



APPENDIX Q4

# Crime and anti-social behaviour



## Q4 CRIME AND ANTI-SOCIAL BEHAVIOUR

This appendix supports Chapter 19, Social Environment, of the Draft EIS by providing detailed information on the existing crime profile, factors contributing to crime and the fear of crime, and issues associated with the proposed expansion.

### Q4.1 CRIME PROFILE

There is no single way of measuring the actual prevalence and incidence of crime in the community. However, the use of recorded offences is one generally accepted means of assessing the level and nature of offending.

The following analysis of recorded offences in the Roxby Downs Local Government Area (LGA), regional South Australia and South Australia is based on data provided by the Office of Crime Statistics and Research in the South Australian Department of Justice (2007a, 2007b, 2008a and 2008b) and the annual 'Crime and Justice' reports it prepares.

Rates per 1,000 people for South Australia and regional South Australia have been calculated using estimated resident populations (ABS 2007a). To take account of the large number of workers who commute long distance to work at Olympic Dam and the variability in the construction workforce (including temporary construction workers who are engaged periodically, for example for smelter shutdowns), population rates for Roxby Downs LGA have been calculated as follows:

- the permanent residential population of Roxby Downs is based on the estimated resident population (ABS 2007a)
- the long distance commute workforce is based on the difference in the population counts between the estimated resident count and location on census night in 1996, 2001 and 2006, averaged over the five year census period, to estimate the number of people who usually live elsewhere (ABS 2007a and 2007b)
- BHP Billiton estimates of the annual average temporary construction workforce at Olympic Dam. The size of the temporary workforce is variable, with shutdowns requiring between 100–1,250 workers. The BHP Billiton workforce estimates do not include any major shutdowns during the three previous census counts.

No adjustment has been made for temporary workers or long distance commuters in regional South Australia, as the impact of this is likely to be minor relative to the size of this population.

#### Q4.1.1 A snapshot of recorded offences

Figure Q4.1 shows the proportion of offences by offence type in the Roxby Downs LGA in 2006 and is based on data provided by the Office of Crime Statistics and Research (2007a).

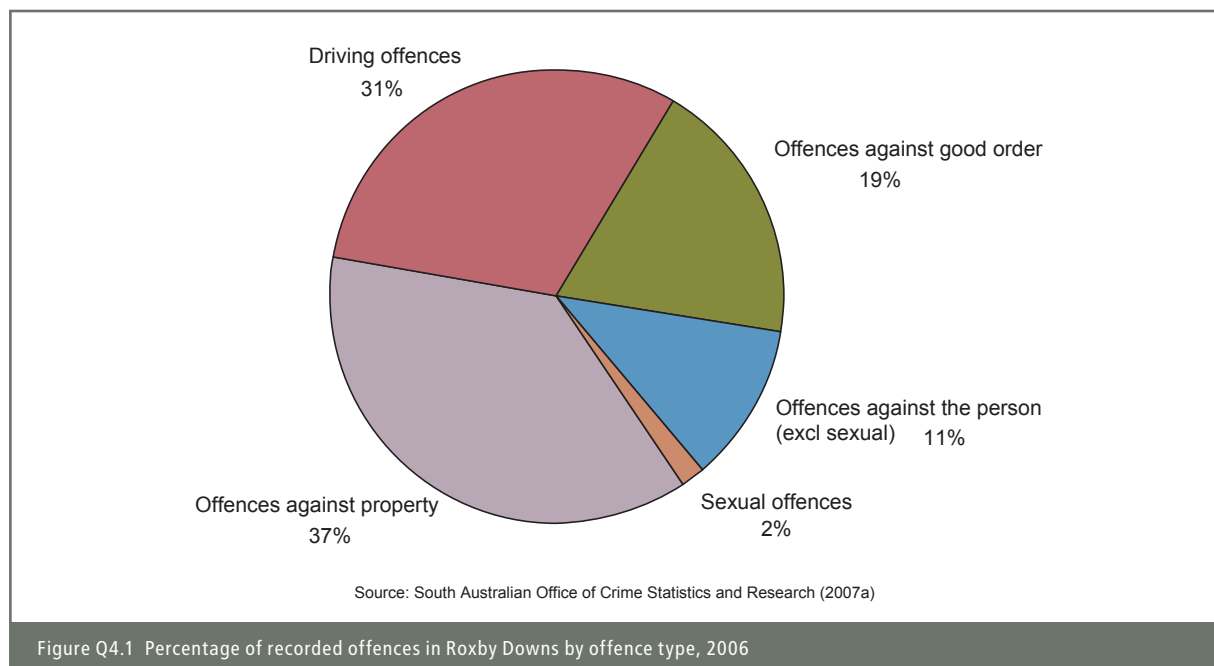


Table Q4.1 compares rates of offending per 1,000 people in the Roxby Downs LGA with South Australia and regional SA in 2006. These figures show that Roxby Downs has:

- a lower rate of recorded offences than South Australia, and a similar rate to regional South Australia
- a higher rate of offending for offences against the person, including sexual offences
- a lower rate of offences against property
- a higher rate of offences against good order
- a higher rate of driving offences, including offences involving alcohol or drugs, dangerous, reckless or negligent driving, and traffic offences.

Table Q4.1 Rate of recorded offences per 1,000 people in Roxby Downs, South Australia and regional SA, 2006

Offence type	Rate per 1,000 people Roxby Downs LGA	Rate per 1,000 people Regional SA	Rate per 1,000 people South Australia
<b>Total offences against the person:</b>	16.6	11.9	12.2
Homicide	0.0	0.0	0.0
Major assault	1.6	0.6	0.6
Minor assault	13.6	10.1	10.1
Other offences against the person	1.4	1.2	1.5
<b>Total sexual offences:</b>	2.6	1.4	1.4
Rape	0.4	0.4	0.4
Indecent assault	0.6	0.5	0.5
Unlawful sexual intercourse	0.2	0.3	0.2
Other sexual offences	1.4	0.2	0.4
<b>Total robbery and extortion total:</b>	0.0	0.2	0.8
Armed robbery	0.0	0.1	0.3
Unarmed robbery	0.0	0.1	0.4
<b>Total offences against property:</b>	54.4	66.6	90.3
Serious criminal trespass/break and enter	3.4	11.2	15.0
Fraud and misappropriation	4.9	2.1	2.7
Receiving and unlawful possession of stolen goods	0.4	0.8	1.1
Theft/illegal use of a motor vehicle	3.4	1.8	5.1
Other larceny <sup>1</sup>	15.8	22.0	28.5
Theft from shops	1.8	3.0	4.7
Theft from a motor vehicle	5.3	5.9	9.1
Arson/explosives	2.0	1.3	1.8
Property damage and environmental offences	17.4	18.7	22.2
<b>Total offences against good order</b>	27.5	23.2	23.6
<b>Total drug offences:</b>	0.0	1.9	1.9
Possess/use	0.0	0.3	0.3
Sell/trade	0.0	0.4	0.5
Produce/manufacture	0.0	1.0	0.8
Possess/implement for drug use	0.0	0.1	0.1
Other drug offences	0.0	0.1	0.2
<b>Total driving offences:</b>	45.5	38.9	36.9
Driving offences involving alcohol or drugs	12.1	7.3	5.5
Dangerous, reckless or negligent driving	3.0	2.5	2.0
Driving licence offences	8.9	8.4	8.4
Traffic offences	7.5	4.0	3.5
Motor vehicle registration offences	13.6	16.0	17.0
Parking and other motor vehicle offences	0.4	0.6	0.5
<b>Total other offences:</b>	0.0	1.4	0.9
<b>Total</b>	146.7	145.5	167.9

Source: South Australian Office of Crime Statistics and Research (2007a and 2008a)

<sup>1</sup> Other larceny offences include theft from schools, theft of drugs, failure to pay fees, bills, meals and accommodation, and theft from a vehicle.

Crime can be reported by a victim or by the police. The identification and detection of 'police detected crime' (such as offences against good order, drug offences and driving offences) rests predominantly with police and is influenced by policing practice and specialist operations. Victim-reported offences include offences against the person, sexual offences, robbery and extortion and offences against property. In 2006, about 50% of recorded offences in Roxby Downs were police detected and 50% were reported by a victim. This compares with about 45% police detected crime and 55% victim reported crime in regional South Australia (Office of Crime Statistics and Research 2007a and 2008a).

The most common locations for offence in Roxby Downs in 2006 (Office of Crime Statistics and Research 2008b) were:

- residential locations for offences against the person (39.0% compared to 45.5% in regional South Australia), followed by street/footpath (22.0% in Roxby Downs compared to 28.9% for regional South Australia)
- residential locations for offences against property (35.3% compared to 46.7% in regional South Australia), followed by school (11.9% in Roxby Downs compared to 7.5% for regional South Australia) and street/footpath (over 10% in both locations)
- residential locations for offences against good order (over 30% in both locations), followed by street/footpath (27.9% in Roxby Downs compared to 41.6% in regional South Australia).

#### Q4.1.2 Trends in recorded offences over time

The following analysis highlights trends in recorded offences in Roxby Downs, regional South Australia and South Australia. Some caution needs to be taken in interpreting time series data, given legislative changes and consequential changes in police recording practices that affect the comparability of data over time (see Office of Crime Statistics and Research Technical Report 2007c for details of major legislative changes). However these changes are common across the three localities.

Figure Q4.2 illustrates the trends in rates of recorded offences in Roxby Downs from 1996–2006, by how offences were reported (i.e. police detected or victim reported). This figure also shows the variability in the temporary construction workforce. This indicates a rise in victim-recorded offences in 1997–1998 and from 2003–2005 and considerable variability in police detected crime.

Figure Q4.3 shows the rate of victim-reported offences in Roxby Downs, compared to regional South Australia and South Australia from 1996–2006. It shows the rates of victim-reported offences were lower in Roxby Downs than South Australia or regional South Australia, except in 2005, when the rate of offending was similar to regional South Australia.

An analysis of offences against the person in Roxby Downs by the offender victim relationship (Office of Crime Statistics and Research 2007b) shows an increase in the number of offences reportedly committed by family members (both intimate and non-intimate) between 1996 and 2006, with over 27% of such offences (including sexual offences) in 2006 recorded against a family member.

Figure Q4.4 shows the changes in the rate of police detected offences in Roxby Downs, compared to regional South Australia and South Australia from 1996–2006. It shows a variable, but relatively high rate of police detected crime in Roxby Downs.

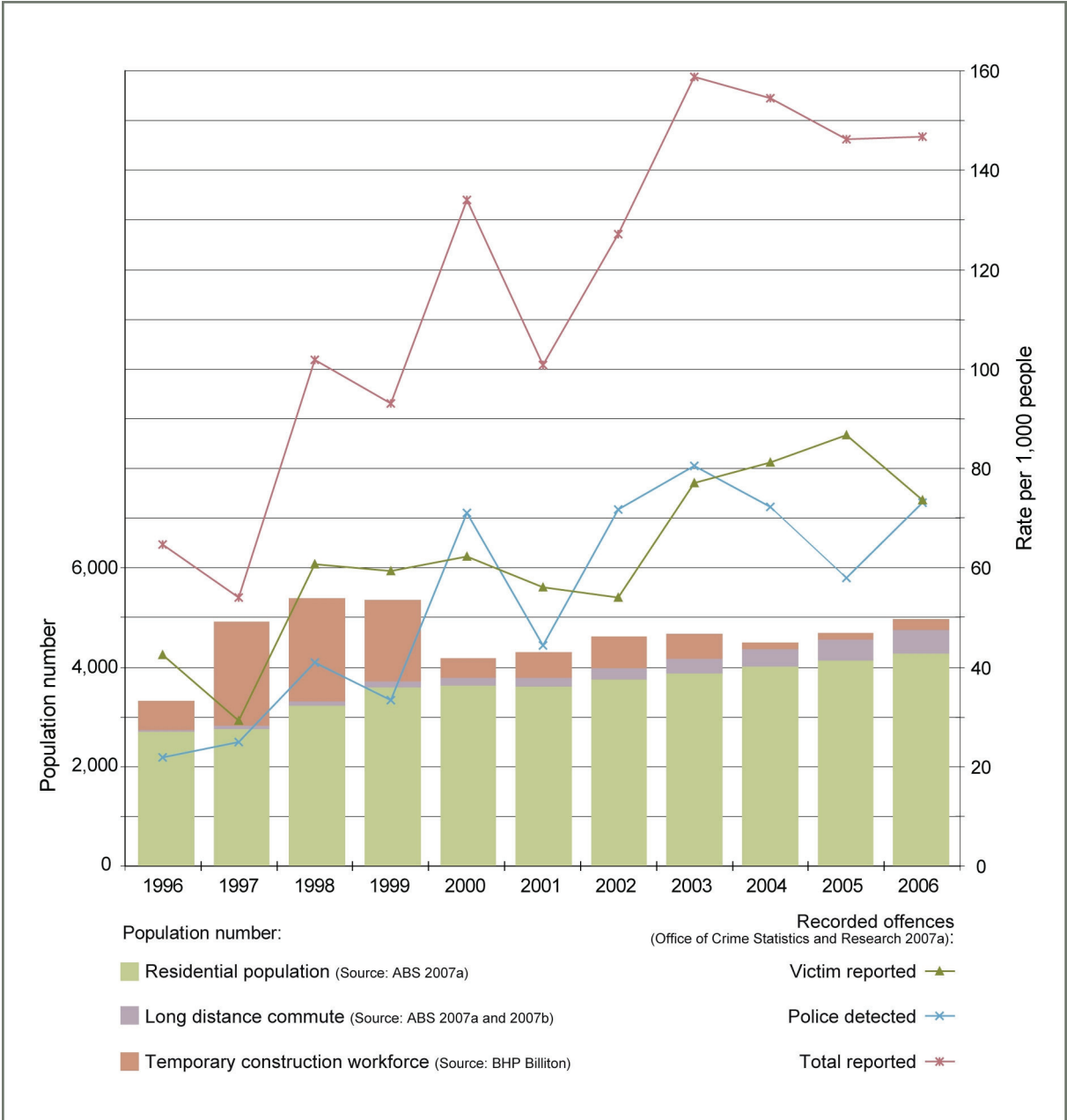
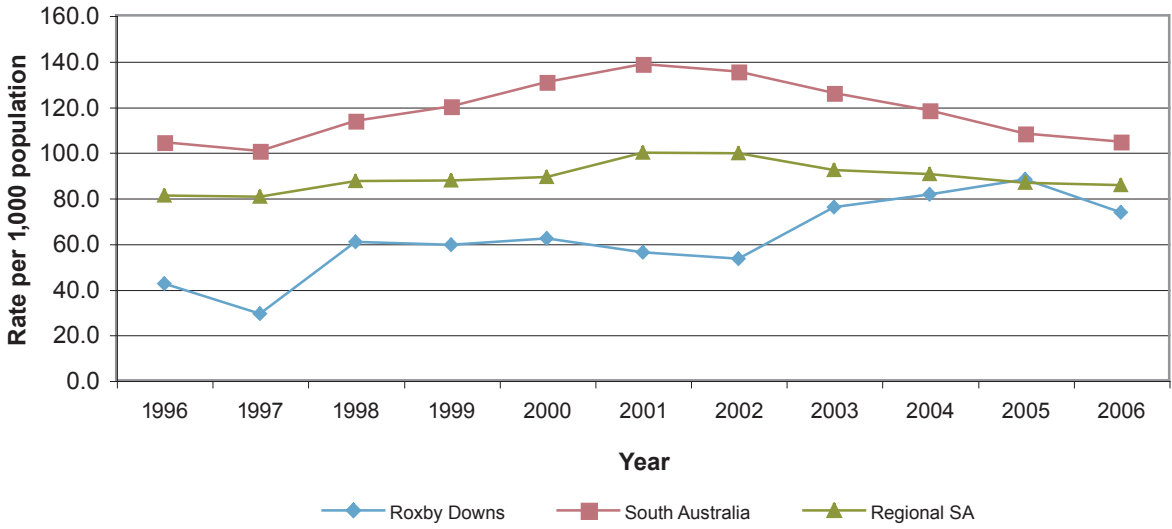
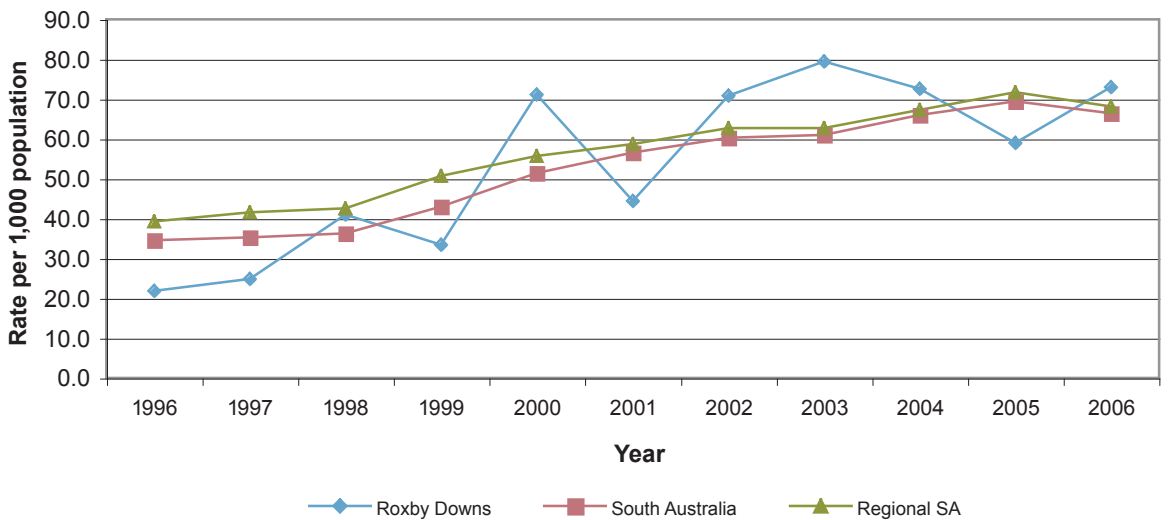


Figure Q4.2 Trends in rates of recorded offences in Roxby Downs from 1996–2006, by how offences were reported



Source: South Australian Office of Crime Statistics and Research (2007a and 2008a)

Figure Q4.3 Trends in victim recorded offences from 1996–2006



Source: South Australian Office of Crime Statistics and Research (2007a and 2008a)

Figure Q4.4 Trends in police detected offences from 1996–2006

## Q4.2 CRIME PREVENTION

### Q4.2.1 Factors contributing to crime and fear of crime

Understanding the factors that contribute to crime and the fear of crime is important in assessing the likely impacts of the proposed expansion on community safety and to develop strategies that can mitigate potential impacts.

Research by the Centre for Cultural Risk Assessment at Charles Sturt University for the National Campaign Against Violence and Crime Unit (Blood et al. 1998) highlights the paradox between crime rates and fear of crime – that crime statistics may not warrant the fear of crime felt by some groups and, conversely, while crime may be identified as a problem in a community, fear of crime may not. It also notes that crime prevention strategies and programs do not necessarily reduce the fear of crime. The research points to the importance of consulting and involving local people and stakeholders in identifying problems and implementing solutions; multiple (rather than single) interventions to achieve long-term results; and the role of the media in fear-reduction programs.

Anti-social and offending behaviour is associated with a range of factors. The likelihood of a person becoming involved in criminal activity is influenced by individual and biological factors, life events and experiences, as well as a range of risk and protective factors in the family, school and community environments (National Crime Prevention Report 1999; Weatherburn 2001). A selection of the factors most relevant to the proposed expansion is listed below.

#### *Age and gender*

Research by Weatherburn (2001) and others shows that:

- males are more likely to commit serious crime than females
- younger age cohorts have a higher correlation with crime
- the risk of juvenile involvement in crime increases with poor parenting (e.g. parental neglect, parental conflict and discipline, family disruption and family behaviours and attitudes), truancy and association with delinquent peers
- the types of crime and offending behaviours vary with age. Anti-social behaviour and property offences (including vandalism and graffiti) are more common among young people
- the vast majority of juveniles who get involved in crime only commit a few offences and then stop, even in the absence of formal intervention.

The higher rates of offending by younger age cohorts and males are reflected in state statistics, with about one-third of all charges listed in apprehension reports in 2005 involving people aged 25–34 years, and a further two-fifths involving people aged 20–24 and 35–44. More than eight in 10 charges involved males (Office of Crime Statistics and Research 2006b).

#### *Social and community factors*

Several researchers, including the National Crime Prevention Project (1999), Weatherburn (2001) and Triplett and others (2003), have drawn links between crime and social and community factors. A greater risk of offending behaviour is associated with:

- high population mobility, turnover or transience
- disruptions to existing social and community networks/loss of community identity
- poor social bonds, attachments and supports, feelings of alienation, isolation and indifference
- social and cultural disintegration and disharmony
- distrust and suspicion among residents, and raised fear of crime
- weak informal social control or levels of influence in the community
- public tolerance of crime
- lack of respect for social, racial and ethnic differences
- problems with specific groups
- family breakdown or conflict
- highly heterogeneous areas (such as a mixture of affluent and economically disadvantaged people).

#### *Situational and environmental factors*

The likelihood of criminal activity can be increased by situational and environmental factors (Weatherburn 2001; Planning SA 2004; Crime Prevention Unit 2005), including:

- physical/urban deterioration and degradation
- poor environmental design (such as poor lighting, the lack of demarcation of public/private space, and limited surveillance of places or goods)



- increased opportunity or incentive for criminal activity (such as attractive commercial or residential targets, lax physical and personal security, limited law enforcement, low perceived risk of apprehension, high levels of alcohol consumption, open illicit drug markets, and easy opportunities for the sale or disposal of stolen goods).

#### *Facilitators of crime*

Alcohol and substance use and firearms are associated with an increased risk of offending (Makkai 1998; Weatherburn 2001). Alcohol is associated with high rates of violence, particularly around licensed premises (Weatherburn 2001).

#### *Fear of crime*

Fear of crime results from a combination of demographic, environmental and experiential variables (Bennett 1990; Blood et al. 1998; Queensland Police Service 2005) including:

- personal experience (such as experience of victimisation, incivility and harassment)
- age and gender (older people, women and parents commonly feel more vulnerable and worried about crime and safety)
- physical location (which is influenced by factors such as familiarity with surroundings) and environmental and design features (such as lighting and surveillance)
- signs of neighbourhood decay and disorder – this may be physical decay (such as vacant buildings and abandoned cars, disrepair, litter or graffiti) and/or social decay (such as gangs, drunken behaviour and so on)
- the level of social interaction or social cohesion, including knowing and trusting your neighbours and having supportive social relationships with family and friends
- public confidence in the police
- the perceived risk and personal consequence of crime
- the perceived level of control over the environment or neighbourhood
- the media.

#### **Q4.2.2 Approaches to crime prevention**

The Australian Institute of Criminology (2003) has described approaches to crime prevention in terms of three levels:

- primary crime prevention, which aims to stop problems before they happen through:
  - situational or environmental approaches, such as the design and layout of buildings and public spaces
  - community development approaches to address factors such as poverty, unemployment and poor education that influence the likelihood of an individual committing a crime
- secondary crime prevention, to intercede in high-risk neighbourhoods and places or to change people at high risk of offending through rapid and early intervention
- tertiary crime prevention, which focuses on the operation of the criminal justice system and deals with offending after it has happened (e.g. through conferencing, treatment, incarceration and rehabilitation).

Techniques such as crime prevention through environmental design (CPTED) are examples of situational approaches to crime prevention. CPTED encompasses three design concepts (SA Attorney-General's Department and South Australia Police, 2005):

- access control, directed at decreasing criminal opportunity by denying access to the crime target and creating a perception of risk. This can involve:
  - organised strategies, such as guards or law enforcement
  - mechanical strategies, such as locks and see-through fences
  - natural strategies, such as spatial definition
- surveillance, directed at increasing the risk of detection. This can involve organised strategies (such as policing and security patrols), mechanical strategies (such as lighting and closed circuit TV), or natural strategies (such as landscaping or windows to enable natural overlooking of public space)
- territorial reinforcement, directed at developing a sense of proprietorship to deter potential offenders and delineate the transition from public to private space. This can involve design features such as low fencing, changing surfaces (e.g. using paving and lawn) or surface levels.

### Q4.3 KEY ISSUES

The following discussion of the issues associated with crime and anti-social behaviour and proposed management measures supplements the summary provided in Chapter 19, Social Environment, of the Draft EIS. It is based on consultation with the community and other stakeholders, a literature review of the factors contributing to crime and approaches to crime prevention, and an assessment of the impacts from other major mining projects in Australia.

#### Q4.3.1 Construction workforce

The expansion would result in an influx of up to 6,000 construction workers, mainly men, over the 12 year construction period.

The literature highlights several risk factors associated with the influx of a temporary workforce. These include social and community factors (including population transience; the lack of commitment to the existing community; a heightened distrust and suspicion among residents; and raised fear of crime); high levels of alcohol consumption; boredom and isolation.

Concerns about increasing levels of crime associated with population growth and an influx of construction workers have been identified in other mining developments (McMahon and Remy (eds) 2001; Rolfe et al. 2003; Beattie et al. 2005; see also Appendix Q8).

A number of Australian studies report on the high levels of alcohol consumption in mining communities (Hagen et al. 1992; Daly and Philip 1995; Midford et al. 1997; Drugs and Crime Prevention Committee Victoria 2004). Holland (2005) suggests that typically, blue-collar industries such as mining, building and transport are associated with a culture of use and abuse of alcohol and illicit drugs. He also suggests that workplaces associated with high stress, job insecurity, long hours and isolation, or combinations of these factors are seen as catalysts for such cultures.

Several studies from British Columbia also report on the use of alcohol, drugs and tobacco in the workplace and families. The Alberta Alcohol and Drug Abuse Commission (AADAC 2006) found that problem drinkers and drug users are often young single men. Certain job qualities are also associated with higher alcohol use, including working at a remote job site and working long hours. The AADAC also notes that workers in utilities, forestry/mining and public administration had the highest rates of alcohol use. Employee stress, long hours, boredom and shift work have been identified as factors contributing to substance abuse (Australian Drug Foundation 2005; Pidd et al. 2006). Barton (2002) reports on the increased availability and tolerance of alcohol and other substance abuse in remote northern work sites, and suggests these sites pose challenges for companies because of the difficulties in recruiting and retaining workers.

Local residents, government agencies and service providers have expressed some concern about the potential impacts associated with the arrival of a large temporary workforce, based on their experiences of the 1997 Olympic Dam expansion, including:

- an increase in drug and alcohol consumption, and anti-social and offending behaviour including assault and violence, prostitution, property damage, illegal gambling, driving and other offences
- insufficient facilities to meet the needs of the transitional and construction workforce and increased demands on recreation and entertainment in Roxby Downs
- integration issues between the temporary and permanent workforce and local residents
- flow-on effects to nearby communities of Andamooka and Woomera, pastoralists' properties, Arid Recovery and outlying settlements.

Community views are mixed about accommodating the construction workforce, with some wanting construction workers to be self-contained and not integrated into the Roxby Downs township, while others think they should be integrated into the town and not accommodated in accommodation villages. Some residents at Andamooka have also expressed concern about the impact of the construction workforce.

To minimise adverse impacts of the construction workforce, BHP Billiton plans to construct a separate high-quality, short-term accommodation village (Hiltaba Village), which would also provide long-term accommodation for about 2,000 contract workers for ongoing Olympic Dam maintenance and shutdown operations. The village would include on-site recreation and sport facilities and entertainment (such as a gym, swimming pools, multi-purpose courts and bistros and taverns). The intention is to encourage the construction workforce to remain at the village for social and recreational activities to lessen residents' concerns, minimise the demand on facilities in the town, and reduce the likelihood of potentially negative interface issues between permanent residents and construction workers. However, it is inevitable that individual workers would at some stage visit Roxby Downs and Andamooka.

Several mitigation measures are outlined in Chapter 19 of the Draft EIS in relation to the construction workforce.

### Q4.3.2 Changing the physical environment

The proposed Olympic Dam expansion would involve significant changes in the physical environment of the Roxby Downs township, including the construction of new housing and accommodation facilities and the development (and redevelopment) of a range of new commercial, retail and community facilities in the town centre.

Research on the factors contributing to crime suggests an increased likelihood of opportunistic crime (including theft from building sites and unoccupied housing) and vandalism may be associated with these construction and development activities.

A number of strategies have been used to address building site theft and vandalism in other areas of South Australia (SA Department of Justice, Crime Prevention Unit 2006b) and may be considered by building contractors in Roxby Downs.

These include:

- fences around the construction area and early installation of lighting to define property boundary and maximise visibility
- surveillance controls, such as employing security guards to guard the construction site, installing surveillance cameras to monitor entry and exit routes to the sites, erecting signs and advertising the presence of security, surveillance, and police in the media
- access control, for example, requiring all contractors, delivery drivers and tradesmen to obtain or carry special site passes to enter the construction site
- practices by builders to reduce the opportunity for theft or vandalism such as reducing the time materials are left on site, placing identifying markers on materials and equipment, and delivering materials to the rear of sites
- increased police surveillance of building and construction sites
- liaison with builders and contractors, site representatives and workers about practical strategies to minimise building site theft.

Appropriate design can also assist in minimising the potential for crime to occur throughout the township (see 'Designing out crime – Design solutions for safer neighbourhoods' Planning SA June 2004 and 'CPTED Essentials' Attorney-General's Department of South Australia 2005).

Mitigation measures to address the impacts associated with the changing physical environment are contained in Chapter 19 of the Draft EIS.

### Q4.3.3 Youth issues

A number of youth issues, including binge drinking among young people, poor parental supervision, youth boredom (compounded by limited recreation and social facilities and limited education and employment opportunities), and anti-social behaviour have been raised by the community in the Roxby Downs Community Plan (Roxby Downs Community Board 2005), 'Youth Futures in Roxby Downs' (Wade 2005), in consultation on the Roxby Downs Draft Master Plan (ARUP HLA 2006) and with government agencies as part of the EIS process.

During consultation on the Draft Master Plan, residents identified particular issues around the main street and the take-away shops during the night, and Lions Park, with regular vehicle 'burn-out' challenges on the intersection of the bypass road and Andamooka Road.

There are several factors that may increase the likelihood of young people engaging in anti-social or offending behaviour as a result of the expansion. Limited parental supervision, where both parents work shift work or on long rosters, combined with relatively high household income and adolescent allowances, may make it easier for young people to purchase alcohol or other drugs, and take part in potentially risky or anti-social activities. Research has noted that drinking, illicit drug use and delinquency frequently occur together 'constituting a problem behaviour syndrome' (Barnes et al. 1999; Drugs and Crime Prevention Committee Victoria 2004).

Improved educational, recreational and social activities, meaningful pathways into employment, and specific prevention programs targeted towards at-risk groups and behaviours would reduce these risks.

Improved youth facilities ranked third highest in consultation undertaken as part of the master planning process, particularly the need for a bigger youth centre and other recreational and social facilities.

Preliminary discussions with the South Australian departments for Families and Communities, Education and Children's Services (DECS) and Further Education, Employment, Science and Technology (DFEEST) about the proposed expansion indicate they are likely to expand their services to meet the needs of the incoming population. The provision of youth and justice-related services would be examined as part of the human services planning work and the proposed development of a social services and infrastructure plan for Roxby Downs.

Other potential mitigation strategies that may be considered by the State Government and BHP Billiton include:

- developing training programs specifically targeted at young people and youth from minority backgrounds to enhance their pathways into employment at Olympic Dam
- considering the specific needs of Aboriginal youth and young people from culturally and linguistically diverse backgrounds
- establishing a forum for ongoing communication and consultation with young people to discuss issues and requirements from their perspective
- investigating and implementing appropriate youth leadership programs
- developing crime prevention programs targeted at specific youth issues, such as graffiti
- developing and implementing a youth strategy, in partnership with the Roxby Downs Community Board and forums, service providers, young people and their parents, to expand the social, recreational and education programs, facilities and support available to young people.

#### **Q4.3.4 Anti-social and offending behaviour**

Research on the factors contributing to crime point to an increased likelihood of anti-social and offending behaviour as a result of social and physical upheaval associated with the expansion, disruptions to existing community networks, population increases and high levels of alcohol consumption. At the peak of the last construction period in 1998, the Courts Administration Authority reported a 60–100% increase in the general day-court list at Roxby Downs.

The analysis of recorded offences shows that Roxby Downs has a higher rate of alcohol and drug-related offending than South Australia or regional South Australia, including driving offences involving alcohol and/or drugs, drug offences, and offences against the person at or near hotels and restaurants. Alcohol has also been identified as an issue in consultation with service providers and residents (Roxby Downs Community Plan 2005). The Courts Administration Authority has reported that many matters coming before the courts are alcohol related.

The SA Police contingent at Roxby Downs in 2008 comprised one sergeant, eight uniformed officers and a detective. In response to the expanded population, SA Police have indicated they may build a new police station and cells and establish a 24-hour roster with additional officers and support staff. Both Andamooka and Woomera have police stations that are open during business hours and are staffed by one officer, who is on call after hours if required. Police operations may extend beyond Roxby Downs and include the Hiltaba Village, Andamooka, other townships and stations, and around licensed premises.

The increased police presence is likely to have flow-on effects for other justice agencies, including courts, corrections and legal services. At present, these services are provided by outreach, principally from Port Augusta. Justice agencies have also noted the need for other related services and support programs, including juvenile justice services, health and mental health services, family violence programs and other support and diversionary programs. The requirements for justice services created by the expansion would be examined in detail when the proposed social services and infrastructure plan for Roxby Downs was developed.

The proposed mitigation measures to minimise the likelihood of crime and anti-social behaviour in Roxby Downs and surrounding communities are outlined in Chapter 19 of the Draft EIS. Other potential mitigation strategies being considered by the South Australian government and BHP Billiton include:

- developing a liquor licensing accord and/or alcohol management plan including a code of practice and strategies for licensees and their patrons to promote the responsible service and consumption of liquor and for dealing with associated issues
- developing a crime prevention plan targeted at priority issues including drugs and alcohol, vandalism and property damage, anti-social behaviour and building-site theft
- establishing a community safety committee to inform the development of the crime prevention plan
- employing a community safety project officer to work with the council, community members and resident groups, construction workforce and service providers to implement specific programs to address community safety concerns
- providing an after-hours community transport service from licensed premises to residential and village accommodation.

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