

# PROPERTY CRIME REDUCTION STRATEGY 2012 - 2015



CANBERRA: A SAFER PLACE TO LIVE

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GPO Box 158, Canberra City ACT 2601.

Enquiries about this publication should be directed to:

Legislation and Policy Branch, Justice Planning and Programs

Justice and Community Safety Directorate – (JACSD)

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Telephone: Canberra 13ACT1 or 132 281



## MINISTER'S STATEMENT

Property crime offences can affect any Canberran at any time, and this is why the ACT Government has created a plan that is designed specifically to continue to protect Canberrans from this area of crime.

The ACT Property Crime Reduction Strategy 2012-15 Canberra: A safer place to live, is a coordinated approach across government that aims to build on the already positive downward trends that we have seen over the past 12 months. Some of the positive results over the past year include motor vehicle theft (down 27%) and burglary/break and enter (down 25%), robbery offences (down 10%) and property damage (down 16%). But, when it comes to community safety, we cannot afford to be complacent.

This strategy and its associated action plan acknowledges the financial and social investment that government and community have already made in a range of areas over recent years. These include: the commissioning of the Alexander Maconochie Centre; the development and implementation of the Aboriginal and Torres Strait Islander Justice Agreement; and the creation of a 'one-stop shop' for victims in the form of Victims Support ACT.

This new Property Crime Reduction Strategy builds on the previous strategy and includes important renewed targets to see further downward trends including a target to reduce reported ACT burglary crime by a further 10% and motor vehicle theft by a further 20% by 31 December 2015.

This strategy also has a strong and diverse focus on tackling property crime and recognises that a broad range of services can contribute to reducing property crime, including health, education, employment, housing as well as justice services.

The government has created a combined approach to property crime in the ACT involving, not only the policing and law enforcement authorities, but government directorates, communities organisations and members of the general community. That's why this strategy has also been developed by a cross-sector Crime Prevention and Community Safety Forum comprising representatives from across government, and the community sectors including young people, the aging, the Aboriginal and Torres Strait Islander community, people with a disability, the mental health sector, women, the drugs and alcohol sector, and the disadvantaged and low income sector.

I thank the forum for assisting government to develop this strategy, aimed at stopping the cycle of offending, engaging the disengaged through early intervention, and creating a safer, more secure community by making buildings and public places safer and people's possessions more secure.

**Simon Corbell MLA**

Attorney-General and Minister for Police and Emergency Services

April 2012

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# LIST OF ACRONYMS

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ABS	Australian Bureau of Statistics
ACTCS	ACT Corrective Services (part of the Justice and Community Safety Directorate)
ACTP	ACT Policing
AIC	Australian Institute of Criminology
AJA	Aboriginal and Torres Strait Islander Justice Agreement <sup>1</sup>
AMC	Alexander Maconochie Centre (ACT's Prison)
CADAS	Court Alcohol and Drug Assessment Service
CAMHS	Child and Adolescent Mental Health Service (part of the Health Directorate)
CIT	Canberra Institute of Technology
CMCD	Chief Minister and Cabinet Directorate
COTA	Council on the Ageing
CPTED	Crime Prevention Through Environmental Design
CSD	Community Services Directorate
DPP	Director of Public Prosecutions
ESA	Emergency Services Agency (part of the Justice and Community Safety Directorate)
ESDD	Environment and Sustainable Development Directorate
ETD	Education and Training Directorate
HD	Health Directorate
JACSD	Justice and Community Safety Directorate
NMVTRC	National Motor Vehicle Theft Reduction Council
OCYFS	Office of Children, Youth and Family Support (part of the Community Services Directorate)
RJU	Restorative Justice Unit (part of the Justice and Community Safety Directorate)
TAMSD	Territory and Municipal Services Directorate
TD	Treasury Directorate
VoCC	Victims of Crime Commissioner
VSACT	Victim Support ACT
YDAC	Youth Drug and Alcohol Court

<sup>1</sup> Available at <http://www.justice.act.gov.au/publication/view/270>

# EXECUTIVE SUMMARY

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The ACT Property Crime Reduction Strategy 2012-15 is a comprehensive and collaborative response to reducing property crime in the ACT. It builds on the success of the previous ACT Property Crime reduction Strategy 2004-2007 and a range of activities across government in the intervening years.

The vision of the 2012-15 Strategy is to make Canberra a safer place to live through a collaborative whole of government effort to produce a sustainable reduction in burglaries and motor vehicle thefts. More specifically, to reduce burglary crime by a further 10% and motor vehicle theft by a further 20% by 31 December 2015.

To achieve this vision – three objectives have been set:

1. stopping the cycle of offending – justice reinvestment
2. engaging the disengaged – the role of early intervention
3. creating a safer, more secure community – supporting victims of crime, making buildings and public places safer and ensuring cars are secure

Underpinning each of these objectives is an Action Plan, containing specific crime reduction and prevention measures. The Action Plan identifies and links strategic focus areas that government and the community sector will focus on to produce sustainable reductions in property crime.

Each objective is further supported by programs, projects and activities within the Action Plan that address the following areas:

- law enforcement operations to reduce property crime
- early intervention/diversion programs for young people
- programs for recidivist property crime offenders
- community education, awareness and capacity building and,
- designing out crime on existing and planned buildings and public spaces

The development of this new Strategy has also occurred in parallel with a number of comprehensive and dynamic strategic and operational projects being developed by other Directorates including Community Services, Education and Training and Health. As these projects evolve and reach a point at which they influence property crime offending their contribution will be incorporated into the Action Plan of this Strategy.

The Strategy is divided into three sections. Section one outlines the strategic elements underpinning the Strategy, the process for implementation, evaluation, reporting and review, and discusses the evidence supporting the 2012-15 Strategy.

Section two outlines each of the objectives within the Action Plan, and the programs, projects and activities, to be undertaken by each responsible lead agency or partnership.

Section three examines the data and research on burglary and motor vehicle theft and builds a comprehensive picture of property crime that supports the approach taken in this Strategy.

# INTRODUCTION

The ACT Property Crime Reduction Strategy 2012-15 is the key government response to lowering and sustaining reduced levels of burglary offending and motor vehicle theft<sup>2</sup> for the Canberra community. It follows the success of the ACT Property Crime Reduction Strategy 2004-2007-*Building a Safer Community*.

Property crime reduction is recognised in the 2011-12 statement of government priorities through priority 8: continued improvement in public safety. This priority underpins the Government's commitment to ensuring that ACT residents live in a fair and safe community, as articulated in the Canberra Plan.

While the ACT's level of property crime is trending strongly downward (see *Schedule A* for an ACT Policing five year breakdown of the burglary, break and enter and motor vehicle offences), our community is still affected by property crime. Offences against property account for nearly three quarters of all offences reported or made known to police in the ACT.<sup>3</sup>

ACT Policing tackle property crime through a multi-pronged approach that includes a dedicated property crime team with an aggressive crime-targeting strategy; a revitalised intelligence collection and analysis effort against volume property crime; targeting known recidivist offenders; and enforcing bail conditions on known property crime offenders.

The success of this approach is clearly demonstrated by the 2010-11 crime figures compared to 2009-10 figures:<sup>4</sup>

- burglary offences declined by 32.4%
  - that translates to 1683 fewer offences in the 12 months to June 2011 compared to the 12 months to June 2010
  - or 5,147 offences by June 2010 reducing to 3,464 offences by June 2011
- motor vehicle theft offences declined by 37.3%
  - that translates to 776 fewer offences in the 12 months to June 2011 compared to the 12 months to June 2010
  - or 2,080 offences by June 2010 dropping to 1,304 offences by June 2011

This Strategy builds on and cements the work of ACT Policing by wrapping services from the rest of government around the individuals affected by property crime - the victims, the recidivist offenders and the at risk<sup>5</sup> young people, to make Canberra a safer place to live.

The Strategy also acknowledges the significant role that the community sector has played in its development and the key role it will play in its implementation.

Effective crime prevention is the result of any action that causes a reduction in the level of criminal activity and the resulting harm. It is about reducing the number of criminal offenders and their victims. This is achieved through primary, secondary and tertiary crime prevention – key components of this Strategy.

**Primary crime prevention** is directed at stopping the problem before it occurs and involves:

- reducing opportunities for crime
- strengthening community and social structures

Primary crime prevention focuses on *social* and *situational* factors.

*Social* factors influence an individual's likelihood of committing a crime. They include factors like poverty, unemployment, poor health and low educational attainment and performance.

*Situational* factors are influenced by an individual's environment including the design of buildings and landscapes.

**Secondary crime prevention** seeks to change people, typically those at high risk of embarking on a criminal career, through:

- rapid and effective early interventions for high risk individuals
- support provided to high-risk individuals, families or neighbourhoods

**Tertiary crime prevention** focuses on the operation of the criminal justice system and on intervention in the lives of known offenders in an attempt to prevent re-offending.<sup>6</sup>

The strategic elements of this Strategy embody primary, secondary and tertiary crime prevention.

*Diagram 1: Levels of Crime Prevention* depicts the different elements that influence these three levels of crime prevention.

<sup>2</sup> The term "motor vehicle theft" in the context of this Strategy includes "motor vehicle theft and related offences" as recorded in the Australian and New Zealand Standard Offence Classification (ANZSOC).

<sup>3</sup> ABS, Recorded Crime – Victims, Australia, 2010 (Cat No 4510.0).

<sup>4</sup> See ACT Criminal Justice Statistical Profile – June 2011 Quarter [http://www.justice.act.gov.au/criminal\\_and\\_civil\\_justice/criminal\\_justice\\_statistical\\_profiles](http://www.justice.act.gov.au/criminal_and_civil_justice/criminal_justice_statistical_profiles) and ACT Policing Annual Report 2010-2011 <http://www.police.act.gov.au/media-centre/publications/annual-reports.aspx>

<sup>5</sup> The term 'at risk' is also referred to in this Strategy as 'vulnerable'. This latter term is more commonly used in other government directorates.

<sup>6</sup> *Approaches to understanding crime prevention*, AICrime reduction matters, Australian Institute of Criminology, 20 May 2003, no.1

## DIAGRAM 1: LEVELS OF CRIME PREVENTION



Approaches to understanding crime prevention, AICrime reduction matters, Australian Institute of Criminology, 20 May 2003, no.1

## SECTION 1: THE STRATEGIC ELEMENTS

### VISION, TARGET, PRINCIPLES AND OBJECTIVES

The **vision** of this Strategy is to make Canberra a safer place to live through a whole of government effort to produce a sustainable reduction in burglaries and motor vehicle thefts.

To achieve this vision the Strategy has set a **target**: to reduce reported ACT burglary crime by a further 10% and motor vehicle theft by a further 20% by 31 December 2015.

Victim Type	Base year (2010)	Target by 31 December 2015 <sup>7</sup>
Burglary	4240 victims	↓ 10% (approx. 3816 victims or less)
Motor Vehicle Theft	1331 victims	↓ 20% (approx. 1065 victims or less)

The Strategy contains the same **core principles** as the previous successful ACT Property Crime Reduction Strategy:

- recognition of the importance of integrated approaches across government and community in addressing crime and complex social issues that contribute to property crime
- recognition of the importance of the justice system in identifying high-risk offenders and changing their behaviour through law enforcement and rehabilitation programs
- a commitment to community capacity building
- recognition of the value of using the experience of those who have experienced property crime and who are also most at risk of property crime
- recognition of the potential for designing-out-crime principles to deter crime and reduce fear of crime

The Strategy is being driven by three key **objectives**:

1. stopping the cycle of offending – justice reinvestment
2. engaging the disengaged – the role of early intervention
3. creating a safer, more secure community – supporting victims of crime, making buildings and public places safer and ensuring cars are secure

Crime reduction and prevention measures have been linked to each objective through a comprehensive Action Plan. The **Action Plan** takes into account key changes that have occurred since the previous ACT Property Crime Reduction Strategy including the AMC, the Bimberi Youth Justice Centre, the Galambany ‘Circle Sentencing’ Court, restorative justice reforms and a ‘one-stop shop’ for victims. Further details on the changes in the ACT are in Schedule C: The Changing ACT Criminal Justice System.

<sup>7</sup> The percentage difference from the target will be based on data sourced from the ABS Recorded Crime – Victims Australia, as at 2010 (Published 23 June 2011) which is correct at the time of publication. ABS Victim data is based on calendar years and is published at the end of June each year and reports on offences in the previous calendar year. It is also important to note that because policing data is live an adjustment in the figures can occur when the same data is reported upon at a later point in time. In the ACT there is a time lag between the reporting of criminal incidents to police and the verification of these incidents on the Police Real-time Online Management Information System (PROMIS). The baseline year of 2010 will lock in the data but future years will show an adjustment from these baseline figures as the data is being pulled from a live data source.

The Strategy identifies that a whole of government response to property crime reduction that involves more than law enforcement and justice agencies is integral to its success. Non-justice agencies committed to the Action Plan include Community Services Directorate, Education and Training Directorate, Health Directorate, Territory and Municipal Services Directorate and the Environment and Sustainable Development Directorate.

The Action Plan contains two parts. The first part – **Core Strategic Focus Areas** describes nine priority areas that government and the community sector will focus on to achieve sustainable reductions in property crime. The second part – **Core Actions** describes the programs, projects and activities undertaken by government and the community sector to be reported on annually.

The Core Actions cover a broad range of areas feeding into the three key objectives, including:

- law enforcement operations to reduce property crime
- early intervention/diversion programs for young people
- programs for recidivist property crime offenders
- community education, awareness and capacity building
- designing out crime on existing and planned buildings and public spaces

The development of the 2012-15 Strategy has been strongly influenced by the overwhelming success of the previous Property Crime Reduction Strategy 2004-07. The vision of the 2004-07 Strategy was for a safer Canberra through a collaborative effort to reduce burglaries by 10% and motor vehicle theft by 25% by 31 December 2007. *Schedule B* provides further information on the targets and successful reduction of burglaries and motor vehicle thefts achieved by the previous Strategy.

As with the previous Strategy, this Strategy will start measuring its success from a baseline year – 2010. This is an important measuring point for two reasons. Firstly, 2010 is the year before development of the Strategy commenced, the government effort to achieving the Strategy's objectives can be measured going forward from this point in time. Secondly, 2010 data allows changes to the Australian Bureau of Statistics (ABS) counting rules, which adversely affect the ACT results when compared with a national average, to have had two years of reporting. The changes relate to both offence classification codes used to understand offender data<sup>8</sup> and the data collection method and survey redesign used with victims data.<sup>9</sup> These changes mean that it is not possible to compare the data presented in the previous Strategy with data that is presented in this new Strategy.

It is also important to acknowledge that the targets are measured according to calendar years as this is the timeframe in which the ABS records reported crime. As the ABS is an independent reporting source it is an important reference point from which to measure the success of this Strategy. This point in time measurement contrasts with numeric milestones/targets measured in the Action Plan as they are reported according to the financial year.

<sup>8</sup> A revised edition of the Australian Standard Offence Classification (ASOC), Australia, 2008 (second edition), (cat. No 1234.0) had been released and applied to the data in the ABS, Recorded Crime – Offenders, Australia, 2008-09 series (cat. No 4519.0). ASOC provides a uniform national classificatory framework for classifying offences across Australia for statistical purposes. Associated with each classification are coding rules which ensure that the counting of information is consistent across states and territories. This revision means that data from 2007-08 is not comparable to the 2008-09 data as the publications prior to 2007-08 are based on the previous ASOC (1997).

<sup>9</sup> The Crime Victimization, Australia, 2008-09 publication (cat. No 4530.0) is based on a redesigned survey that involved a new data collection method. The 2008-09 data was collected by personal interviews, telephone or at selected dwellings. Due to differences in the mode of data collection and survey questions, crime victimisation data from the 2008-09 Crime Victimization Survey onwards is not directly comparable with data from previous years' Crime and Safety Surveys.

## IMPLEMENTATION, EVALUATION, REPORTING AND REVIEW

The Crime Prevention Working Group, a sub-group of the Crime Prevention and Community Safety Forum, is responsible for coordinating the implementation and monitoring of the Strategy. Agencies are required to report against the Action Plan, unless otherwise indicated, every 12 months. This reporting will occur within the agencies' annual reporting process and a report will be tabled in the Legislative Assembly in the final quarter of each calendar year.

The Working Group is responsible for evaluating the overall effectiveness of the Strategy. A central part of this activity will be reviewing existing action items and, where appropriate, revising or refocusing items in the Action Plan.

Although this Strategy has been prepared and launched at a point in time, it has been designed to evolve as further programs are developed and new strategies emerge, ensuring continual positive change.

In the justice system, changes, occur along the justice continuum – from early intervention and the use of diversion options through to the programs delivered by the Bimberi Youth Justice Centre and the AMC and onto the throughcare support provided to adult offenders and young people post-release.

The government also recognises the need to continue to support victims in the justice system through the appointment of an ACT Victims of Crime Commissioner to head its 'one-stop shop' for victims – Victims Support ACT.

Finally, the government is working to make our public places safer by applying designing out crime principles to new and existing spaces. It is also working to make our cars, and the locations where we park our cars, more secure.

## SECTION 2: THE OBJECTIVES & ACTION PLAN

This Property Crime Reduction Strategy has three key objectives:

1. **stopping the cycle of offending – justice reinvestment**
2. **engaging the disengaged – the role of early intervention**
3. **creating a safer, more secure community – supporting victims of crime, making buildings and public places safer and ensuring cars are secure**

These objectives were developed based on the objectives from the previous Strategy combined with an extensive review of current research on property crime rates and trends in the ACT. They have been developed by the Crime Prevention and Community Safety Forum and build on the work done by government and the community sector.

Critical to each objective is a specific Action Plan. This Action Plan contains a total of nine core strategic focus areas (three for each objective) and the programs, projects and actions that drive crime reduction and crime prevention outcomes for each of the objectives.

Each objective's strategic focus areas are listed below followed by a description of the objective and the objective specific programs, projects and activities to be undertaken by government and the community sector. A final fourth section of the Action Plan details general actions that do not specifically link to an objective but make an important contribution to the success of the Strategy.

## CORE STRATEGIC FOCUS AREAS

### Objective 1 – Stopping the Cycle

Enhancing and sustaining the multi-pronged, intelligence-led police methods for locating, apprehending and monitoring recidivist property offenders

Reducing over-representation in the criminal justice system through the implementation of three critical property crime related action items contained in the Aboriginal and Torres Strait Islander Justice Agreement

Developing, designing and delivering justice reinvestment and throughcare programs for adult and juvenile recidivist property crime offenders with government and non-government agencies

### Objective 2 – Engaging the disengaged

Diverting more young property crime offenders away from the court towards diversionary options including 'at risk' programs and restorative justice

Facilitating government and non-government agencies to work together to identify, refer and comprehensively support 'at risk' young people and their families

Enhancing and developing a variety of pathways and strategies to ensure that all young people at risk remain engaged in education, training and employment

### Objective 3 – Creating a safer, secure Canberra

Enhancing the collaboration between government, non-government agencies and community to identify the best ways to design out crime in new and existing spaces

Increasing collaboration of government and justice agencies to work with special interest groups in the community to promote awareness of strategies that individuals can adopt to minimise their risk of exposure to property crime

Building a property crime-resilient business community by promoting security awareness and property crime reduction activities for the Canberra business community using multiple channels to disseminate information



# 1. STOPPING THE CYCLE OF OFFENDING – JUSTICE REINVESTMENT

The following core strategic focus areas define the three priority work areas for achieving Objective 1:

- Enhancing and sustaining the multi-pronged, intelligence-led police methods for locating, apprehending and monitoring recidivist property offenders
- Reducing over-representation in the criminal justice system through the implementation of three critical property crime related action items contained in the Aboriginal and Torres Strait Islander Justice Agreement
- Developing, designing and delivering justice reinvestment and throughcare programs for adult and juvenile recidivist property crime offenders with government and non-government agencies

It is a challenge for our adult and juvenile criminal justice agencies to stop the 'revolving door' cycle that can affect property crime offenders. Research shows that a large number of offences are committed by a small number of offenders.<sup>10</sup> The cost of property crime to the community is large, so investing in changing the offending patterns of this small core group has the potential to produce many positive results.

Stopping the cycle of offending and breaking the associated cycles of vulnerability (including poor mental and physical health, low levels of education, unstable or no employment, unreliable or no housing) requires collaborative, cross agency approaches to working with high and complex needs offenders and their families. Central to this process is assessing an offender's risk, identifying which intervention and rehabilitation programs are appropriate and delivering them through an individualised plan that is targeted to the offender's learning ability and style.

Breaking or reducing these cycles of offending can result in multiple benefits: to the people who do not become victims of a recidivist offender; to the offender whose social, health, employment, housing and financial outcomes are enhanced; and finally, by stopping, or reducing, the likelihood of children of offenders becoming offenders themselves.<sup>11</sup>

Tackling the cycle of offending involves understanding justice reinvestment, which is the rebalancing of criminal justice expenditure from custody to community based initiatives that tackle the causes of crime rather than the results of crime. This process involves understanding criminal trends and factors driving criminal activity and prison population growth. In the Australian context, justice reinvestment approaches involve the implementation of specific programming designed to address the underlying causes of crime. All jurisdictions currently have in place a range of prevention, diversion, rehabilitation and offender reintegration programs aimed at crime reduction. It is this more broad view of justice reinvestment that is embraced in this Strategy.

Further information on Objective 1 is contained in *Schedule D: Breaking the cycle by understanding risk, need, responsivity and using justice reinvestment*.

<sup>10</sup> Operation Anchorage by Makkai et.al (2004) found that '18 % of offenders had 15 or more prior offending episodes and they account for 62 % of all prior episodes'.

<sup>11</sup> Research has shown that the more severe the offending the higher the likelihood that the children of recidivist offenders will disengage from education and training – see Goodwin, V & Davis, B, *Crime families: Gender and the intergenerational transfer of criminal tendencies*, Trends and issues in crime and criminal justice, no.414, May 2011.

## ACTION PLAN

### OBJECTIVE 1 – STOPPING THE CYCLE

Enhancing and sustaining the multi-pronged, intelligence-led police methods for locating, apprehending and monitoring recidivist property offenders

Reducing over-representation in the criminal justice system through the implementation of three critical property crime related action items contained in the Aboriginal and Torres Strait Islander Justice Agreement

Developing, designing and delivering justice reinvestment and throughcare programs for adult and juvenile recidivist property crime offenders with government and non-government agencies

### ACTIONS FOR OBJECTIVE 1

Youth diversion, court, custody and community based actions

Programs, Projects and/or Actions	Lead Agency/ Partnership	Milestones/Targets
1.1 Provide the Turnaround program for vulnerable 12-18 year olds with intensive support needs requiring a multi-service response.	<b>CSD, OCYFS</b> with cross sector governance structure	Provide intensive support for between 25-35 young people annually (2010 year = 27 young people supported).
1.2 Refer young people to Galambany 'Circle Sentencing' Court.	<b>Magistrates Court, JACSD (RJU, DPP, CSD)</b>	Finalise the Galambany Court Practice Direction. Increase or maintain referrals year on year (2010-11 referrals = 5 young people). Annually train new Galambany Court Panel members. Expand the Galambany Court Strengthening Project to include processes and practices related to young people.
1.3 Provide support through outreach assessments, home visits and cultural mentoring & support to Aboriginal & Torres Strait Islander persons participating in restorative justice (AJA action item 24).	<b>JACS (RJU)</b>	Reporting to be undertaken through the annual AJA reporting framework.
1.4 Refer young people to the Early Intervention Drug Diversion Program.	<b>ACTP, HD</b>	Diversion of under age drinkers to a health assessment and alcohol information session with their parent or guardian (2010-11 = 152).

Youth diversion, court, custody and community based actions		
Programs, Projects and/or Actions	Lead Agency/ Partnership	Milestones/Targets
1.5 Undertake the Youth Drug and Alcohol Court trial.	<b>Magistrates Court, CSD</b>	Commence the two year trial to support young people through an intensive program focused on changing their drug and alcohol use (implementation to occur in 2011 and first reporting year is 2012).
1.6 Provide a trial of an after hours support service to young people to divert them from custody.	<b>CSD (OCYFS)</b>	Undertake a formal evaluation of the after hours bail service after 30 June 2012 (date trial to be completed).
1.7 Provide Forensic Court Liaison Service for young people and adults.	<b>HD</b>	Provide mental health assessments to adults and young people in the court cells, immediately prior to appearing before the Magistrate to facilitate referrals to appropriate services (average number of assessments per month for 2010-11 = 26.4).
1.8 Support the Forensic Bimberi Mental Health Team.	<b>HD</b>	Ensure that 100% of detainees identified as having mental illness, who exit custody, are reviewed by a mental health clinician within 7 days of being released.
1.9 Establish and implement the priorities outlined in the Blueprint for Youth Justice in the ACT.	<b>CSD &amp; all relevant government directorates</b>	Through the Youth Justice Taskforce group implement the priorities outlined in the Blueprint for Youth Justice in the ACT.
1.10 Enhance the Bimberi Youth Justice Centre educational, and training programs.	<b>CSD, ETD, CIT</b>	A high level, cross government, strategic reference group to oversee, among other <i>Blue Print for Youth Justice in the ACT</i> priorities, the development and provision of effective educational and training programs at Bimberi and their successful transition of young people back into schooling and training options in the community.
1.11 No young person exits into homelessness.	<b>CSD</b>	Ensure accommodation for 100% of young people released from Bimberi who are not returning to family and ensure, where possible, these clients are supported into stable accommodation.
1.12 Administer Court Alcohol and Drug Assessment Service (CADAS) in the Children's Court.	<b>HD, Children's Court</b>	Increase or maintain number of compliant CADAS assessments for young people. (2010-11 assessments = 50 and number engaged in treatment = 23).

Adult diversion, court, custody and community based actions		
Programs, Projects and/or Actions	Lead Agency/ Partnership	Milestones/Targets
1.15 Develop and implement a Throughcare/ Aftercare program capable of delivering tangible support service and programs for Aboriginal and Torres Strait Islander clients (AJA action item 32).	<b>ACTCS</b>	Reporting to be undertaken through the annual AJA reporting framework.
1.16 Assess all AMC admissions (remanded and sentenced), where practicable, for work readiness skills (including numeracy and literacy).	<b>ACTCS</b>	Undertake work readiness skills assessment on at least 90% of admissions. Report on numeracy and literacy progress.
1.17 Provide Galambany 'Circle Sentencing' Court for Aboriginal and Torres Strait Islander adult offenders.	<b>Magistrates Court; JACSD, DPP</b>	Finalise the Galambany Court Practice Direction. Increase or maintain referrals year on year (2010-11 referrals = 26 adults) Train 100% of new Galambany Court Panel members. Progress the Galambany Court Strengthening Project for adults.
1.18 Provide the Prisoner Employment Program encompassing the New Employment Opportunities Program that assists adult detainees to gain employment on release from prison.	<b>ACTCS</b>	Provide 100% of adult detainees per year the opportunity to engage in meaningful and sustainable paid employment, work experience, vocational training and education for the purposes of rehabilitation and reintegration into the community.
1.19 Provision of the Solaris Therapeutic Community at the AMC.	<b>ACTCS</b>	Provide intensive, live-in rehabilitation model targeting 100% of detainees who are assessed as suitable with alcohol and other drug dependencies.
1.20 No AMC exits into homelessness.	<b>ACTCS - CSD</b>	Ensure accommodation is provided to 100% of people released from AMC and that each year the number of post-release clients supported into their own tenancy is sustained, if not increased.
1.21 Provide the Managed Accommodation Program (MAP).	<b>ACTCS</b>	Provide supported accommodation for a maximum of six months for up to six people subject to a supervised Court or Releasing Authority Order, where alcohol and/or drug use is a contributing factor to their risk of offending.

Adult diversion, court, custody and community based actions		
Programs, Projects and/or Actions	Lead Agency/ Partnership	Milestones/Targets
1.22 Provide Canberra Mens Centre Outreach and Accommodation Support Service – part of Social Housing and Homelessness Services.	<b>CSD, ACTCS</b>	Provide accommodation, support and related criminal justice programs for at least 15 men exiting AMC, plus outreach support for a further 10 men who are under the supervision of ACTCS.
1.23 Provide the Women Exiting Corrections Program (WECP) – part of Social Housing and Homelessness Services.	<b>CSD, ACTCS</b>	Provide accommodation and support for at least 5 women exiting the AMC, plus outreach support for a further 15 women, who are under the supervision of ACTCS, who are homeless/at risk of homelessness, or transitioning to independent living.
1.24 Provide Sobering Up Shelter.	<b>HD</b>	Provide safe overnight residential services for up to 5 adults who are intoxicated with alcohol or other drugs.
1.25 Provide supported accommodation for Aboriginal and Torres Strait Islander young people through the Narrabundah House Indigenous Supported Accommodation Service.	<b>CSD</b>	Provide supported accommodation for up to 4-5 young men linking them to appropriate support programs and developing their living and social skills.
1.26 Reduce concentrations of disadvantage by increasing take-up of Tenant Initiated Grants Program.	<b>CSD</b>	Increase the take-up of Tenant Initiated Grants for education employment and training – 50 available in 2010/11.
1.27 Continue the multi-pronged approach to reducing property crime that includes a dedicated property crime team with an aggressive crime-targeting strategy and a revitalised intelligence collection and analysis effort against volume property crime.	<b>ACT P</b>	Milestones in accordance with the AFP-ACT Policing Purchase Agreement – see KPI 2.
1.28 Continue to target recidivist burglary offenders.	<b>ACT P</b>	Milestones in accordance with the AFP-ACT Policing Purchase Agreement – see KPI 2.
1.29 Continue to target recidivist motor vehicle theft offenders.	<b>ACT P</b>	Milestones in accordance with the AFP-ACT Policing Purchase Agreement – see KPI 2.
1.30 Continue the Suburban Policing Strategy.	<b>ACT P</b>	Milestones in accordance with the AFP-ACT Policing Purchase Agreement –see KPI 2.
1.31 Report ACTCS incarceration rates for burglary and MV offenders.	<b>ACTCS</b>	For 2010 – ABS publication - Prisoners in Australia 2010 – Burglary = 18 and theft and related offences (including MV) = 24.
1.32 Consider the development of a Justice Reinvestment strategy in the ACT.	<b>JACS</b>	Undertake research into an ACT based Justice Reinvestment model.

## 2. ENGAGING THE DISENGAGED – THE ROLE OF EARLY INTERVENTION

The second objective focuses on the role of early intervention and engaging those young people who are disengaging or disengaged from education, employment or their community. It is defined by the following core strategic focus areas:

- Diverting more young property crime offenders away from the court towards diversionary options including ‘at risk’ programs and restorative justice
- Facilitating government and non-government agencies to work together to identify, refer and comprehensively support ‘at risk’ young people and their families
- Enhancing and developing a variety of pathways and strategies to ensure that all young people at risk remain engaged in education, training and employment

Many of the critical moments for effective intervention occur during the early years of a person’s life, (although this does not necessarily mean that critical intervention can only occur in the early years).<sup>12</sup> Underlying social factors including the quality of family life, acceptance or rejection by peers, educational attainment, poverty and child abuse, can all contribute to an environment where a young person’s choices become limited and they are more likely to become involved in crime. As the ACT has the highest proportion of young people of all Australian jurisdictions, it is critical to the success of this Strategy that early intervention be undertaken with at risk young people.<sup>13</sup>

Evidence suggests that long-term benefits will accrue from effective developmental and early intervention programs. Early intervention focuses on investing in programs to manipulate risk and improve protective factors at crucial transition stages across a person’s life. These include: early childhood support, school and vocational education transition programs and programs aimed at aiding the transition to higher education and employment.

Early intervention and prevention programs are designed to reverse or reduce the impact of known risk factors, build individual capacity and develop protective factors. The programs are more likely to be effective if they work at multiple levels, with individuals, families and community, and if they also target multiple risk factors and develop multiple protective factors.

Early intervention programs also include initiatives to support young people transitioning from foster care and can involve youth centres that encourage community engagement or provide education and life skills courses.

Extensive research into intergenerational studies indicates that criminal offending can be transmitted through generations within families - the more severe the criminal offending history, the greater the likelihood of intergenerational transmission. To prevent this cycle of crime, attention must also be focused on reducing the risk of involvement in crime by implementing early intervention programs for at risk children or young people, with an incarcerated parent or who disengage from education and training.<sup>14</sup>

The actions undertaken to realise this objective focus on identifying young people at risk of committing crime, including burglary and motor vehicle theft, and wrapping support and services around the individual and, where possible, their family.

<sup>12</sup> The discussion in this section is informed by the Community Service Directorate’s Towards a Diversionary Frameworks for the ACT 2011 discussion paper - [http://www.dhcs.act.gov.au/\\_data/assets/pdf\\_file/0003/188274/Towards\\_a\\_diversionary\\_framework\\_for\\_the\\_ACT\\_Discussion\\_Paper.pdf](http://www.dhcs.act.gov.au/_data/assets/pdf_file/0003/188274/Towards_a_diversionary_framework_for_the_ACT_Discussion_Paper.pdf)

<sup>13</sup> ABS 4519.0 2009-10, Recorded Crime – Offenders, p 38.

<sup>14</sup> Goodwin, V & Davis, B, *Crime families: Gender and the intergenerational transfer of criminal tendencies*, Trends and issues in crime and criminal justice, no.414, May 2011.

The action items include using diversionary pathways out of the justice system and delivering education and pro-social programs that engage young people at risk, or in the early stages, of interacting with the justice system.

Further information on the ACT's commitment to early intervention and education is discussed in *Schedule E*.

## ACTION PLAN

### OBJECTIVE 2 – ENGAGING THE DISENGAGED

Diverting more young property crime offenders away from the court towards diversionary options including 'at risk' programs and restorative justice

Facilitating government and non-government agencies to work together to identify, refer and comprehensively support 'at risk' young people and their families

Enhancing and developing a variety of pathways and strategies to ensure that all young people at risk remain engaged in education, training and employment

### ACTIONS FOR OBJECTIVE 2

#### Diversion

Programs, Projects and/or Actions	Lead Agency/ Partnership	Milestones/Targets
2.1 ACT Policing partnering with community organisations and programs targeting Aboriginal and Torres Strait Islander children and young people to increase engagement and implement early intervention and prevention pathways (AJA action item 22).	<b>ACTP</b>	Reporting to be undertaken through the annual AJA reporting framework.
2.2 Facilitate restorative justice processes for young people aged between 10-17 years of age.	<b>RJU</b> , All other ACT criminal justice agencies	Increase or maintain year on year referrals to restorative justice, particularly Aboriginal and Torres Strait Islander referrals and referrals in parallel to court and post-sentence. (2010 referrals – ACT Policing = 66, DPP = 8, Children's Court = 70; ACTP ATSI = 18, Children's Court ATSI = 9).  Actions as defined in the annual AFP-ACT Policing Purchase Agreement 2010-11 – juveniles referred to diversionary programs (target = 55 or more – 2010-11 result achieved = 95).

Youth Programs		
Programs, Projects and/or Actions	Lead Agency/ Partnership	Milestones/Targets
2.3 Ongoing Youth and Family Support Program targeting at risk young people and their families.	<b>CSD and other community organisations</b>	Implement the Youth and Family Support Program providing funding to agencies to deliver targeted prevention and early intervention services.
2.4 Ongoing use of the Youth Level of Service/Case Management Inventory (YLS-CMI) to better target services for young offenders.	<b>CSD</b>	Increase YLS-CMI assessments by 100% in 2012.

Education		
Programs, Projects and/or Actions	Lead Agency/ Partnership	Milestones/Targets
2.5 Work towards the ACT Youth Commitment goals.	<b>ETD</b>	Increase the number of students in Alternative Programs accessing VET qualifications.
2.6 Increase school participation and attainment rates.	<b>ETD</b>	Increase the proportion of 20-24 year olds with a Year 12 or equivalent vocational qualification to 94.3%.
2.7 Ensure that young people in schools at major transition points have a Pathways Plan.	<b>ETD, CIT, Community Agencies</b>	By 2014 all ACT students in Years 6-12 will have or be engaged in pathways planning. By 2014 all CIT students under the age of 17 will have or be engaged in pathways planning. By 2014 community agencies will use pathway plans with young people between the ages of 11-16 years.
2.8 Enhance and develop schooling options for students who have difficulty engaging in regular secondary school settings.	<b>ETD, CIT</b>	Provide individualised program support to vulnerable secondary school aged students to engage with education and support students to transition to future schooling, training or work.
2.9 Provide Murrumbidgee Education and Training Centre in Bimberi Youth Justice Centre (ages 10-21).	<b>ETD, CSD</b>	Provide ongoing education and training for all remand (for at least 5 days) and sentenced young people in Bimberi including programs that deliver a range of social, emotional and health objectives.

Education		
Programs, Projects and/or Actions	Lead Agency/ Partnership	Milestones/Targets
2.10 Provide the Youth Education Program.	<b>ETD</b>	Continue the provision of funding of YEP.
2.11 Ensure that young people in schools at major transition points have a Pathways Plan.	<b>ETD</b>	Deliver alternative individualised programs enabling young carers, and young mothers and fathers to get Year 10 and Year 12 Certification or Vocational training for a better future for those who are at risk of not completing Year 10.
2.12 Enhance and develop schooling options for students who have difficulty engaging in regular secondary school settings.	<b>HD, ETD</b>	Deliver a Therapeutic educational setting for young people with moderate to severe mental health issues.

# 3. CREATING A SAFER, SECURE COMMUNITY – SUPPORTING VICTIMS OF CRIME, MAKING BUILDINGS AND PUBLIC PLACES SAFER, AND ENSURING CARS ARE SECURE

The third objective of the Strategy focuses strongly on reducing and preventing property crime by supporting victims of crime, designing crime out of people's homes, public spaces, leisure and work environments and reducing opportunities for car theft. The core strategic focus areas for this objective are:

- Enhancing the collaboration between government, non-government agencies and community to identify the best ways to design out crime in new and existing spaces
- Increasing collaboration of government and justice agencies to work with special interest groups in the community to promote awareness of strategies that individuals can adopt to minimise their risk of exposure to property crime
- Building a property crime-resilient business community by promoting security awareness and property crime reduction activities for the Canberra business community using multiple channels to disseminate information

Detailed crime prevention advice is available for all Canberra citizens from ACT Policing, Victim Support ACT and through the JACS Home Safety Program. Acting on advice from these sources not only reduces property crime but, more importantly, reduces repeat victimisation. According to ABS research repeat victimisation for burglary occurs at a rate of about 13%.<sup>15</sup> Through the work of ACT Policing, Victim Support ACT and the Home Safety Program the Canberra community is better equipped to prevent or reduce property crime. See *Schedule F – A Safer Canberra* for more information.

Complementing the community capacity building described above is the situational crime prevention that occurs through 'designing out crime' in residential, community and commercial areas. The goal is to design crime out of urban areas by increasing the risk and effort needed to commit a crime and reducing the rewards.<sup>16</sup> Maintenance costs are much lower when crime prevention is built into a location compared to the costs incurred in locations where there are little or no crime prevention features.

'Designing out' crime is also called 'crime prevention through environmental design' or CPTED. This has been shown to be successful in reducing both property crime and violent crime, particularly in vulnerable areas such as government housing complexes.<sup>17</sup> CPTED can also increase public perceptions of safety, leading to greater use of public spaces and walkways. This use of space results in the people undertaking more casual surveillance which, in turn, lowers crime levels.

CPTED principles can also be used to prevent or reduce motor vehicle theft. As the majority of car thefts in the ACT are for temporary use – joy riding, cheap transport or as a get away vehicle from another crime.<sup>18</sup>

Another key strategy in combating motor vehicle theft is fitting engine immobilisers - making vehicles more difficult to steal. Motor vehicles most at risk of theft are those manufactured in the 1980s and 1990s.<sup>19</sup> Vehicles manufactured in these decades represent 65% of the vehicles stolen in the ACT during the 2010/11 financial year.<sup>20</sup> Such older vehicles contain far inferior security and theft prevention measures than post 2000 manufactured vehicles. Immobilisers are widely considered the most effective method of preventing theft of 'at risk' older vehicles.<sup>21</sup> The ACT's Engine Immobiliser Scheme provides full and partial subsidies to eligible ACT residents providing a frontline activity that reduces motor vehicle theft. For more information on this scheme refer to *Schedule F – A Safer Canberra*.

<sup>15</sup> ABS 4530.0 Victimisation 2009-10 p.30.

<sup>16</sup> Susan Geason & Paul Wilson, 'Designing Out Crime: Crime Prevention Through Environmental Design' *Australian Institute of Criminology: Crime Prevention Series* (1989), p.2.

<sup>17</sup> ACT Environment and Sustainable Development Directorate, *Crime Prevention Through Environmental Design General Code*, p.1.

<sup>18</sup> In 2009/10, 47.5% of vehicles were recovered within one day of their theft, with the number rising to 87.8 after just one week. National Motor Vehicle Theft Reduction Council, *CARS Annual Report – ACT* (2009-10) 11.

<sup>19</sup> Greg Forbes, *Reducing Car Theft: How Low Can We Go, Immobilising the Fleet*, (2000).

<sup>20</sup> National Motor Vehicle Theft Reduction Council, *Annual Report 2011,7*.

<sup>21</sup> Greg Forbes, *Reducing Car Theft: How Low Can We Go, Immobilising the Fleet*, (2000).

# ACTION PLAN

## OBJECTIVE 3 – CREATING A SAFER, SECURE CANBERRA

Enhancing the collaboration between government, non-government agencies and community to identify the best ways to design out crime in new and existing spaces

Increasing collaboration of government and justice agencies to work with special interest groups in the community to promote awareness of strategies that individuals can adopt to minimise their risk of exposure to property crime

Building a property crime-resilient business community by promoting security awareness and property crime reduction activities for the Canberra business community using multiple channels to disseminate information

### ACTIONS FOR OBJECTIVE 3

Research, advice, community capacity building.

Programs, Projects and/or Actions	Lead Agency/ Partnership	Milestones/Targets
3.1 Undertake Community Capacity Building.	ACTP, JACSD	Continue to fund community organisations to develop strategies to enhance neighbourhood safety such as Neighbourhood Watch and the Home Safety Program.
3.2 Undertake research to enhance services and support provided to victims of property crime.	<b>VoCC</b> , JACSD, CSD, ACTP, ACT Law Courts	Research how to improve the services and support provided to burglary and motor vehicle theft victims from all sectors of the community.
3.3 Provide prevention advice about risk indicators and target hardening strategies to victims and repeat victims.	<b>Victim Services ACT</b>	Provide a burglary prevention leaflet to victims and repeat victims on how to reduce property crime. Information to be placed on the Victim Support ACT website and 500 leaflets to be provided each year.
3.4 Improve community perceptions of burglary and motor vehicle theft.	<b>ACT P</b>	<p>Actions as defined in the annual AFP-ACT Policing Purchase Agreement.</p> <p>Percentage of persons who are concerned about becoming a victim of housebreaking in the next 12 months (national average or less).</p> <p>Percentage of persons who are concerned about becoming a victim of motor vehicle theft in the next 12 months (national average or less).</p>

Research, advice, community capacity building.

Programs, Projects and/or Actions	Lead Agency/ Partnership	Milestones/Targets
3.5 Through the Child and Family Centres maintain Schools as Communities program.	<b>CSD</b>	<p>Deliver a Government schools program to improve social, emotional and developmental outcomes for children and families who are vulnerable.</p> <p>Provide ongoing financial assistance to schools and community organisations to build resilience in children and support families through the Schools as Communities Strategic Projects fund.</p>
3.6 Promote property crime based safety and security awareness in schools.	<b>ETD</b>	<p>Provide Principals a school bulletin to coincide with school holidays and provide appropriate school staff with training on the use of electronic security systems.</p> <p>Provide reports to ACT Policing on school security incidents.</p> <p>Develop and establish awareness for school Business Managers on the new Security Incident Reporting policy and reporting requirements relating to property crime.</p> <p>Maintain Incident management reporting through MAZE.</p>
3.7 Provide security patrols to schools.	ETD	<p>Targeted Holiday Patrol Program scheduled for each school holiday period.</p> <p>Identify the number of schools participating in the Targeted Holiday Patrol Program.</p>
3.8 Review school security standards and improve school security through installation of new security measures or upgrades of existing measures.	<b>ETD</b>	<p>Minimum Standards for School Security to be reviewed annually.</p> <p>Report annually on the number of schools that have had lighting, security fencing and security systems installed and/or upgraded.</p>
3.9 Improve data integrity and collection to determine the level of property crime in schools.	<b>ETD</b>	<p>Report on property crime in the ACT public schools submitted to the Directorates Security and Emergency Management Committee.</p> <p>Provide reports to ACT Policing on school security incidents.</p>

Research, advice, community capacity building.		
Programs, Projects and/or Actions	Lead Agency/ Partnership	Milestones/Targets
3.10 Continue to support ACT Crime Stoppers and Kenny Koala.	<b>ACTP</b>	Maintain these two vital services to the ACT community. ACT Crime stoppers is a vital tool in the ACT Policing crime fighting tool kit that is used to investigate a wide range of criminal activity include property crime. Crime Stoppers is a partnership between the AFP and other corporate sponsors and its memorandum of understanding with ACT Policing provides a positive partnership that keeps the ACT community safe. Kenny Koala is a well-known schools based information awareness strategy for teaching children about a range of crime and safety issues.
3.11 Deliver Bizsafe.	<b>ACTP</b>	Deliver information and advice to the ACT business community about security awareness and property crime prevention. 2010 referrals to Supportlink regarding Business security = 288 referrals.
3.12 Maintain and promote ACTP website with links to information on personal safety; motor vehicle security; home security and business security and the risks associated with buying and handling stolen goods.	<b>ACTP</b>	Ensure the ACT Policing website contains up to date information on personal safety, motor vehicle safety, home and business security.
3.13 Formalise the role of Rangers Services to report suspicious criminal behaviour on the number of incidents/ abandoned vehicles reported to ACTP.	TAMSD, JACSD	Incorporate into Rangers Services induction program a section on the responsibility of officers to report suspicious behaviour to appropriate authorities. Include in the Ranger Services' Quality Assurance system the requirement to have all abandoned vehicles checked against ACT Policing's stolen motor vehicle records.

Designing out crime		
Programs, Projects and/or Actions	Lead Agency/ Partnership	Milestones/Targets
3.14 Provide Home Safety Programs.	ACTP, JACSD	Refer burglary victims and, in particular, vulnerable ACT residents to the Home Safety Programs to ensure they receive information packs and, where appropriate, home safety and security assessments and minor improvements. Home Safety = number of information packs, presentations, assessments and improvements. (For 2010 information packs = 2203, Assessments = 251, Minor improvements = 196).
3.15 Replacement of the Spatial Plan with the ACT Planning Strategy.	ESDD	To be completed by 2012.
3.16 Review of planning codes incorporating CPTED principles.	ESDD	To be completed by mid 2012.
3.17 Undertake an internal review of the public housing safety and security policies to guide improvements in future property crime reduction related policy.	CSD	Report to be provided early 2014.
3.18 ESDD to work with ACTP to use Crime trend data and local knowledge to identify issues during the master planning of Town, Group and Local centres.	ESDD, ACT P	Consult at least 4 times annually to discuss crime reduction and prevention of town, group and local centres.
3.19 Provide in-service training to relevant ESDD personnel on the use of the CPTED General Code.	ESDD	Undertake training on a 2 yearly basis to ensure staff are aware of CPTED requirements when assessing development applications.
3.20 Promote CPTED principles, continue to improve street lighting through Street lighting initiatives, update urban infrastructure design standards with a greater emphasis on CPTED principles.	TAMSD, JACSD	Report annually on priority areas for improved street lighting. Identify design standards updated with CPTED principles.
3.21 Continue the provision of Engine Immobilisers through the Engine Immobiliser Scheme.	JACSD	Maintain the provision of engine immobiliser to vulnerable and at risk Canberra citizens.



## General Priorities

4.1 Review and report annually on this Property Crime Reduction Strategy against the primary target and action plan milestones/targets.	JACS in partnership with the Crime Prevention and Community Safety Working Group	<p>Liaise with all agencies, including the ABS regarding their Recorded Crime Series, to assess the progress against the primary target and milestones/targets.</p> <p>Continue to add and improve the milestones/targets for all agencies to best reflect the success of programs, projects or actions that contribute to reducing property crime.</p> <p>Ensure that measures continue evolving from stated strategic intentions to programs delivered to relevant individuals impacted by property crime – recidivist offenders, at risk young people and victims.</p>
4.2 Continue to improve agencies capacity to share information and, therefore, better provide services and support to high risk and at risk adults and young people.	All ACT Justice Criminal Agencies	Continue to improve information sharing between criminal justice agencies by continuing to enhance ACT Privacy legislation.
4.3 Maintain, enhance and promote the ACT Criminal Justice Statistical Profile tabled quarterly in the Legislative Assembly and posted publicly on the JACS website.	JACS with the assistance of ACT P & CSD	Continue to improve the data content and presentation of the ACT Criminal Justice Statistical Profile so as to broaden the number of agencies/individuals using the data.

**This Strategy has been developed in parallel with strategic and operational activities taking place across Government that will influence property crime reduction in the ACT in future years. The contribution these parallel activities make to the Strategy will be documented through the review process and incorporated into the Action Plan over the life of this Strategy.**

## SECTION 3: WHAT DOES THE EVIDENCE REVEAL?

Although the ACT community enjoys a high standard of living, high levels of educational attainment, low levels of unemployment and a well planned physical environment, it does not protect the community from the impacts of property crime. Further to this, the ACT experiences some unique challenges when acknowledging our demographic profile and comparing our crime rates with other states/territories and nationally. The ACT is arguably a predominately urban jurisdiction with a small population base of 363,800 people.<sup>22</sup> A challenge of being a small jurisdiction is that small changes to raw crime numbers result in larger changes to our percentage trends. To counter this, however, a focused effort on changing the life choices of a small number of problematic offenders can reduce crime levels.

Capturing the full extent of crime is difficult – not all offences are reported to police or become known by police. Factors that influence crime being reported include the nature of the offence, the victim's confidence in the judicial process or the relationship between the victim and perpetrator. However, by using a range of data sources it is possible to build a picture of property crime in the ACT and the most appropriate way to tackle it.

A combination of data sources are used to build a comprehensive picture of victimisation – survey data and recorded crime administrative data. Each data type has its limitations – survey data is collected so that the sample is intended to be representative of the population as a whole, whereas administrative data is meant to represent the population of interest. However, there are differences in the way in which recorded crime administrative data is compiled from jurisdiction to jurisdiction. By using a number of data sources, a more complete picture of victimisation is established than using either type of data on its own.

The information in this section draws on the body of evidence developed specifically for the previous Strategy. It also examines current data and research from a number of sources to provide a comprehensive description of burglary and motor vehicle theft in the ACT.<sup>23</sup>

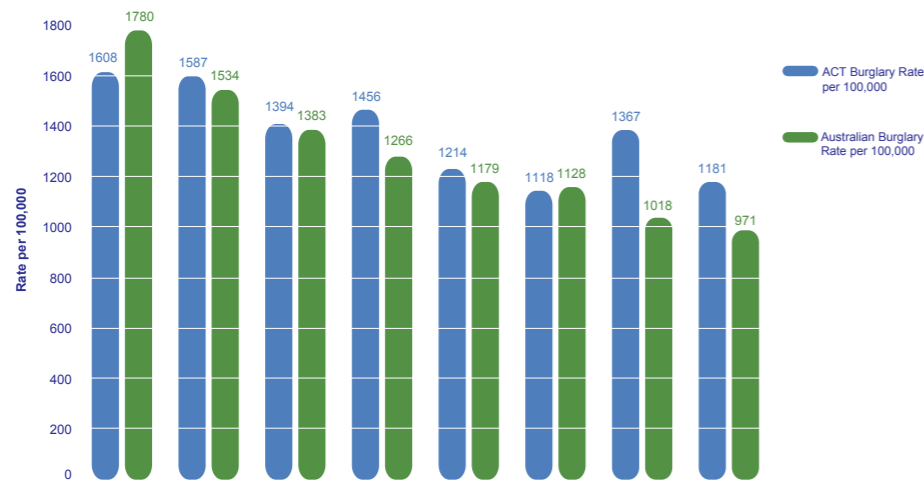
<sup>22</sup> ABS, Australian Demographic Statistics, Mar 2011 (Cat. 3101.0).

<sup>23</sup> Data and research referred to in this section are taken from: ABS, Measures of Australia's Progress, 2010, (Cat No 1370.0), ABS, Recorded Crime – Victims, Australia, 2010 (Cat No 4510.0), ABS, Crime Victimization, Australia 2009-10, (Cat No 4530.0), ABS, Recorded Crime – Offenders, Australia, 2009-10 (Cat No 4519.0), ACT Policing 2009-2010 Annual Report; ACT Policing Website. Data for motor vehicle theft was sought from the above sources and the National Motor Vehicle Theft Reduction Council Annual Report 2010 and the Comprehensive Auto-Theft Research System (CARS) Annual Statistical Report 2009-10.

# SETTING THE SCENE

Since the previous baseline year of 2003, the ACT's burglary rate and that of the national average have been trending down – see *Figure 2: ACT Burglary Rate in Comparison to National Rate (2010)*.

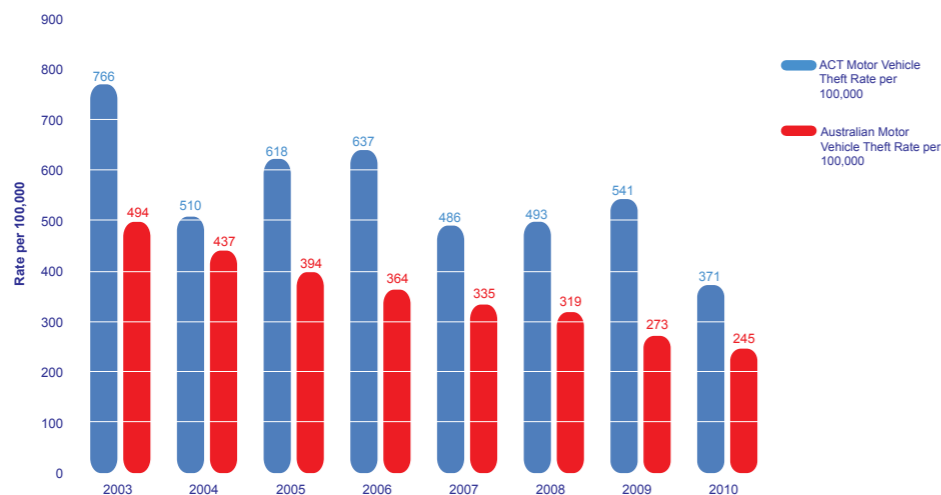
Figure 2: ACT Burglary Rates compared to National Rate



In 2008 the ACT dropped below the national average for burglary by slightly less than 1%. However, by 2010 the ACT's burglary rate had increased to 21% above the national average.

Since the previous baseline year of 2003, the ACT's motor vehicle theft rate has fluctuated and, apart from 2008, has consistently been above the national average - see *Figure 3: ACT Motor Vehicle Theft Rate in Comparison to National Rate (2010)*. The national average, over the same time period, has consistently been trending downwards.

Figure 3: ACT Motor Vehicle Theft Rates compared to National Rate



In 2010, the ACT's motor vehicle rate was 51% above the national average.

From both these figures it is clear that the ACT's property crime rates are trending down but we need to strive to do even better.

# KEY FACTS – BURGLARY

The following is a national and local snapshot of burglary and motor vehicle offending from a range of data sources, building a picture of who commits these crimes, where and when. It also identifies who the victims of property crime are and the impact of this type of offence on victims.

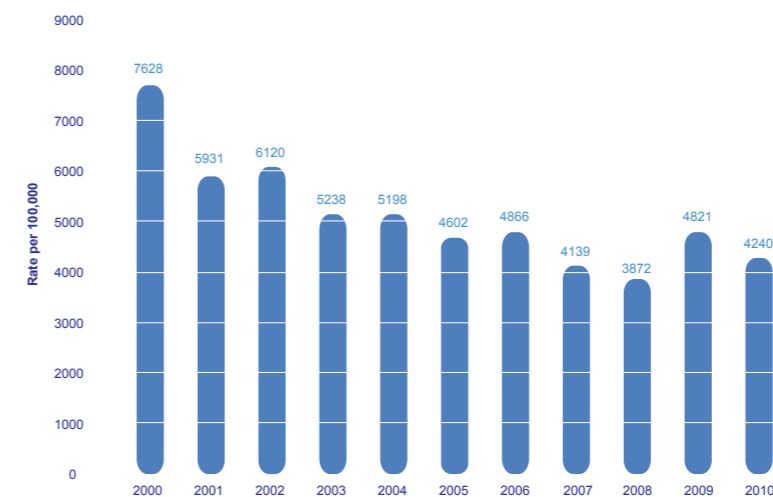
## NATIONAL SNAPSHOT

- Burglary or attempted burglary was the fourth most common crime to occur in Australia in 2009-10 with 631,000 incidents, behind threatened assault (2,980,800 incidents), actual physical assault (1,702,900 incidents) and malicious property damage (1,153,400 incidents).<sup>24</sup>
- Cash is the most sought after item in household break-ins followed by jewellery and personal electronic equipment.<sup>25</sup>
- 86% of all Australian property offenders are male.<sup>26</sup>
- A relatively small group of recidivist offenders is responsible for a large proportion of offences and evidence suggests that when this group is incapacitated the burglary rate drops significantly.<sup>27</sup>
- Almost 37% of burglary offences are committed by young people in the 15-19 age group.<sup>28</sup>

## IN THE ACT

- A total of 4,240 unlawful entries with intent<sup>29</sup> were carried out in the ACT during 2010.<sup>30</sup> See *Figure 4: Number of Total Unlawful Entry with Intent (UEWI) in the ACT*, below.

Figure 4: Number of Total Unlawful Entry with Intent (UEWI) in the ACT



Source: ABS, Recorded Crime-Victims, Australia, 2010 (Cat No 4510.0)

<sup>24</sup> ABS 4530.0 2009-10, Crime Victimization, Australia.

<sup>25</sup> ABS 4530.0 2009-10, Crime Victimization, Australia.

<sup>26</sup> ABS 4519.0 2009-10, Recorded Crime – Offenders.

<sup>27</sup> Operation Anchorage by Makkai et.al (2004) that found that '18 % of offenders had 15 or more prior offending episodes and they account for 62 % of all prior episodes'.

<sup>28</sup> ABS 4519.0 2009-10, Recorded Crime – Offenders.

<sup>29</sup> In this Strategy, the terms 'burglary', 'unlawful entry with intent' and 'break-in' will be used interchangeably.

<sup>30</sup> ABS 4510.0 2010, Recorded Crime – Victims.

- On average, 82 unlawful entries with intent were carried out each week in 2010.
- Burglaries are commonly committed in quiet streets with minimal traffic, open parkland close by, where a pedestrian laneway adjoins a property, where there is poor lighting and protective foliage, and where open or unlocked windows are detected.<sup>31</sup>
- Residential break-ins are more likely to occur between 9am and 5pm and business burglaries between 6pm and 5am.
- 30.4% of all offenders in the ACT are aged between 15 and 19 years, compared to the national average of 23.4%.<sup>32</sup>

## VICTIM EXPERIENCES

### NATIONAL SNAPSHOT

- 76% of victims of break-ins told police about the most recent incident they experienced.<sup>33</sup>
- 83% of people surveyed by the ABS felt safe or very safe when at home alone during the day.<sup>34</sup> In contrast, 70% of people felt this way when at home alone after dark.
- 29% of Australians perceived housebreakings, burglaries or thefts from homes as problems in their neighbourhood.<sup>35</sup>
- 13% of Australian burglary victims were subject to repeat victimisation reporting they had experienced two incidents in the past year with 5% reporting three or more incidents.<sup>36</sup>

### IN THE ACT

- 3.8% of ACT households were victims of a household break-in in the 2009-10 financial year, compared to the national average of 3%.<sup>37</sup>
- Attempted burglaries affected 3.3% of people in the ACT in 2009-10. This is higher than the national average of 2.4%.<sup>38</sup>
- In 2009-10 the ACT had the third highest break-in victimisation rate of all Australian jurisdictions, behind the Northern Territory and Western Australia – See Figure 5: Break-In Victimisation Rates (2009-10).<sup>39</sup>

Figure 5: Break-In Victimisation Rates (2009-10)



Source: ABS 4530.0 2009-10

- 88% of people in the ACT felt safe or very safe when at home during the day and 75% felt safe or very safe when at home alone after dark.<sup>40</sup>
- Only 2%<sup>41</sup> of ACT residents surveyed felt unsafe or very unsafe at home alone during the day.
- 4.3% felt unsafe or very unsafe at home alone after dark.<sup>42</sup>
- 35% of ACT citizens<sup>43</sup> perceived housebreaking, burglaries and theft from homes as problems in their neighbourhood.<sup>44</sup>

Tackling burglary crime requires a comprehensive mix of responses from government. This Strategy represents a holistic approach to reducing property crime that not only brings with it the justice agencies who work on the front line fighting burglary crime but also the agencies that work with “at risk” young people and offenders to break their cycle of offending and the factors that contribute to that offending. The Strategy also works with Canberra citizens to reduce the opportunities for crime through improved awareness and self-protection of households and businesses.

A challenge when reviewing the evidence about burglary is the disconnect between crime levels and perceptions of crime. ACT residents feel safer in their homes compared with other Australians but a higher proportion of people in the ACT perceive burglary as problem in their neighbourhood compared to the national average. This position is supported not only by the ABS data described above but the Perceptions of Crime performance measures in the 2010-11 AFP-ACT Policing Purchase Agreement. 61.4% of people are concerned about becoming a victim of housebreaking in the next 12 months.<sup>45</sup> This result is higher than the national average at 55.2%. This result highlights a challenge when using perceptions as a measure for understanding crime.

It is difficult to identify which factors influence a person’s perception that a crime is likely to occur. As discussed in the introduction of the Strategy, ACT Policing have reported a decrease of 32.4% in the number of reported residential burglaries in 2010-11 compared to 2009-10. The downward trend in residential burglaries is at its lowest point in five years. However, concerns about becoming a victim of property crime are higher than the national average. It will be important to see if these perceptions change over the life of the Strategy as the full government response to reducing property crime is implemented and communicated to the Canberra community over the coming years.

<sup>31</sup> This profile of ACT burglaries is supported by research conducted for the previous Property Crime Reduction Strategy and confirmed by ACT Policing.

<sup>32</sup> ABS 4519.0 2009-10, Recorded Crime – Offenders.

<sup>33</sup> ABS 4530.0 2009-10, Crime Victimization Australia.

<sup>34</sup> This data is from the 2008-09 Crime Victimization Australia publication (ABS 4530). The 2009-10 Crime Victimization Australia publication (ABS 4530.0) did not report on people’s perceptions of safety and problems in the neighbourhood as was reported in the 2008-09 publication. The 2009-10 publication shifted focus to perceptions of social disorder in their neighbourhood and while there are similarities in the broad topic area the results from the Crime Victimization Survey in 2008-09 better reflects the issues relevant to this ACT Property Crime Reduction Strategy.

<sup>35</sup> ABS 4530.0, Crime Victimization Australia, 2008-09.

<sup>36</sup> ABS 4530.0 2009-10, Crime Victimization Australia.

<sup>37</sup> ABS 4530.0 2009-10, Crime Victimization Australia.

<sup>38</sup> ABS 4530.0 2009-10, Crime Victimization Australia.

<sup>39</sup> ABS 4530.0 2009-10, Crime Victimization Australia.

<sup>40</sup> ABS 4530.0 2008-09, Crime Victimization Australia.

<sup>41</sup> This estimate has a relative standard error of 25% to 50% and should be used with caution.

<sup>42</sup> ABS 4530.0 2008-09, Crime Victimization Australia.

<sup>43</sup> ABS 4530.0 2008-09, Crime Victimization Australia.

<sup>44</sup> The more recent publication (ABS 4530.0 2009-10) did not report on perceptions of crime and safety.

<sup>45</sup> The result is from the National Survey of Community Satisfaction with Policing – a self reporting survey conducted by Roy Morgan.

## KEY FACTS – MOTOR VEHICLE THEFT

Research conducted by the National Motor Vehicle Theft Reduction Council (NMVTRC) identifies that motor vehicle offenders are either *opportunistic* – using cars for temporary purposes, or part of an organised *professional* network involved in the re-birthing or stripping of vehicles for parts.

*Opportunistic* offenders are frequently young, male and offend in groups, using the stolen vehicle for joy-riding. They need very little time to access and start a motor vehicle that is not immobilised. Although the majority of opportunistic offenders focus on unsecured cars, there is an emerging trend towards gaining access to keys and transponders via theft, fraud or opportunities arising from owner carelessness.

In contrast *professional* offenders may be uninhibited by immobilisers. Vehicles intended for on-selling are often hoisted and towed from the scene.<sup>46</sup>

As with burglary offending, a relatively small number of offenders are responsible for the majority of offences.<sup>47</sup> According to the NMVTRC, young people are still responsible for three out of every four vehicle thefts in Australia and it is not uncommon for ‘proficient’ young offenders to have stolen more than 300 cars by their late teens.<sup>48</sup> In addition, high rates of motor vehicle theft are a strong indicator of a young person’s likely involvement in other types of crime.<sup>49</sup> This evidence strongly supports the need to engage in early intervention activities for young motor vehicle offenders.

### NATIONAL SNAPSHOT

- 43% of vehicles are stolen from community locations and 42% of vehicles are stolen from residential locations.<sup>50</sup>
- 11% of stolen vehicles are taken from car parks.<sup>51</sup>
- 90% of victims surveyed said that they reported the most recent incident of motor vehicle theft to the police.<sup>52</sup>
- In Australia, motor vehicle thefts are more likely to occur on Fridays and Saturdays.<sup>53</sup>
- 30% of all motor vehicle thefts in Australia occur between 8pm and midnight.<sup>54</sup>
- Half of the unrecovered small and large stolen cars are of relatively low value (less than \$4,500 for small cars and \$4,700 for large cars).<sup>55</sup>
- Approximately 60% of stolen cars had no immobiliser or a non-Australian immobiliser fitted.<sup>56</sup>

### IN THE ACT

- In 2009-10 the ACT had the highest rate of stolen vehicles at 5.79 per 1000 people as compared to the national average of 2.62.<sup>57</sup>
- 1331 vehicles were stolen in the ACT during 2010 compared to 2550 in 2003.<sup>58</sup>

<sup>46</sup> NMVTRC Annual Report 2010.

<sup>47</sup> For the period 1st Jan 2000 to 31st Dec 2010 there were 1501 unique persons apprehended for motor vehicle theft. Of these, 392 (26.12%) persons have been apprehended for this offence more than once. Source PROMIS as at 6th June 2011.

<sup>48</sup> NMVTRC Annual Report 2011.

<sup>49</sup> NMVTRC Annual Report 2011.

<sup>50</sup> ABS 4510.0 2010, Recorded Crime – Victims.

<sup>51</sup> ABS 4530.0 2009-10 Crime Victimisation – Australia.

<sup>52</sup> ABS 4530.0 p 32 2009-10, Crime Victimisation – Australia.

<sup>53</sup> NMVTRC Annual Statistical Report – National 2009-10.

<sup>54</sup> NMVTRC Annual Statistical Report – National 2009-10.

<sup>55</sup> NMVTRC January 2011 *Theft Matters* ‘Professionals downsizing to reflect market trends’.

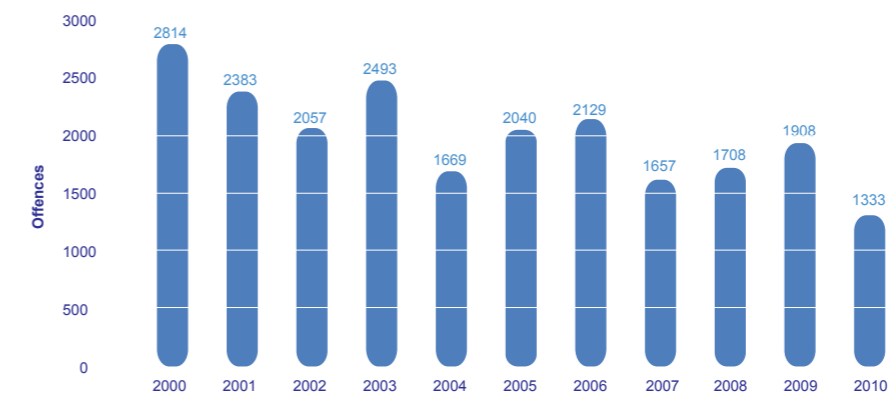
<sup>56</sup> NMVTRC January 2011 *Theft Matters* ‘Professionals downsizing to reflect market trends’.

<sup>57</sup> NMVTRC 2009-10 Annual Statistical Report – ACT.

<sup>58</sup> ABS 4510.0 2010, Recorded Crime – Victims.

- On average 26 cars are stolen in the ACT each week.
- After an 11.7% drop in 2007, motor vehicle thefts have been on the rise until 2010 where that was a 30% decrease in thefts – see *Figure 6: Number of Motor Vehicle Thefts in the ACT, below.*<sup>59</sup>

Figure 6: Number of Motor Vehicle Thefts in the ACT



Source: ABS 4510.0 2010 & ABS 4510.0 2009

- 20% of people in the ACT perceived motor vehicle theft as a problem in the neighbourhood. This is higher than the national average for the same period, which was 18%.<sup>60</sup>
- The ACT in 2009-10 reflected the national trend in motor vehicle theft with most thefts occurring on Fridays and Saturdays and, on these peak days, around one third of thefts occurring between 8pm and midnight.<sup>61</sup>
- 48% of stolen vehicles are found within 24 hours of the theft.<sup>62</sup>
- 94% of recoveries occur within a fortnight of the theft.<sup>63</sup>
- Around a third (32% in 2009-10) of recovered vehicles are found in the same suburb and 4% are recovered interstate.<sup>64</sup>
- 62.6% of ACT motor vehicle thefts in 2010 were short-term opportunistic thefts.<sup>65</sup>
- 37.4% were considered profit motivated thefts. This is higher than the national percentage of profit motivated thefts at 25%.<sup>66</sup>
- The top postcodes for vehicle theft in the ACT in 2009-10 were 2606 (164 thefts), 2617 (164 thefts), 2615 (156 thefts) and 2602 (138 thefts).<sup>67</sup>

<sup>59</sup> ABS 4510.0 2009 Recorded Crime – Victims.

<sup>60</sup> ABS 4530.0 2008-09 Crime Victimisation – Australia.

<sup>61</sup> NMVTRC Annual Statistical Report – ACT 2009-10.

<sup>62</sup> NMVTRC Annual Statistical Report – ACT 2009-10.

<sup>63</sup> NMVTRC Annual Statistical Report – ACT 2009-10.

<sup>64</sup> NMVTRC Annual Statistical Report – ACT 2009-10.

<sup>65</sup> CARS quarterly report, ACT short term theft 2010.

<sup>66</sup> CARS quarterly report, ACT short term theft 2010.

<sup>67</sup> NMVTRC Annual Statistical Report – ACT 2009-10.

## VICTIM EXPERIENCES

### NATIONAL SNAPSHOT

- The national victimisation rate for motor vehicle theft in 2009-10 was 0.9%, down from 1.1% in 2008-09.<sup>68</sup>
- In 2009-10 the ACT was the second highest jurisdiction for car theft, See *Figure 7: Motor Vehicle Theft Victimization Rates (2009-10)*, below.

Figure 7: Motor Vehicle Theft Victimization Rates (2009-10)



Source: ABS 4530.0 2009-10

- The fitting of an engine immobiliser is the best anti-theft device to prevent opportunistic theft of older style cars.<sup>69</sup>
- From July 2001 it became compulsory for all new vehicles to be fitted with an immobiliser that met Australian Design Requirements (AS/NZS4601:1999).

### IN THE ACT

- The ACT victimisation rate for motor vehicle theft in 2009-10 was 1.7%, up from 1.3% in 2008-09. This rate is significantly higher than the national average of 0.9%.<sup>70</sup>
- Motor vehicles manufactured in the 1990s constituted nearly 50% (49.2%) of cars stolen with a further 18% of stolen motor vehicles being manufactured in the 1980s.<sup>71</sup>
- While only 23% of stolen motor vehicles were manufactured in the 2000s, only 45% of these newer vehicles were recovered compared to 72% of the stolen vehicles manufactured in the 1990s and 80% of vehicles manufactured in the 1980s.<sup>72</sup>
- This data suggests that older cars without immobilisers are more susceptible to opportunistic thefts and newer vehicles are more likely to be subject to profit motivated thefts.

This snapshot for motor vehicle theft in Australia and the ACT demonstrates the clear need to tackle motor vehicle theft from a range of perspectives. The focus needs to be not only on reducing the opportunities for car theft through the acquisition of hardware like engine immobilisers but also designing out the opportunities for motor vehicle theft and targeted case management of known, particularly young, offenders.

<sup>68</sup> ABS 4530.0 2009-10 Crime Victimization – Australia.

<sup>69</sup> Greg Forbes, *Reducing Car Theft: How Low Can We Go, Immobilising the Fleet*, (2000).

<sup>70</sup> ABS 4530.0 2009-10, Crime Victimization – Australia.

<sup>71</sup> NMVRC Annual Statistical Report – ACT 2009-10.

<sup>72</sup> NMVRC Annual Statistical Report – ACT 2009-10.

## CONCLUSION

This Strategy forms part of a number of whole of government initiatives that impact on property crime. The ACT Property Crime Reduction Strategy 2012-2015 builds on the existing initiatives that have proven benefits and includes new and expanded initiatives to achieve its vision. *Diagram 2: Property Crime Strategy Linkages (page 47)* clearly depicts the wide range of government and community strategies linked to the Strategy's three main objectives.

The vision of this Strategy is to make Canberra a safer place to live through a collaborative whole of government effort to produce a sustainable reduction in burglaries and motor vehicle theft.

The Strategy is being driven by these three key objectives:

1. stopping the cycle of offending – justice reinvestment
2. engaging the disengaged – the role of early intervention
3. creating a safer, more secure community – supporting victims of crime, making buildings and public places safer and ensuring cars are secure.

The Strategy's target is:

- to reduce reported ACT burglary crime by 10% and motor vehicle theft by 20% by 31 December 2015.

Supporting the objectives and primary target is the Action Plan that identifies nine core strategic focus areas and 68 programs, projects and activities that drive crime reduction and prevention outcomes for each of the objectives.

The Crime Prevention Working Group will be responsible for coordinating the implementation and monitoring of the Strategy. Agencies will be required to report against the milestones, unless otherwise indicated, every 12 months. A report will be tabled in the Legislative Assembly in the final quarter of each calendar year.

The Working Group will review the Strategy annually and, where appropriate, recommend revising programs, projects and activities and their milestones/targets. The Working Group will also be responsible for evaluating the effectiveness of the Strategy.

## DIAGRAM 2: PROPERTY CRIME STRATEGY LINKAGES



## SCHEDULE A: ACT POLICING BURGLARY, BREAK AND ENTER AND MOTOR VEHICLE OFFENCES

This data is from the June 2011 quarter of the ACT Criminal Justice Statistical Profile.

Figure 8: Burglary, Break and Enter

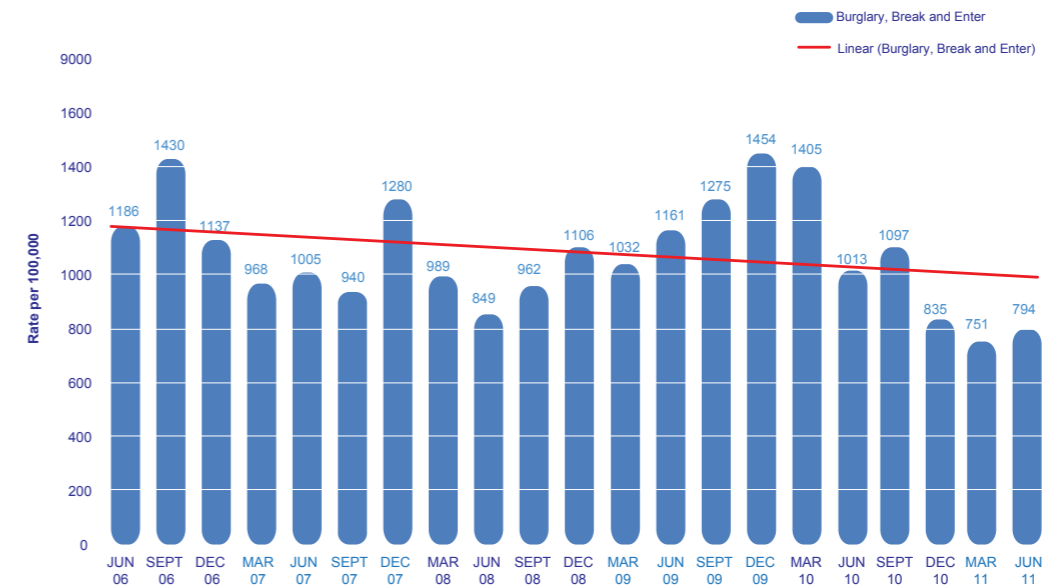
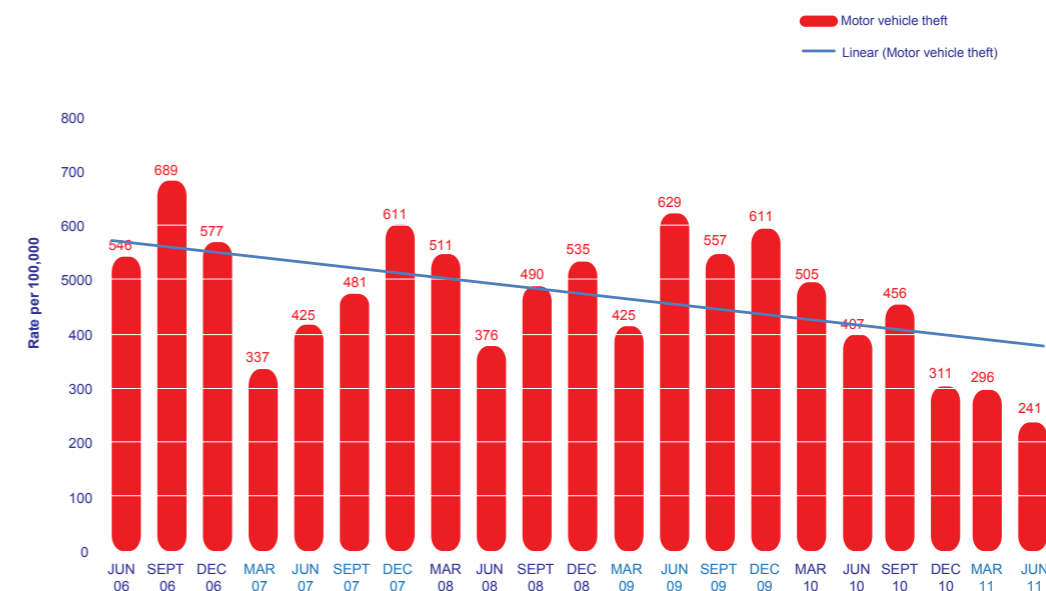


Figure 9: Motor Vehicle Theft

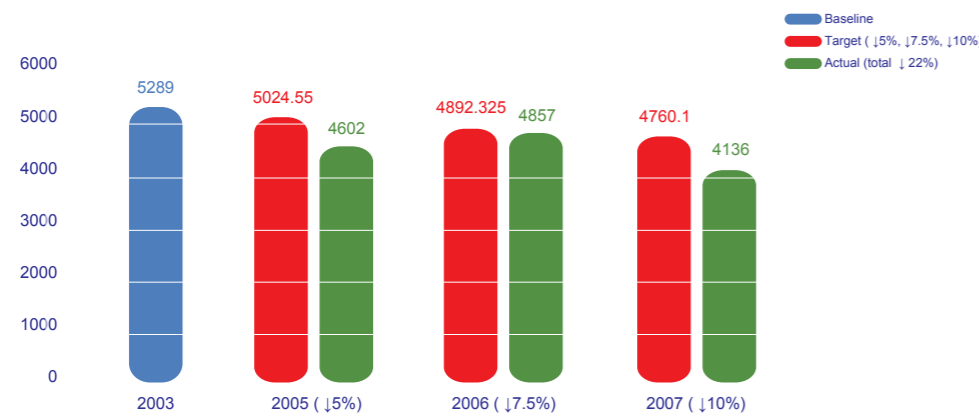


# SCHEDULE B: FROM THEN TO NOW – THE DEVELOPMENT & DELIVERY OF THE PREVIOUS ACT PROPERTY CRIME REDUCTION STRATEGY

## BURGLARY RESULTS 2004-2007

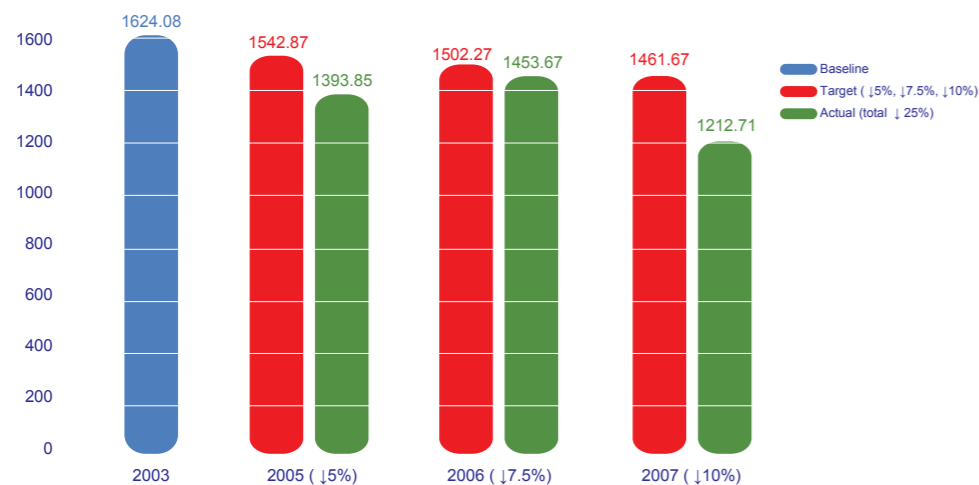
Figure 10 sets out the raw figures of reported crime for burglary comparing the baseline year of 2003 with the target and actual results from 2004-2007. The overall percentage drop in burglary at the conclusion of the previous Strategy was 22%. The target was 10%.

Figure 10: Burglary Raw Figures: Targets and Actual Results



The results based on raw figures of reported crime for burglary are supported by the results of burglary per 100,000 of the population, see Figure 11. For reported burglary per 100,000 of the population the overall reduction was 25%.

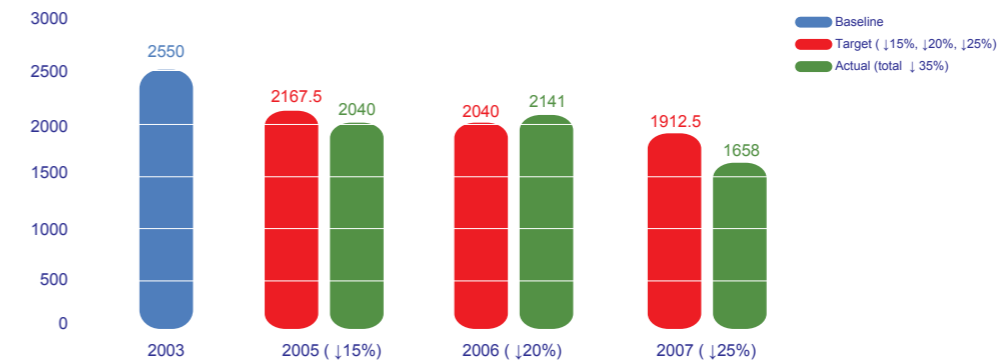
Figure 11: Burglary Rates per 100,000 population Targets and Actual Results



## MOTOR VEHICLE THEFT RESULTS 2004-2007

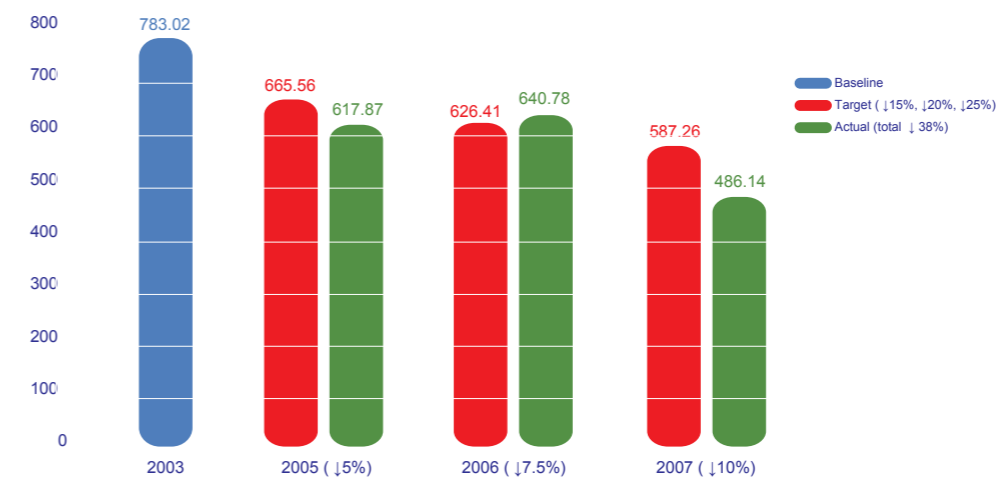
Figure 12 depicts reported motor vehicle theft comparing the raw figures of the baseline year 2003 with the target and actual results. The overall percentage drop in motor vehicle theft at the conclusion of the previous Strategy was 35%. The target was 25%.

Figure 12: Motor Vehicle Theft Raw Figures: Targets and Actual Results



These raw figures of reported motor vehicle thefts are supported by the results of motor vehicle thefts per 100,000 population, see Figure 13. For reported motor vehicle theft per 100,000 of the population the overall reduction was 38%.

Figure 13: Motor Vehicle Theft Rates per 100,000 population: Targets and Actual Results



# SCHEDULE C: THE CHANGING ACT CRIMINAL JUSTICE SYSTEM

The following section describes the changes that have occurred to the ACT Criminal Justice System since the previous Strategy concluded in 2007. These changes include:

- 'one stop shop' for victims services in the form of Victims Support ACT
- Aboriginal and Torres Strait Islander Justice Agreement
- developments within ACT Policing
- Galambany Circle Sentencing Court
- Youth Alcohol and Drug Court trial
- Bimberi Youth Justice Centre and enhancements in Youth Justice System
- AMC and changes within ACTCS
- Housing ACT's enhanced intensive support provision to vulnerable individuals and their families focusing on accommodation and employment

## VICTIMS OF CRIME COMMISSIONER AND VICTIM SUPPORT ACT

Amendments to the *Victims of Crime Act 1994*, following a review of the Act, came into effect on 1 March 2011. The legislation establishes a Victims of Crime Commissioner and Victims Advisory Board. The amendments underline the advocacy role for the Victims of Crime Commissioner and assign the management of the Victim Services ACT to the Commissioner. The appointment of a Victims of Crime Commissioner in 2011 further demonstrates the Government's commitment to advocacy for victims of crime.

The new Victims Advisory Board is a high level body that provides advice to the Minister in relation to protocols and procedures for the treatment of victims of crime and development of policies and plans to promote the rights of victims. The Board includes government and community members, representing victims of crime, Aboriginal and Torres Strait Islander people and the legal profession. The Board complements and supports the Commissioner's role.

The amendments to the *Victims of Crime Act 1994* in 2010 amalgamated victim advocacy and support services into the entity known as Victim Support ACT to ensure a 'one-stop-shop' for victims of crime.

Victim Support ACT integrates the practical, rehabilitation and support needs of clients with assistance to access justice processes such as financial assistance, advocacy and court support. Any person who is a victim of crime, whether the crime is a personal offence or a property offence, can access the service. The crime does not need to have been reported to police, though police often do refer victims to Victim Support ACT. Family, significant others, friends and witnesses can also access the service. See [www.victimsupport.act.gov.au](http://www.victimsupport.act.gov.au)

## ABORIGINAL AND TORRES STRAIT ISLANDER JUSTICE AGREEMENT

Signed in August 2010, the Aboriginal and Torres Strait Islander Justice Agreement (AJA) 2010-2013 demonstrates the ongoing commitment of the ACT government to improving law and justice services for Aboriginal and Torres Strait Islander people in the ACT. The Agreement is a partnership between government agencies and the community to reduce inequalities for Aboriginal and Torres Strait

Islander people in the justice system. Its objectives and action plan are closely aligned with the vision, objectives and targets of this Property Crime Reduction Strategy. The objectives of the AJA are to:

- Improve community safety and improve access to law and justice services for Aboriginal and Torres Strait Islander people in the ACT
- Reduce the over-representation of Aboriginal and Torres Strait Islander people in the criminal justice system as both victims and offenders
- Improve collaboration between stakeholders to improve justice outcomes and service delivery for Aboriginal and Torres Strait Islander people
- Facilitate Aboriginal and Torres Strait Islander people taking a leadership role in addressing their community justice concerns
- Reduce inequalities for Aboriginal and Torres Strait Islander people in the justice system

These objectives are consistent with, and complement, the principles of the Property Crime Reduction Strategy.

## ACT POLICING

In the financial year 2010-11, the ACT recorded significant decreases in most reported crimes. The number of reported burglary offences declined by over 32% and motor vehicle theft offences declined by over 37% compared to the previous year.

ACT Policing has put in place a number of strategies to deal with property-related crime which have contributed to the significant decrease in reported crime. The creation of a team specifically focussing on property offences has been central to this reduction. This team targets recidivist offenders and known hot-spots through a proactive intelligence-led approach. Intelligence identifies emerging trends and targets individuals or groups actively involved in property crime offences. Additionally, ACT Policing has made a concerted effort to enforce the bail conditions of known property offenders, which has minimised their ability to reoffend. The team have also engaged with local business owners to identify the source of stolen property to break the supply chain.

ACT Policing also tackles property crime by educating victims of crime about measures that can be taken to minimise their likelihood of being victims of crime in the future. At the same time, ACT Policing raises the awareness of the broader community about what they can do to reduce their risk of experiencing property crime. One ACT Policing initiative consists of business liaison officers participating in meetings with representatives from various shopping centres to discuss security arrangements and ways to minimise theft and related offences within the centres.

ACT Policing refers victims of burglary to the JACS funded Home Safety Program provided by SupportLink Australia. SupportLink Australia provides information packs to assist victims to reduce the likelihood of re-victimisation. The program also provides assessments and makes minor security and safety improvements for vulnerable ACT residents. ACT Policing Crime Prevention team members also speak regularly to seniors in the ACT about home and personal safety.

## ACT COURTS

### GALAMBANY 'CIRCLE SENTENCING' COURT

In 2004, the Aboriginal and Torres Strait Islander Circle Court was established in the ACT. The *Magistrates Court ACT 1930* formally establishes the Galambany Court and allows the presiding Magistrate to give directions in relation to the procedure to be followed when sentencing Aboriginal or Torres Strait Islander adult offenders through the court. The Court's objectives include involving Aboriginal and Torres Strait Islander communities in the sentencing process, increasing their confidence,



reducing the barriers between the Court and their community and providing culturally relevant and effective sentencing options for Aboriginal and Torres Strait Islander offenders. In 2009, the Circle Court was expanded to include young people. Finally, the Circle Court provides support services that will assist the offender to overcome his or her offending behaviour.

### YOUTH ALCOHOL AND DRUG COURT

In 2011 the ACT Children's Court Magistrate announced the commencement of a two year ACT Youth Drug and Alcohol Court (YDAC) trial. The aim of the Court is to reduce drug and alcohol related criminal activity by children and young people through judicial and therapeutic interventions designed to reduce or manage drug and alcohol use. The YDAC provides holistic support for young people to address issues including drug and alcohol use, mental health and medical issues, care and protection, accommodation, education and employment.

### THE ACT YOUTH JUSTICE SYSTEM

As a consequence of the implementation of the *Children and Young People Act 2008* the youth justice system has undergone significant change in the past three years. The ACT Youth Justice System has been progressively working towards an integrated, evidence-based approach to youth justice at every point in the justice continuum from initial police contact, to diversion, prosecution, sentencing and sentence administration. A strong emphasis is placed on developing collaborative practice between agencies in the youth justice system and community based support providers both of whom are working with the child or young person and their family.

### BIMBERI YOUTH JUSTICE CENTRE

Opened in 2008, the Bimberi Youth Justice Centre facilitates rehabilitation and promotes the reintegration of children and young people into the community through its programs and services. These include education, vocational training, health, mental health and drug and alcohol programs. Bimberi also provides case planning, service coordination and transition planning for children and young people.

Bimberi signalled a new direction in the care of young people in the youth justice system as it operates on the principle of active engagement of children, young people and their families through a human rights framework and philosophy. Its holistic approach to rehabilitation and reintegration is essential to breaking the cycle of offending – a central objective of this Strategy.

### COMMUNITY YOUTH JUSTICE

Community Youth Justice (CYJ) is responsible for children and young people placed on a court order by the ACT Children's Court or the ACT Supreme Court. CYJ balances community protection, restitution and rehabilitation at the same time as providing supervision through a case management model that supports the best interests of their clients.

### TURNAROUND

Turnaround provides services for young people aged between 12 and 18 years with high and complex needs to promote social connectedness and positive life pathways. Turnaround uses 'wraparound' principles to ensure that services are individualised, young person centred, collaborative, culturally appropriate, coordinated and community based. Since its introduction in 2004 Turnaround has expanded the number of clients it can support. In 2011, as part of the single case management model, it provided throughcare support to young people going into and out of Bimberi.

### YOUTH CONNECTION

Youth Connection, incorporates the Adolescent Day Unit, which provides services for young people aged 11 to 17 years. Youth Connection aims to engage and maintain young people in educational pathways and supports the family in this process. The primary focus of Youth Connection is maintaining and re-

engaging children and young people in education. However, to achieve this goal other factors such as drug and alcohol use, mental health issues, family conflict, bullying, literacy and numeracy, abuse and neglect are also addressed.

### ALEXANDER MACONOCHIE CENTRE AND ACT COMMUNITY CORRECTIONS

The opening of the Alexander Maconochie Centre (AMC) in 2008 was an important enhancement to the ACT Criminal Justice System. The AMC allows the ACT to take responsibility for ACT detainees and improve their prospects of rehabilitation and reintegration into their community. The Solaris Therapeutic Community, located within the AMC, is an intensive live-in rehabilitation model targeting male offenders with alcohol and other drug dependencies. Solaris incorporates a staged throughcare approach that includes assessment, readiness, treatment, transition and release. Participants are provided with individual support interviews and educational and therapeutic sessions.

ACTCS Community Based Corrections focuses on offender management for offenders on community based or other releasing authority orders, where the offender is directed to be supervised by ACTCS. Offender management encompasses a throughcare model of case management involving identification of the offender's criminogenic risk, the development of a case plan to target offending behaviour, and identification of and referral to, appropriate government and community resources to address this risk. ACTCS supervises compliance with the order during the offender's bail, probation, or parole order and reports non-compliance to the sentencing authority for further action. To maximise the success of an offender's rehabilitation, ACTCS manages the transition from a court imposed order to ongoing voluntary engagement with community providers after the order expires.

The areas of Community Based Corrections directly addressing property crime include: the Probation and Parole Unit, the Managed Accommodation Program and Prisoner Employment Program.

### PROBATION & PAROLE UNIT

The Probation & Parole Unit supervises people referred by the ACT Courts and Tribunal and the Sentence Administration Board as well as offenders who have transferred from another jurisdiction. Supervision is underpinned by assessment and management of risk of re-offending. The Unit also provides advocacy and brokerage for offenders to access services identified in the plan.

During 2009, the Probation & Parole Unit established a team to work specifically with Aboriginal and Torres Strait Islander offenders, in an attempt to reduce their rate of return to Corrections and thereby address the over-representation of Aboriginal and Torres Strait Islander people in the criminal justice system. The team has effectively reduced the breach rate among Aboriginal and Torres Strait Islander offenders through a number of initiatives, including partnerships with local Aboriginal and Torres Strait Islander agencies and outreach work with offenders and their families.

### MANAGED ACCOMMODATION PROGRAM

As housing is a key criminogenic risk factor for reoffending the Managed Accommodation Program (MAP) is an essential element of this Strategy. The MAP was developed in 2009, based on international research and demonstrates that the completion of prison based alcohol and drug treatment along with continued treatment in the community yields the best outcomes for remaining drug and offence free.

The MAP provides short-term accommodation to ACT residents who are subject to a supervised court or releasing authority order, where alcohol or drug use (or both) has been identified as a contributing factor to their risk of offending. It can accommodate up to six residents for a maximum period of six months.

The MAP is staffed by ACTCS officers 24 hours a day, 7 days a week. It focuses on reducing recidivism by targeting alcohol and other drug use, improving offender's living skills, and providing exit planning. Exit planning includes engagement with external treatment providers and other relevant agencies.

## PRISONER EMPLOYMENT PROGRAM

The Prisoner Employment Program provides detainees with the opportunity to engage in meaningful and sustainable paid employment, work experience, vocational training, and education for the purposes of rehabilitation and reintegration into the community. It provides this service to detainees within the AMC, and to those housed in the Transitional Release Centre (TRC). It encompasses the New Employment Opportunities (NEO) program, which assists detainees in gaining employment on release from prison.

## HOUSING ACT

As part of the Community Services Directorate, Housing ACT provides intensive support to vulnerable families within the social housing sector and uses CPTED in developing new public housing sites to prevent or reduce crime. By funding and managing a wide range of community organisations, Housing ACT continues to focus on assisting its clients and their children into employment, education and training.

## HOME TO WORK

The Home to Work project has the specific objective of supporting community inclusion through the improved coordination of housing, support and employment services for people living in social housing and looking for work. Home to Work minimises what has been commonly referred to as the 'service run-around' by building linkages and longevity into the system. It is centred around public housing tenants who are located in the 2612 Canberra inner North postcode including the suburbs of Reid, Braddon, Campbell and Turner. Social connectedness and employment are important factors towards improving opportunities and positive social outcomes for individuals and their families.

## OUTREACH AND ACCOMMODATION SUPPORT

The potential for people exiting detention into homelessness is high if appropriate supports are not in place prior to their release. The Community Services Directorate, in association with the Justice and Community Safety Directorate, fund two accommodation and support programs for people exiting detention. Two community organisations manage gender specific services for those exiting detention who do not have other appropriate accommodation options available to them. The program supports over 20 households and operates on a housing first basis whereby clients who are capable of sustaining a tenancy take on the tenancy in their own right. This, in turn, results in a replacement property being provided to the community organisation as needed. The organisation and their partners also provide outreach services to people exiting corrections by supporting them on their release to re-establish not only a sustainable tenancy but connections with the community.

## TENANT INITIATED GRANTS

Housing ACT operates a social inclusion grants program for its public housing tenants. Groups and tenant organisations apply for grants to expand and improve on the social inclusion capabilities of residents. This program was expanded in 2011-12 to support individuals into employment, education and training.

## VULNERABLE FAMILIES

Critical to breaking the cycle of offending and its associated cycle of vulnerability is the Community Services Directorate's vulnerable families policy. The CSD has identified that there are families who are either receiving intensive support from a variety of areas within the ACT Government or are in need of intensive support. The focus is on identifying families at risk principally where children and young people are at risk of neglect. The project drives greater government and community action to identify and respond to vulnerable children and young people in the ACT Community. The key objective is for all children and young people to have a right to live safely and in a nurturing home. This work also contributes to breaking the generational transmission of property crime offending.

It is important to recognise that while there have been many changes to the ACT criminal justice there is much to be gained from consolidating this effort and implementing a fully integrated response to property crime. This Strategy brings together a broad range of key initiatives from both justice and non-justice agencies as outlined in the target, core measures and government response underpinning the Strategy. From these integrated initiatives emerges a conceptual framework capable of measuring progress and responding to review and revision over the life of the Strategy.

# SCHEDULE D: BREAKING THE CYCLE BY UNDERSTANDING RISK, NEED, RESPONSIVITY AND USING JUSTICE REINVESTMENT

There is no 'single-cause explanation' for offending behaviour or for coming into contact with the criminal justice system. Identifying how to stop the cycle of offending involves complex decisions about intervention and rehabilitation. This is underpinned by a holistic approach to assessing the offender's risk of reoffending and developing an individualised case plan informed by their risk, need and responsivity (further explained below).

Firstly, an assessment needs to be undertaken. The tool for assessing risk, need and responsivity, the Level of Service Inventory – Revised (LSI-R), provides an empirically-validated assessment of the risk of reoffending by identifying criminogenic needs. This tool, used by ACTCS informs agencies on how to engage with an offending population to most effectively reduce the risk of recidivism. Developed as a result of extensive research conducted by Andrews and Bonta,<sup>73</sup> the LSI-R is used extensively in correctional settings throughout the world to inform the case management of offenders. Central to understanding offender management are three general principles: risk, need and responsivity.<sup>74</sup>

## THE RISK PRINCIPLE

At the core of this principle is the notion that criminal behaviour can be predicted, and that the treatment or level of services required needs to be matched to the level of identified risk of reoffending.<sup>75</sup> The logic then follows that the intensity and extent of service provision and intervention increases proportionally with the level of risk. Conversely, the lower the risk, the less intervention is required. In fact, for low risk levels it argues that it is appropriate to have either minimal or no intervention. Therefore, early intervention strategies such as information and referral may be sufficient and appropriate for low risk offenders.

## THE NEED PRINCIPLE

At the centre of this principle is the importance of delineating between the criminogenic and non-criminogenic needs of offenders. It is argued that criminogenic needs are specific, dynamic factors directly correlating to the risk of reoffending. By identifying and targeting criminogenic needs, which are amenable to change and focusing treatment and intervention on these areas, it is possible to effectively reduce an offender's risk of recidivism.<sup>76</sup>

## THE RESPONSIVITY PRINCIPLE

This principle argues that treatment and intervention is most effective when delivered in a style and mode that is consistent with the abilities and learning styles of the offender.<sup>77</sup> Cognitive-behavioural strategies and social learning have been found to be most effective in addressing areas of dynamic criminogenic risk.<sup>78</sup>

<sup>73</sup> Andrews, D. & Bonta, J. (2006) *The Psychology of Criminal Conduct* (4th Ed). Chatswood, NSW: LexisNexis.

<sup>74</sup> Andrews, D. Bonta, J. & Hodge, R. (1990) Classification for Effective Rehabilitation" *Rediscovering Psychology. Criminal Justice and Behaviour*. 17, 19-52.

<sup>75</sup> Andrews, D. & Bonta, J. (2006) *The Psychology of Criminal Conduct* (4th Ed). Chatswood, NSW: LexisNexis.

<sup>76</sup> Andrews, D. & Bonta, J. (2006) *The Psychology of Criminal Conduct* (4th Ed). Chatswood, NSW: LexisNexis.

<sup>77</sup> Andrews, D. & Bonta, J. (2006) *The Psychology of Criminal Conduct* (4th Ed). Chatswood, NSW: LexisNexis.

<sup>78</sup> Andrews, D. & Bonta, J. (2006) *The Psychology of Criminal Conduct* (4th Ed), Chatswood, NSW: LexisNexis. Landenberger, N. & Lipsey, M. (2005) The positive effects of cognitive-behaviour programs for offenders: A meta-analysis of factors associated with effective treatment. *Journal of Experimental Criminology*. Pearson, F. Lipton, D. Cleland, C. & Yee, D. (2002) The effects of behavioral/cognitive-behavioral programs on recidivism. *Crime and Delinquency*. 48(3). 476-496. Wilson, D. Bouffard, L. & MacKenzie, D. (2005) A quantitative review of structured, group-oriented, cognitive-behavioral programs for offenders. *Journal of Criminal Justice and Behavior*. 32(2), 172-204.

Further supporting this approach is the identification of personal characteristics - personality and cognitive styles that need to be taken into consideration when planning interventions. Selecting prisoners appropriately for programs relevant to their needs<sup>79</sup> is an integral part of achieving successful outcomes in reducing recidivism. Responsivity also encompasses a person's readiness for change.

## RESPONDING HOLISTICALLY

The LSI-R allows for a holistic range of criminogenic needs to be identified and targeted in the development of robust, evidence-based case plans for offenders in prison and out in the community. It is well documented throughout the world that offenders have complex needs across multiple domains, which require holistic responses to achieve positive outcomes for both the individual and the community. ACTCS ensures that all identified risk domains are addressed through providing services and interventions specifically addressing the identified needs.

Continuity of services from the correctional setting back to the community is an integral part of throughcare and therefore strongly emphasized by ACTCS and, more broadly, across the criminal justice system and the Directorates that interact with the criminal justice system. Case planning takes an integrated approach to holistically responding to the needs of the individual to provide assistance that will bridge this transition from custody to the community and continue as long as the individual requires it. Coordinated responses between the justice system, government and community organisations ensure that a range of interventions are in place that tackle the criminogenic needs of property crime offenders. Without it, producing sustainable crime reduction is extremely challenging.

## JUSTICE REINVESTMENT

An essential component of this objective is Justice Reinvestment. Justice Reinvestment seeks to rebalance the criminal justice expenditure by deploying funding otherwise spent on custody into community based initiatives, tackling the underlying causes of crime.<sup>80</sup> Effective implementation of Justice Reinvestment involves the analysis of criminal trends and the factors driving criminal activity and ultimately prison population growth. This is undertaken with a view to effectively reallocating resources to address these causal factors.

Justice Reinvestment has emerged in response to the global issue of prison overcrowding. Professor David Brown of the University of New South Wales reports that US state expenditure on corrections has risen from \$12 billion to \$52 billion from 1988-2008. Similarly in the UK, the House of Commons Justice Committee has recently conducted a study into Justice Reinvestment as a response to their criminal justice system's 'crisis of sustainability'.<sup>81</sup> With prison populations and, correspondingly, prison costs growing exponentially throughout the world,<sup>82</sup> combined with the economic stresses imposed by the global financial crisis, Justice Reinvestment is increasingly being viewed as a priority for governments looking to cut costs on corrections facilities.

<sup>79</sup> McMurrin, M (2007) What works in substance misuse treatment for offenders? *Criminal Behavior and Mental Health*. 17, 225-233, p.229.

<sup>80</sup> Criminal Law and Justice Weekly, Prison Reform: A New Approach (2009) <http://www.criminalawandjustice.co.uk/index.php?/Analysis/prison-reform-a-new-approach.html> Accessed 04/04/2011 from The Howard League, The Report of the Commission on English Prisons Today, Do Better Do Less (2009).

<sup>81</sup> House of Commons Justice Committee (UK), First Report, *Cutting crime, the case for justice reinvestment* (2009).

<sup>82</sup> 'In the United Kingdom, the prison population almost doubled between 1992 and 2009. In the United States prison numbers increased sevenfold in the four decades from 1970.' Paul Papalia, CSC, MLA, *Justice Reinvestment - an option for Western Australia?* (2010). <http://www.rethinking.org.nz/assets/Justice%20Reinvestment/WA%20Discussion%20Justice%20Reinvestment%20June%202010.pdf> Accessed 4/4/2011.

In an Australian context, Paul Papalia CSC, MLA has suggested Justice Reinvestment as a viable option to reduce the stress on Western Australia's heavily overburdened prison system.<sup>83</sup> It has also been suggested that Justice Reinvestment might represent a solution to Aboriginal and Torres Strait Islander over-representation in the criminal justice system.<sup>84</sup> Most importantly, Justice Reinvestment has the potential to reduce the number of recidivist offenders. As Mr Papalia observes, "Evidence shows our prisons do not stop offenders from re-offending. Studies also show only a small reduction in recidivism will result in significant improvements in community safety and a commensurate reduction of costs in the prison system."<sup>85</sup>

As a jurisdiction with its own corrections facilities and the highest proportion of 15-19 year olds (the peak property crime offending age) across all states and territories, the ACT government is keen to investigate the benefits of justice reinvestment. As stated earlier, in the Australian context, justice reinvestment

approaches involve the implementation of specific programming designed to address the underlying causes of crime. All jurisdictions currently have in place a range of prevention, diversion, rehabilitation and offender reintegration programs aimed at crime reduction.

Stopping the cycle of reoffending and breaking the associated cycles of vulnerability is the role of collaborative, cross agency approaches to working with high and complex needs offenders and their families. Breaking these cycles of reoffending will result in multiple benefits; to the people who do not become victims of a recidivist offender, to the offender whose social, health, housing and financial outcomes are enhanced and finally, to the cessation, or at the least reduction, of intergenerational offending.<sup>86</sup>

## SCHEDULE E: EARLY INTERVENTION AND EDUCATION IN THE ACT

Developmental and early intervention approaches encourage investment in programs that create appropriate learning environments and communities for those most at risk. The significant long-term benefits of investing in early intervention approaches, particularly during the crucial transition points (from primary school to high school or from high school to work), prevent long-term growth and recurrence of crime in the community.<sup>87</sup>

The ACT has a higher proportion of people aged 15-19 years than any other Australian jurisdiction. This is the age range at which property crime offences peak. Focusing on this age group is critical to the success of the Strategy.

In 2010, the ACT had a participation rate of 52% in full time education and training for school leavers aged 15-19 years. This rate is above the national average of 40%. Despite these figures, the ACT has a cohort of students who leave school without engaging in other education or training programs. These young people remain at risk of long-term disengagement from the labour market and from the broader ACT community. In addition, other risks for these disengaged young people include poor health outcomes, a greater likelihood of substance abuse and a greater chance of becoming involved in crime and the justice system. As these young people go on to have families of their own, inter-generational disadvantage can become entrenched.

A range of factors may increase the likelihood of disengagement from education including: being male, being an Aboriginal or Torres Strait Islander person, being from low socio-economic backgrounds and have a culturally and linguistically diverse background. The strongest predictor for non-completion of education is a low level of literacy and numeracy.<sup>88</sup> National data indicates that Aboriginal and Torres Strait Islander students are most likely to become disengaged from the school system after year nine. This trend is consistent in the ACT.<sup>89</sup> In 2010, the ACT had the highest retention rates from year 10 to year 12 for full time Aboriginal and Torres Strait Islander students in Australia with a retention rate of 75%. This rate was well above the national average for Aboriginal and Torres Strait Islander students (which was 52.5%) but still below the national average of 78.5% for all full time students, as well as significantly below the ACT's rate for non-Indigenous students (91.8%).<sup>90</sup>

In an effort to improve student outcomes it is vital that programs support student participation in worthwhile education, training and workforce pathways - an approach supported by the ACT Government. It is also essential that this foundation is laid down at an early age with a combination of early childhood initiatives and strong literacy and numeracy programs to support family-school partnerships, as well as improving the outcomes for Aboriginal and Torres Strait Islander students.

There are a number of developmental prevention programs across a number of ACT Government agencies covering areas such as parenting and early childhood support and intervention, literacy and numeracy training and support, anti-bullying initiatives in schools, programs addressing violence, job skills training and development and early school leavers' programs.<sup>91</sup>

The ACT's Youth Justice System is currently in a state of change with developments arising from the Diversionary Initiative Framework and the Bimberi Review. The impact of these bodies of work will be reflected in the first year review of the Strategy.

<sup>83</sup> Ibid. Paul Papalia, CSC, MLA, *Justice Reinvestment - an option for Western Australia?* (2010). <http://www.rethinking.org.nz/assets/Justice%20Reinvestment/WA%20Discussion%20Justice%20Reinvestment%20June%202010.pdf> Accessed 4/4/2011.

<sup>84</sup> Mick Gooda, *Justice Reinvestment: a new solution to the problem of Indigenous over-representation in the criminal justice system* (2010).

<sup>85</sup> Paul Papalia, CSC, MLA, *Justice Reinvestment - an option for Western Australia?* (2010).

<sup>86</sup> Research has shown that the more severe the offending the higher the likelihood that the children of recidivist offenders will disengage from education and training - see Goodwin, V & Davis, B, *Crime families: Gender and the intergenerational transfer of criminal tendencies*, Trends and issues in crime and criminal justice, no.414, May 2011.

<sup>87</sup> *Developmental and early intervention approaches to crime prevention*, AICrime reduction matters, Australian Institute of Criminology, 1 July 2003, no.4.

<sup>88</sup> Business Council of Australia, 2003.

<sup>89</sup> Pathways to the Future, page 5.

<sup>90</sup> Source: ABS (2010), *Schools Australia 2009*, Cat. No 4221.0; table 40A. 127.

<sup>91</sup> *Developmental and early intervention approaches to crime prevention*, AICrime reduction matters, Australian Institute of Criminology, 1 July 2003, no.4.

# STOPPING DISENGAGEMENT – THE ROLE OF EDUCATION

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The Strategy acknowledges the important role that education and employment opportunities have in keeping ‘at risk’ young people from committing property crime and out of the criminal justice system. At the centre of this issue is engaging young people who are disengaging or have disengaged from education. This is being addressed in two important ways:

- through the National Partnership on Youth Attainment and Transitions (NPYAT) and ACT Youth Commitment
- through the Excellence and Enterprise Framework: Advancing Public Schools of Distinction

The ACT’s commitment to NPYAT is central to increasing educational engagement, attainment and the successful transitioning of young people from one educational institution to another or from education to employment. A range of targets to improve participation, increase qualifications and support successful transitions have been set. Central to achieving these goals is the ACT Youth Commitment. Its aim is to ensure that the needs of each young person are at the centre of education agency activities. If a student moves from school to further education and training or work, he or she continues to be accounted for, cared for and supported.

The goals of the ACT Youth Commitment are to:

- ensure that no young person is lost from education, training or employment
- establish a shared responsibility between stakeholders who serve young people including government and non-government schools, Canberra Institute of Technology, registered training organisations, community organisations, employers, parents, related government (Commonwealth and ACT) and non-government agencies
- enhance the ACT’s significant record of excellence in educational achievement
- work to make the transition through education and on to further education and training and employment a positive experience for each young person

There are four groups that sit under the ACT Youth Commitment Steering Group. These are:

- Vocational Learning in Schools Advisory Group – this group supports the engagement of all young people in education and training and the positive transition to full-time education and training options or full-time work
- ACT Aboriginal and Torres Strait Islander Transitions Leadership Group – this group connects providers and other Aboriginal and Torres Strait Islander support agencies with each other and with schools to allow a coordinated, innovative approach to the transition of Aboriginal and Torres Strait Islander young people through education and onto further education, training and employment
- Data and Analysis Group – this group investigates issues and develops strategies relating to the collection of data and the tracking of progress towards the achievement of the targets in the ACT Youth Attainment and Transitions National Partnership
- Reengaging Youth Leadership – this group leads the collaboration and coordination of activities that support disengaged young people to reconnect with education, training or employment or a combination of these, to connect providers with each other and to schools in order to improve the educational outcomes for disengaged young people and to work to build a resilient system that ensures that no young person is lost from education, training or employment

The work that is being undertaken with young people who may be disengaging from education is broad ranging. Initiatives include in-school programs and dedicated teacher or student welfare officers, and bridging programs like Youth Connection that work directly with the young person in their place of residence to identify why they are disengaged and, where possible, find alternative education programs. A further step in the re-engaging process is the participation in alternative education programs such as Access 10 and the Youth Education Program (YEP).

The Education and Training Directorate’s Excellence and Enterprise Framework: Advancing Public Schools of Distinction Framework seeks to improve the provision of education in schools and community settings to support young people with behavioural issues and those at risk of disengaging, or who have already disengaged from education.

To improve the provision of education to vulnerable people the following options will be explored:

- the identification and development of a range of flexible learning options in schools and across school networks, to provide intensive, personalised support for disengaged students
- potential models for full service flexible learning centres based in the community, for students who are not engaged in education or training and those with behavioural issues whose attendance at a neighbourhood school is not viable
- the establishment of school network re-engagement plans to build synergy between school, government and community activity associated with supporting the re-engagement of young people in education
- the investigation of approaches to the development of online learning resources available through the cLc to provide flexible learning options in a range of settings

A student engagement framework is being developed and will outline four tiers of educational provision which describe responses along a continuum for all young people, ranging from those who are at school to young people who are beginning to disengage from schooling, to those who are unlikely to re-engage with regular schools. The continuum will outline what schools can do within the school to enhance engagement through to partnerships that schools will need to develop with the community to support engagement through to options for education and training that reside in the community. Greater detail on this framework will be provided when the Strategy is reviewed in 12 months.

# SCHEDULE F: A SAFER CANBERRA

## CRIME PREVENTION SUPPORT AND DESIGN

Crime prevention advice usually comes from crime scene police who can provide an assessment of things like locks, sightlines, concealment opportunities and lighting. If victims implement police advice, their homes can be made more secure. This advice also comes from the JACS funded Home Safety Program.

Delivered by SupportLink Australia, the Home Safety Program is designed to assist the ACT community to improve the safety and security of their homes. For many residents who experience burglary there is a sense of powerlessness as to how to prevent future incidents. The Home Safety Program provides information on a range of home safety issues including the protection of property against burglary, how to perform do-it-yourself home safety audits, when to call an ambulance and how to prepare for storms, house fires and bushfires. The Program is available to all residents of the ACT, with victims of crime, the aged, vulnerable or at risk given priority.

The Program includes the development and distribution of a Home Safety Information Pack, which includes a number of up-to-date fact sheets about home safety and security issues. The information pack is available in hard copy and electronically on the Home Safety Program's website <http://www.homesafety.act.gov.au/about.aspx>. ACT residents and, in particular, those who have been victims of crime or are aged, vulnerable or at risk, are mailed information packs. These packs are also distributed at community events. As requested, and where appropriate, Supportlink facilitates home safety and security assessments. In certain cases, residents are also eligible for minor safety and security home improvements such as the fitting of window locks or a key safe.

Victim Support ACT - the governments 'one-stop shop' for supporting victims, can provide access to services such as counselling, assist victims of property crime with justice processes and supply advice about home security and safety. The Victim Support ACT publication *Protecting Your Home* provides detailed information about crime prevention and reducing repeat victimisation.

## DESIGNING OUT CRIME

Situational crime prevention strategies focus on the locations where crimes are committed and decreasing the opportunities to commit crimes at these specific locations. As it focuses on locations and opportunities, CPTED also complements other social issues-based crime prevention strategies that focus on offenders and their needs.

CPTED can be applied both to existing urban areas and to new, planned developments.<sup>92</sup> In either situation, CPTED is put into practice in two stages. The first stage is an assessment of the physical space in question in order to get a thorough understanding of the site. Seven main issues considered are:

1. activity generators (features that tend to create local activity, such as picnic tables or play equipment)
2. edge effects (generated around the actual, or perceived, physical borders of different land uses, such as the border of a commercial strip or the edge of a park)

3. movement predictors (predictable routes that offer few choices to pedestrians, like bridges or enclosed pathways)
4. conflicting user groups (such as young people and the elderly)
5. hotspots (existing high crime locations like nearby bus terminals or licensed venues that are known to be problematic)
6. potential displacement (potential for movement of crime from one area of the site to another as a result of any changes) and
7. building elements (such as problems like blank walls, alleyways or other entrapment spaces)

In addition to the issues considered above are the assessments made on lighting, natural surveillance and sightlines, signage, building design, land use mix, landscaping, entrapment potential and maintenance.<sup>93</sup> All these considerations are closely related and must be factored in flexibly and holistically, using a site-specific approach in order to achieve the best possible crime prevention outcomes. For example, pedestrian walkways need to have unimpeded sightlines, and surrounding buildings should be designed to facilitate casual surveillance of the paths. This may involve extra windows in buildings, and also planning the landscaping around the paths so the paths are clearly visible from windows. Dwellings may be oriented so that the path is overlooked by high use windows, like kitchen windows, or balconies. If the surrounding land can be used for mixed residential and commercial purposes, it is more likely that there will be activity at both day and night to further improve pedestrian safety. Lighting should be even and consistent to make it easier for pedestrians and onlookers to see an approaching person. Sightlines for paths can also be improved through vandal-resistant mirrors and through avoiding sharp changes in gradient.

In the ACT, the use of CPTED in all non-residential developments is required by the Crime Prevention Through Environmental Design General Code, which is part of the ACT Territory Plan. The *Crime Prevention and Urban Design Resource Manual*, published by the ACT Environment and Sustainable Development Directorate, supports the Code by providing a detailed analysis of the ways in which different CPTED issues can interact. The manual is intended to be a non-prescriptive handbook for designers, to aid them to maximise crime prevention in a flexible, site-specific way. The ACT Government also has a number of specific programs in place, such as the Roads ACT Street Lighting Strategy, that implement CPTED principles to reduce property crime.

## MOTOR VEHICLE THEFT

Australian households experienced an estimated 82,900 incidents of motor vehicle theft in the 2009-10 financial year.<sup>94</sup> In recent times Australia has enjoyed a substantial reduction in motor vehicle theft. In 2009/10, the National Motor Vehicle Theft Reduction Council (NMVTRC) reported a 7% decline in motor vehicle thefts since 2008/09.<sup>95</sup> This continues a downward trend in the incidences of this offence type.

However, despite this national decrease, motor vehicle theft remains a salient issue in the ACT with the Annual Report on the ACT from the NMVTRC reflecting a jurisdiction with the highest proportionate rate of motor vehicle theft per head of population (5.9 per 1000) and by number of registrations (8.3 per 1000).<sup>96</sup>

<sup>92</sup> ACT Environment and Sustainable Development Directorate, Crime Prevention Through Environmental Design General Code.

<sup>93</sup> ACT Environment and Sustainable Development Directorate, Crime Prevention Through Environmental Design General Code.

<sup>94</sup> Australian Bureau of Statistics Publication 4530.0, Crime Victimization, Australia (2009-10).

<sup>95</sup> National Motor Vehicle Theft Reduction Council, CARS Annual Report - ACT (2009-10).

<sup>96</sup> National Motor Vehicle Theft Reduction Council, CARS Annual Report - ACT (2009-10).

Motor vehicle theft generally falls into the categories of 'profit-motivated' thefts; that is, thefts committed with the intention of subsequent disposal for money, and thefts for temporary use; that is, cheap transport, joy-riding or a getaway vehicle from another crime. While there has been a recent decrease in the amount of vehicles recovered after their original theft, the ACT remains a jurisdiction where temporary use thefts are most prominent, with the majority of cars being recovered.<sup>97</sup>

As discussed above, research has shown that older vehicles without engine immobilisers are most at risk of being stolen. The government's Engine Immobiliser Scheme responds to this issue by providing \$200 fully fitted vouchers to:

- holders of a Health Care Card – eg recipients of Centrelink's aged, disability or carer pensions OR full time student in receipt of Austudy etc
- who are ACT residents and have cars without existing immobilisers

\$100 subsidies are available to any ACT citizen who drives an older vehicle without an immobiliser fitted. For further information on the scheme see [http://cdn.justice.act.gov.au/resources/uploads/JACS/PDF/flyer\\_immobilizer.pdf](http://cdn.justice.act.gov.au/resources/uploads/JACS/PDF/flyer_immobilizer.pdf)

The use of CPTED principles in car parks is another strategy that can prevent or reduce motor vehicle theft. Car parks designed and located so that casual surveillance of vehicles is maximised contribute to the reduction of opportunistic theft. Adequate lighting and removal of impediments to sightlines (such as dense landscaping or large pillars in underground car parks) also helps to reduce vehicle theft. Car parks are best located adjacent to buildings that have windows that overlook the vehicles and near high use sites like restaurants. In a similar way, CPTED reduces burglary through the removal of obstacles to natural surveillance such as dense shrubbery and steep gradients, increased or better planned street lighting and dwellings that are oriented to increase casual surveillance by neighbours. Planning for land use mix (combining residential and commercial/hospitality uses) also facilitates surveillance and thus reduces motor vehicle theft.

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<sup>97</sup> In 2009/10, 47.5% of vehicles were recovered within one day of their theft, with the number rising to 87.8 after just one week. National Motor Vehicle Theft Reduction Council, CARS Annual Report – ACT (2009-10).