shopping centre, South Hedland town centre/square, and local parks. Fifty-seven percent of respondents indicated they use the local parks. For those who said they do not use the parks the main reasons for non-use were (a) they felt intimidated by other people in the area (23%), (b) the lighting was inadequate (21%), (c) they were afraid of crime (16%), (d) and they were afraid of dogs (10%). The most frequent 'other' answers indicated that respondents were also concerned about drug use and unsafe needles in park areas, rubbish, and damaged/dirty equipment.

Respondents were also asked if they had any specific safety concerns about the area in which they lived. This was also a free-text response. Over 40% of the responses to this question indicated people did not have a specific location concern. For those who indicated they were concerned, the most frequently mentioned issues were:

- Alcohol and other drug use, including needles;
- People loitering in public places;
- Property crime;
- Inadequate public lighting;
- People riding motor bikes around in an unsafe manner;
- Rubbish; and
- Violence (including domestic violence).

Table 4 shows the responses to questions about recent victimisation (frequency and reporting rates). Victimisation in the sample was high, with almost 13% of respondents indicating they had experienced recent property damage, 10% had experienced recent car crime and burglary, and over 7% had experienced violence. Reporting rates for these events ranged from 67% for burglary down to 52% for violence and property damage. The

representativeness of the sample should be cautioned against, again, given the most recent Australian Bureau of Statistics estimates that 2.5% of the population were victims of burglary in 2016-17 with 75% reporting to police, and 2.4% were victims of violence (55% reporting).[12]

Table 4. Summary responses and reporting rates for the crime victimisation questions

Victimisation questions	No	Yes - reported	Yes - not reported	Reporting rate
12 month victimisation - burglary	72.06	19.32	9.66	67%
12 month victimisation - car crime	75.13	14.92	9.95	60%
12 month victimisation - property damage	74.08	13.87	12.57	52%
12 month victimisation - violence	84.86	7.83	7.31	52%

Reasons for non-reporting (q11)

Program awareness

Table 5 summarises the extent to which respondents were aware of and participated in local crime and safety programs. These responses indicate low-levels of awareness of these programs, with less than 20% of respondents aware of Ewatch and the home/personal security advisory, two-thirds of respondents unaware of eyes on the street, and only half of respondents aware of the public CCTV network. Further to this, even for the small subset of respondents who were aware of these programs, participation rates were low overall.

Table 5. Summary responses and participation rates for the local crime awareness programs

Program awareness	No	Yes/ participate	Yes/ no participate	Participation rate
Aware of neighbourhood watch	65.71	4.94	29.35	14%
Aware of eyes on the street	64.32	7.29	28.39	20%
Aware of Ewatch	86.91	3.14	9.95	24%
Aware of public CCTV network	49.22	6.25	44.79	12%
Aware of home/personal security advisory	82.06	5.8	12.14	32%

Suggestions for ways the Town of Port Hedland can improve safety and security

Respondents were also asked questions about what they felt the most important things the Town of Port Hedland could do to improve residents' feeling of safety/security. These were

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[12] http://www.abs.gov.au/ausstats/abs@.nsf/mf/4530.0

free-text, open-response questions. The most frequently raised themes that emerged from the responses related to:

- Increasing security, including CCTV;
- Improving public lighting;
- Increasing the use of police patrols, ranger activity, and community patrols;
- Implementing new strategies to manage problem use of alcohol (including public drunkenness) and drug use (including drug dealing);
- Creating safe places for women/children and generating additional services for young people; and
- Reducing loitering, particularly around the South Hedland shopping centre.

Recommendations

Undertake a separate, targeted evaluation of the banned alcohol premises intervention currently being trialled in the Town. At a minimum, this intervention should be measuring:

- What is currently being done (the process)? This could capture a range of issues about how the houses are identified, what happens when they are identified, how is ongoing monitoring/support provided, what do police do when someone ignores the order, etc.?
- What are the implications of the current intervention (the outcomes)? This would need to consider the implications for the people at the registered addresses (qualitative and quantitative), and also look for displacement and diffusions of benefits of this intervention. Crime/problem-based metrics could include police calls for service, cautions, arrests, move-on notices, etc.
- What is missing? How well is this intervention intersecting with other service provision (such as drying-out shelters, youth safe spaces, women's refuges, addictions support services, etc.), and what other aspects of the program could be enhanced?