COMMUNITY CONSULTATIVE COMMITTEES AND THE QUEENSLAND POLICE SERVICE: AN EVALUATION

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Research and Coordination Division

ACKNOWLEDGEMENTS

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ABBREVIATIONS

CCC	Community Consultative Committee
CJC	Criminal Justice Commission
COMPOL Index	Community Policing Initiative Index
Fitzgerald Report	Report of the Commission of Inquiry into Possible Illegal Activities and Associated Police Misconduct
PACE Act	*Police and Criminal Evidence Act 1984*
QPS	Queensland Police Service

EXECUTIVE SUMMARY

CHAPTER 1: INTRODUCTION

Community Consultative Committees (CCCs) were first introduced in Queensland after the 1989 *Report of the Commission of Inquiry into Possible Illegal Activities and Associated Police Misconduct* (the Fitzgerald Report) recommended their introduction as part of a more community-oriented style of policing. This research report presents the findings of an evaluation of CCCs conducted by the Criminal Justice Commission (CJC), pursuant to its statutory responsibility to review Queensland Police Service (QPS) community policing programs and in line with recommendation 135 of the Report of the Queensland Police Service Review (1996).

CHAPTER 2: CONSULTATIVE COMMITTEES IN OTHER JURISDICTIONS

The committee style of community consultation by police was first introduced in Britain in the early 1980s and was quickly adopted in Australia and elsewhere. This chapter reviews evaluations of these schemes in Britain, Canada, New South Wales, Victoria and South Australia. Those evaluations have provided some valuable information about the operations and effectiveness of community consultative committees. It appears that there are a number of inherent difficulties facing committees of this nature. Committees have often lacked adequate support from police, have been criticised for not being representative of the wider community and have often struggled to meet their objectives. Research has also questioned the appropriateness of introducing committees without first establishing a need for them.

CHAPTER 3: METHODOLOGY

This chapter outlines the various data sources used to compile information about CCCs in Queensland and details the project methodology. The limitations of the research project are also discussed.

QPS annual publications and the Community Policing Initiative Index (COMPOL Index) were the main existing data sources examined for the project. Project-specific research was conducted in three main stages. The first stage involved sending a questionnaire to all Officers in Charge of Police Divisions in Queensland, to ascertain whether a CCC was in place in the Division and whether any other strategies were used to consult with the local community on policing-related issues. The second stage of the research involved surveying the police contact officers for each identified CCC to obtain information about these CCCs. Finally, police and community members of a sample of 20 CCCs — 10 active and 10 inactive — were interviewed by telephone to collect more detailed information about the activities and perceived success of these committees.

CHAPTER 4: RESULTS

The Officer in Charge survey identified 76 individual CCCs in operation in 71 Police Divisions. These Committees were almost exclusively operating in coastal areas of Queensland. CCCs were more likely to be found in Divisions with higher populations, with the exception of the Metropolitan North Region. There was no apparent relationship between the level of recorded crime in a Division and the presence of a CCC; in fact, the Divisions with the highest aggregate crime rates in the State did not have CCCs.

Where there was no CCC in a Police Division, Officers in Charge most often stated that this was due primarily to the existence of other committees within the Division (principally Neighbourhood or Rural Watch) or to a lack of public interest. Several Officers in Charge in rural communities stated that there was no need for a CCC because the community was small and close-knit, or there were no real crime problems in the area. However, it appears that many Divisions without CCCs do not have adequate alternative consultative mechanisms in place.

Police contact officers of CCCs are most commonly of the rank of sergeant or senior sergeant (these officers are also most likely to be Officers in Charge of Police Divisions). The involvement of senior police officers in the activities of CCCs would appear to be very limited.

Some level of misunderstanding about the aim of the CCC initiative was apparent. Only about half of the committees reported having terms of reference.

According to the members of CCCs who were interviewed by telephone, committees were most often established to improve community and police liaison or to address a particular problem identified by the community. Some members stated that the aim of CCCs was to provide an informal forum to raise issues or complaints about police, and some others said that they thought it was to provide resources to police.

The key findings concerning the operation of CCCs were that:

- most CCCs advertised their meetings via the local newspaper, by using a mailing list, or by word of mouth

- most CCCs met at a police station or at the council chambers

- between six and 20 people generally attended CCC meetings

- almost half of the respondents to the telephone interview survey stated that they thought the committee membership was not representative of the wider community.

It appears that many different issues are raised at CCC meetings. Consequently, CCCs report being involved in a very diverse range of activities. The issues reportedly raised most often in meetings were local traffic problems, crime prevention issues and local crime problems.

The majority of CCC members interviewed by telephone judged their Committees to be successful.

Just over a third of police contact officers could not list any specific initiatives with which their CCC had been involved. Committee activities most often cited were conducting Safety Audits in the area, or establishing other QPS programs such as Neighbourhood Watch or Blue Light Discos. Some arguably inappropriate activities were reported by CCCs, such as fundraising for the local police Division.

Very few police or community members of CCCs reported having received any training in relation to their involvement with the Committee, although many indicated that they believed training would have been beneficial.

Members of CCCs which were no longer active invariably attributed inactivity to community lack of interest or to duplication of the Committee's work by other groups.

CHAPTER 5: POLICY IMPLICATIONS

The importance of police–community consultation has been recognised both in legislation and in the QPS vision statement. CCCs are potentially an important mechanism for forging police–community partnerships. However, there are significant problems with the way in which CCCs have been established and operated in Queensland. It is possible to point to examples of Committees which have functioned effectively, but the initiative as a whole is faltering through a lack of organisational support and direction from the QPS. This final chapter considers how these problems can be overcome and CCCs made a more effective means of addressing local policing and public safety issues.

An important issue concerns the relationship between CCCs and the Community Policing Partnerships trial recently announced by the Minister for Police and Corrective Services. As described, these partnerships will

have a clearly enunciated set of aims and objectives, a well-devised structure, funding and administrative support, and guidelines about membership which, if followed, should potentially make the proposed Partnerships reasonably representative of the interests of local communities. However, for the following reasons Community Policing Partnerships should not be seen as a replacement for CCCs:

- The new scheme is only in the trial stage and its effectiveness has yet to be evaluated.

- Smaller communities may not be able to justify the cost required to establish and maintain a Community Policing Partnership. For these communities, some alternative consultative mechanism will still be required.

- Community Policing Partnerships are aligned to local government areas. Some councils, such as the Gold Coast and Brisbane, encompass large and diverse communities; there will still be a need for a consultative mechanism 'sitting under' these Partnerships to ensure that local concerns are adequately covered.

Specific recommendations for enhancing the role of CCCs are as follows:

1. **Decisions about whether CCCs should be established should be made in the context of the development of local strategic plans (see recommendation 9). It should be made clear in a new chapter 17 of the Operational Procedures Manual that a CCC should normally not be initiated unless:**

    - **there is a significant public safety or fear of crime problem that cannot be addressed by other means; or**

    - **there is a specific problem between police and particular groups in the community; or**

    - **there are no other appropriate forums in operation in the area (such as a Community Policing Partnership) which would enable police to gain local knowledge about crime and public safety issues; and**

    - **there is sufficient community support for the initiative.**

    The Operational Procedures Manual should also emphasise that CCCs should not necessarily be regarded as permanent, and that the nature of the problem will indicate whether a permanent or a temporary CCC is more appropriate.

2. **During the trial of the Community Policing Partnerships Program, the relationship between CCCs and Community Policing Partnerships, in areas where both will be in operation, should be monitored with a view to the development of policies and procedures for a more formal arrangement. This monitoring should be conducted in consultation with appropriate sections of the QPS.**

3. **The QPS should ensure appropriate administrative support for CCCs. The QPS should also provide training and information to CCC members.**

4. **The State Government should consider the establishment of a grants scheme for CCCs to implement suitable local crime prevention strategies. This scheme could be administered through the framework which has been set up to oversee Community Policing Partnerships.**

5. The QPS should task and resource the Crime Prevention Unit to develop the guidelines for CCCs, establish the contents of a 'CCC Kit' for Regions to provide to Committees, and ensure appropriate training and information is available to CCC members. The Crime Prevention Unit should continue to be responsible for the quarterly CCC newsletter.

6. The aims and objectives of CCCs should be refocused and clear terms of reference and guidelines developed. The guidelines should address the membership of the CCC, preferred meeting locations and protocols, record-keeping and reporting requirements, appropriate and inappropriate CCC initiatives, the legal incorporation of CCCs, internal QPS mechanisms for addressing issues raised by CCCs, and insurance and public liability issues.

7. The newly developed guidelines and protocols should form part of a new chapter 17 of the Operational Procedures Manual.

8. Regions should be responsible for ensuring that CCCs operate according to the terms of reference and guidelines to be set down in the Operational Procedures Manual.

9. Consistent with the policy recently endorsed by the Senior Executive Conference of the QPS, Officers in Charge of Police Divisions should undertake annual scans of their areas to assess community needs and issues, and prepare an annual local strategic plan. More detailed analysis of various sources of information, including reports made by CCCs (where they have been established), should be conducted quarterly to assess the effectiveness of the plan, and to establish appropriate responses to identified problems.

10. The QPS should discard the COMPOL Index, at least insofar as it pertains to CCCs. In its place, CCCs should report quarterly to the Officer in Charge in order to inform the development of local community policing strategies. Such reports should include membership and other attendance details as routinely recorded by the secretary, an account of any funds spent, a description of crime or public safety issues identified and discussed by the Committee, and a description of all activities in which the Committee has been involved. A summary of this information should be communicated to the District and Regional level and also maintained centrally within the Service for easy access.

11. The QPS Operations Support Command should be responsible for overseeing the implementation of these recommendations.

CHAPTER 1
INTRODUCTION

Community Consultative Committees (CCCs) were introduced to Queensland with the intention of providing communities and police with a means of communication and local planning, and to create a forum within which local crime and disorder problems could be discussed and resolved. While CCCs have been in operation in Queensland for nearly ten years, the success or otherwise of the initiative has not been systematically examined. This introductory chapter:

- gives the background to the project

- outlines the origins of CCCs in Queensland

- describes the operations of CCCs

- describes the evaluation framework.

BACKGROUND TO THE PROJECT

This research paper has been prepared pursuant to the Criminal Justice Commission's (CJC) statutory responsibility to 'review on a continuing basis the effectiveness of programs and methods of the Police Department, in particular in relation to ... community policing' (s.56(3)(f) *Criminal Justice Act 1989*).

The project was initiated primarily in response to recommendation 135 of the Queensland Police Service Review (1996), which states that: 'The Committee recommends to the [Police] Commissioner that an evaluation of Community Consultative Committees be conducted to determine when and under what circumstances they are an effective medium to provide the links between the QPS and the public'. The evaluation is also relevant to other recommendations of the Queensland Police Service Review relating to the implementation of community policing strategies, in particular recommendations 136[1] and 142.[2]

The Queensland Police Service (QPS), as part of the process of implementing the recommendations of the Queensland Police Service Review, requested that the CJC take responsibility for recommendation 135. A working group was convened to oversee the conduct of a research project, involving members of the QPS from the Crime Prevention Unit, Legislation Development Unit, Corporate Planning and the Policing Advancement Branch, and two members of the Research and Coordination Division of the CJC. This working group met approximately every two months, and more frequently towards the conclusion of the project.

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[1] Recommendation 136 states that:
The Committee recommends that the Commissioner investigate the range of strategies needed to provide links between the QPS and the public to meet varying circumstances.

[2] Recommendation 142 states that:
The Committee recommends that the Commissioner:
- develop the capacity to capture and analyse local information about crime trends to facilitate particularised responses;
- develop the consultancy capacity of the Crime Prevention Unit; and
- prepare an annual plan in order to measure whether the problem-solving strategies have been properly implemented.

The aims of the project were to:

- collect up-to-date data about the number and location of CCCs operating in Queensland

- describe the general operation of CCCs and assess whether they were performing the role which had been envisaged for them

- make recommendations to improve the effectiveness of CCCs.

During the course of the evaluation, the Minister for Police and Corrective Services, the Honourable Russell Cooper MLA, announced a pilot project, entitled 'Community Policing Partnerships', which was to formalise a system of community and police liaison. The Community Policing Partnerships initiative is about to be trialled in the following seven locations throughout Queensland: Mackay, Thuringowa, Maryborough/Hervey Bay, Sunshine Coast, Logan, Toowoomba and the Gold Coast. Essentially, Community Policing Partnerships are committees that will consist of seven key members of the local community who will work to resolve 'locally identified crime concerns and social justice issues' (Community Policing Partnership 1997, p. 2). The local Community Policing Partnerships will report to a Community Policing Partnership Central Board, which will in turn report to the Minister for Police and Corrective Services. Ministerial support will be given to recommendations of the Board. Each Community Policing Partnership will be funded to employ a coordinator to direct its activities and to ensure the goals and objectives of the Partnerships are met.

The relationship between these two schemes is considered in the concluding chapter of this report.

THE ORIGINS OF CCCs

Following the development of Police Community Consultative Groups in Britain (described in more detail in chapter 2), similar community consultative strategies were replicated in New Zealand, Canada and Australia. In New South Wales (NSW), Customer Councils were established in the late 1980s (Royal Commission into the NSW Police Service 1997), and the first Police Community Consultative Committee was started in Victoria in 1989 (James et al. 1993). South Australia's local committee program, administered by the Attorney-General's Department, was also established in 1989.

The 1989 *Report of the Commission of Inquiry into Possible Illegal Activities and Associated Police Misconduct* (the Fitzgerald Report) formally recommended the introduction of community crime committees into Queensland (recommendation C.I.6). The Fitzgerald Inquiry intended that the strategy would form a key element in the shift to a community policing model for Queensland, and that it would establish a basis for local, district and regional planning for the QPS. However, very little real guidance was provided by the Inquiry as to the operation of these committees; the report simply suggested that the committees should include members of the public, police officers, welfare and other community groups. Further, the report noted that committees may be an effective means of finding support for initiatives, because members of the community are 'often the first to be aware of crime trends, levels of community concern and more particularly, of the likely impact and consequences of suggested strategies and programmes' (Fitzgerald Report 1989, p. 231).

The *Police Service Administration Act 1990* made community consultation a responsibility of the QPS. Section 2.4(2) of the Act states that: 'In performance of the functions of the Police Service, members of the Service are to act in partnership with the community at large to the extent compatible with efficient and proper performance of those functions.'

THE OPERATION OF CCCS IN QUEENSLAND

The first trial community crime committee had in fact already been established by the QPS in the Cherbourg Aboriginal community in May 1988. By late 1990, and after the release of the Fitzgerald Report, the North Coast Police Region had introduced CCCs to many of its Divisions[3] (the QPS 1990–91 Annual Report states that 40 Committees were operating in the North Coast). The initiative had also been taken up by other regions throughout the State.

CCCs were originally the responsibility of the Community Policing Support Branch, which had been established in 1990 to implement Fitzgerald Report recommendations pertaining to community policing. After the Branch was disbanded in 1994, the Crime Prevention Unit inherited the Community Policing Initiative Index (COMPOL Index)[4] and the coordination of CCCs. However, identifying the need for Committees has always been the responsibility of the regions rather than being centrally coordinated.

A set of QPS guidelines and a Model Charter, both written in about 1990, were intended to guide the development of CCCs.

The Model Charter, which was developed after the guidelines and was closely based on them, was intended for adoption by Committees wishing to become legally incorporated. The Model Charter states that the aim of CCCs is to: 'develop synergy between police and communities in the State of Queensland, to allow police to serve their communities in an informed and co-operative way'. The Charter sets out the following six objectives:

- to provide a forum for discussing matters of concern relating to the policing of our community

- to arrive at decisions resulting from those discussions and, where necessary, act upon such decisions

- to promote and develop a genuine partnership between the police and the community

- to act as a facilitating agent through which representations can be made at local level for the purpose of improving the service provided by police

- to make the community aware of Police Service policies, ideas and directions

- for those unable to voice their concerns directly to a police officer, to provide access to any member of the community requiring information or assistance.

The Charter is clear in its direction to Committees to avoid discussion of official complaints, and includes a direction that Committees are not to act as a political pressure group, or display any bias towards any particular group in the community.

The CCC guidelines make suggestions regarding both police and community membership of the CCC, as well as suggesting arrangements for the administration of CCCs, and possible matters for discussion by the Committee (see appendix A for a copy of the Model Charter).

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[3]   For administrative and operational purposes, the QPS divides Queensland into eight Regions (Far Northern, Northern, Central, North Coast, Southern, South Eastern, Metropolitan North and Metropolitan South). These Regions are further sub-divided into Districts and Divisions.

[4]   The COMPOL Index is the QPS's central recording system for community policing programs such as Adopt-a-Cop, Safety House and CCCs. It records a variety of information about the location, outcomes, and contact details of these programs throughout Queensland.

The QPS guidelines and the Model Charter distinguish CCCs from other community policing strategies. Neighbourhood Watch, for instance, has a specific focus on household security and residential crime, while CCCs are much broader in their focus. It is clear from the Charter that CCCs were intended to give local people a role in planning the priorities for policing their community.

The CJC's review of the implementation of Fitzgerald Report recommendations noted that CCCs had experienced 'limited success' (CJC 1994, p. 55), with very little information available to enable observers to evaluate the success of the initiative. The CJC's report identified a number of problems:

• A central register of committees did not exist.

• There did not appear to be any requirement for regions to maintain records of the operation of the committees.

• Public knowledge of CCCs appeared to be very limited. In the CJC's 1993 survey on attitudes to the QPS, only 2 per cent of respondents identified Community Consultative Committees as a community policing scheme, and, overall, only 10 per cent had heard of the initiative (CJC 1993, p. 38).

• The scheme had not been given the same priority in every region.

• Interviews with police indicated some uncertainty about the role of CCCs, and some degree of scepticism about their worth.

• Difficulties had been experienced in motivating local people to be involved.

The report suggested that a review should be undertaken to identify active CCCs, document the reasons why some CCCs had failed, and determine the reasons for the success of other Committees.

The lack of information about the operation of CCCs in Queensland, identified in the CJC's report, has continued to be a problem. Records kept by the QPS about the location, activities and status of CCCs in Queensland are not updated regularly, and there is still no requirement for regions to document and report on the operation of Committees.

Seven years after the Fitzgerald Report, the QPS Review Committee, chaired by Sir Max Bingham, noted that problems with CCCs had persisted; the Committees were not working uniformly across Queensland and some were faltering (Queensland Police Service Review 1996, pp. 199–200). The Queensland Police Service Review noted further that, while information about the composition of Queensland's CCCs was not available, overseas experience suggested that the membership of such committees seemed to be limited to those who are 'male, white and over 40' (citing Loveday 1994). The Review also recommended an evaluation of CCCs with the aim of ensuring a lasting, active interest from the community in CCCs, and incorporating the views 'of those who feel most alienated from the QPS' (p. 200).

KEY EVALUATION QUESTIONS

This report focuses on the following questions:

- How many CCCs operate in Queensland and where are they located?

- How do CCCs operate? For example, how are meetings publicised, convened and administered?

- What sorts of issues are discussed by CCCs?

- Are CCCs representative of the local community?

- Have CCCs been successful? In particular:
    - How many CCCs are still active?
    - Is there evidence that Committees have included marginalised groups in the community?
    - Are CCCs perceived by their members as successful?
    - Is there evidence that CCCs have been involved in initiatives to address identified problems?

DATA SOURCES

The evaluation employs several sources of information and data:

- *QPS documentation and official records.* These sources include data held on the community policing database (the COMPOL Index), data presented in QPS annual publications, and written information provided to the CJC (such as the Model Charter, and notes from several workshops held with CCCs).

- *Surveys.* Several surveys were distributed to Officers in Charge of QPS Divisions, police contact officers of CCCs and civilian members of CCCs (refer to chapter 3 for a full description of these surveys).

- *Informal interviews and observation.* Additional information about the history and development of CCCs was sought in informal interviews with relevant police; observations of two Brisbane-based CCCs were also conducted.

STRUCTURE OF THE REPORT

Chapter 2 of this report describes the operation of consultative committees in other jurisdictions. A description of the research which was carried out to evaluate Queensland CCCs is provided in chapter 3. Chapter 4 presents the main research findings. Chapter 5 discusses the policy implications of the research and makes several recommendations concerning the future role and structure of CCCs.

CHAPTER 2
CONSULTATIVE COMMITTEES IN OTHER JURISDICTIONS

This chapter describes the development and role of community consultative committees in Britain and Canada, and in other States of Australia (Victoria, NSW and South Australia). A description of relevant evaluative research conducted in each jurisdiction is also provided.

COMMUNITY CONSULTATION IN BRITAIN AND CANADA

Community consultation arrangements were first established in Britain following Lord Scarman's report on the Brixton riots (Scarman 1981). Following the report, the Home Office developed a set of guidelines establishing Police Community Consultative Groups, and the committees began operation. Police consultation with the public in Britain was cemented as a legal responsibility with the introduction of the *Police and Criminal Evidence Act 1984* (the PACE Act).[5]

British research on Police Community Consultative Groups has raised several central questions about the operation of the committees and their success as a means of involving the public in local policing. In mapping the existence and composition of committees, Morgan and Maggs (1984) commented that committees were often established, sometimes against the better judgment of local police, simply because police felt it was a requirement. In later writing, and based on his observation of committee meetings, Morgan (1987a, 1987b) noted the following:

- committee meetings were not well publicised

- information about local policing provided by police is often 'misleading and ahistorical' (1987a, p. 34)

- concerns of committee members tended to revolve around traffic issues, the behaviour of young people, issues about the local environment (such as poor street lighting and untidy streets) and seeking more police, rather than focusing on serious crime issues

- police officers involved with committees tended to transmit the message that demands are 'outstripping the resources available to them' (1987a, p. 34) and were able to gain support for their own political agendas (lobbying for more resources and police powers) by exploiting a generally uneducated public

- police were reluctant to disclose the most serious problems they faced which limited the effectiveness of committees in solving policing problems

- very few members of the public were aware of the existence of community consultative committees.

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[5] Section 106 of the Act requires that: 'arrangements shall be made in each police area for obtaining the views of people in that area about matters concerning the policing of the area and for obtaining their cooperation with the police in preventing crime in the area'.

Morgan (1987a) was highly critical of committees for being poorly informed and clearly not meeting their stated aims. He concluded by warning that unless time and money were invested in educating committee members and providing up-to-date organisational and operational data, community consultative committees will be unable to engage in informed debate about local policing issues.

Criticisms of the membership of British consultative committees have been made by Elliott and Nicholls (1996), Bull and Stratta (1995), Loveday (1994), Hughes (1992), and Morgan (1987a), all of whom have drawn attention to the fact that those involved are predominantly white, male, over 40 and middle class. In short, 'they are not the sort of people who have previously had much contact with the police (except possibly socially) and, though they know little of the police, are invariably well-disposed towards them' (Morgan 1987a). The existence of a favourable environment was said to discourage committees from performing a more critical role.

A study of police and public consultation conducted by Elliott and Nicholls (1996) identified seven main aims of a consultation process, only some of which Police Community Consultative Groups were able to fulfill. The report observed that 'there are some elements of consultation in which Police Community Consultative Groups intrinsically perform poorly' (p. 27), and concluded that police must introduce additional mechanisms to ensure the aims of public consultation are met.

In addition, Stratta (1990) has noted the problem of lack of funding of the committees, which she argues has affected the operation of committees in a way that has enabled police to have control of the agenda.

Evaluative research conducted in Canada (Royal Canadian Mounted Police 1995) has found that municipal areas are much more likely than rural areas to have consultative groups. These groups were generally not likely to be involved in operational planning and priority setting, and respondents were unsure as to whether problem solving was a function of the groups. As in Britain, interview-based research documented several main problems with consultative groups:

- the strategy has been ineffective and unproductive in some areas

- the roles and responsibilities of the groups are not clearly defined and are poorly understood

- the Royal Canadian Mounted Police had failed to provide a strong focus for the groups

- many communities did not have significant crime and/or social issues that might act as a focus for groups

- membership of groups is not always representative of the community

- groups were sometimes created whether or not there was an identified need for them.

COMMUNITY CONSULTATION IN VICTORIA, NEW SOUTH WALES AND SOUTH AUSTRALIA

Over the last decade in Australia, consultation with stakeholders has become a key process for public sector agencies to ensure public input to decision making and service provision. The central philosophy behind public consultation is that it fosters good management, raises the public profile of an agency, and promotes accountability. Both State and Federal governments have therefore attempted to provide generic guidelines

for the development of consultative mechanisms (NSW Office on Social Policy 1993, Federal Bureau of Consumer Affairs 1995, Queensland Office of the Cabinet 1993), although the details of particular consultation processes have been left to individual government departments.

Unlike the legislative basis for police consultation with the public provided in Britain by the PACE Act, police–community consultative committees in Australia have been established on a much more informal basis. This section will describe consultative committees in Victoria, NSW and South Australia.

VICTORIA

Victoria's first Police Community Consultative Committee was established in Barwon in 1989 to provide community-based crime prevention and police–community communication. Police Community Consultative Committees were modelled largely on those concurrently being established in Queensland and NSW (James et al. 1993) and, to date, appear to have been introduced haphazardly and without formal written guidelines and protocols.

An evaluation of the Barwon Police Community Consultative Committee generated several valuable recommendations for the continued operation of committees (James et al. 1993). Firstly, the report suggested that the initiative should be characterised by 'genuine reciprocity' between the members and the police, with crime prevention as the central function of the committee, and with a strict avoidance of any lobbying on behalf of police. Secondly, the report noted that the unrestricted involvement of members of the public created an unwieldy and unproductive committee. The report therefore recommended the attendance of the public as observers at specially designated meetings. Finally, the report recommended the use of training workshops for committee members, with provision for an annual statewide planning conference to facilitate communication.

A further evaluation of Victoria's Police Community Consultative Committees was conducted at about the same time and consisted of a comprehensive survey of Police Community Consultative Committee members throughout the State (VICSAFE 1993). A number of issues emerged from survey responses, including that most respondents were aged over 40 years (therefore suggesting that the involvement of young people in Police Community Consultative Committees is quite low). While more than 90 per cent of respondents rated the Police Community Consultative Committee as successful, over a third stated that the Committee did not have terms of reference. Many respondents also identified a need for training of committee members. Police Community Consultative Committees were often seen by respondents as an exercise in public relations, which, the report argued, 'may be diminishing the present effectiveness of Police Community Consultative Committees' (p. 15). The report concluded that the Committees lack direction and purpose, and that they should be more representative of the community.

NEW SOUTH WALES

The NSW Police Service established Regional Customer Councils at about the same time, and in much the same way, as they were introduced in Victoria and Queensland. The Service has developed guidelines which have defined the aim and objectives of the Councils, provided a general description of the desired membership of the Councils, and established Councils as advisory bodies without decision-making authority.

An evaluation conducted in 1993 of NSW community consultative committees (the precursor to Customer Councils) found a number of major shortcomings in the way in which committees were operating (Corporate Impacts Pty Ltd 1993). Using a variety of case study and survey methodologies, the report identified that successful committees exhibited the following key features:

- commitment of the Patrol Commander and other key police

- clarity about the role and responsibilities of the committee

- a focus on direct action

- representative and dynamic membership (where all the members are of equal status)

- accessibility and visibility to the wider community

- contribution of the committee to patrol planning

- teamwork and partnership.

However, a further review of these committees conducted two years later (Collins 1995) found that many of those involved with Customer Councils expressed great dissatisfaction with the strategy and a belief that the strategy was not working. The principal source of dissatisfaction, according to interviews and survey questionnaire responses elicited by the study, was that the Councils had failed to meet both their objectives and the expectations of participants, and that the NSW Police Service had shown little interest in their continued operation.

In the light of these reviews of Customer Councils, the Royal Commission into the NSW Police Service (1997) recommended that problems appropriate for public consultation be identified at the patrol level, and that a range of possible options, including Customer Councils, be considered to address issues. The proposal provides that the Regional Commander would have oversight and review of patrol arrangements, and that the outcomes of consultation would be reported to the Police Commissioner and in the Police Service Annual Report. This strategy for local consultation would work in conjunction with a separate strategy for higher level community consultation. These proposals have not yet been formally adopted by the NSW Police Service.

SOUTH AUSTRALIA

South Australia's crime prevention committees are coordinated by the Crime Prevention Unit of the Attorney-General's Department, which has responsibility for the State's Crime Prevention Strategy. Sixteen crime prevention committees have been established in areas where there is a high crime rate, and committees are funded to employ a project coordinator. The committees are required to sign a Memorandum of Agreement which binds the committee to comply with the roles, responsibilities and accountabilities set out by the Attorney-General. Committees must provide an annual report to the Attorney-General which includes information about both financial and program performance. The Crime Prevention Unit provides training seminars for project coordinators. Crime prevention committees have not yet been evaluated, although an evaluation project has been planned.

SUMMARY

Studies of public consultation processes similar to Queensland CCCs indicate that there are a number of inherent difficulties facing committees of this nature. Principally, research has been critical of consultative committees because they do not appear to be representative of the wider community in most cases, and often do not meet their objectives. In addition, committees have been criticised because they are often poorly informed, ineffective as a resource for joint planning and priority setting, inadequately funded, and not well publicised or known in the community. Research has questioned the appropriateness of introducing committees without specifically identifying a need for them, and has highlighted the lack of training and education provided to those involved with consultative committees.

CHAPTER 3
METHODOLOGY

This chapter describes the data sources used for the evaluation and the methodologies which were employed to collect this information.

EXISTING INFORMATION SOURCES

Initially it was thought that the COMPOL Index would provide the starting point for information about CCCs. The Index is designed to record the following information about each CCC:

- the location of the CCC (Region, District and Division)

- the name of the CCC

- the name and contact details of the police contact officer and a civilian contact

- comments on training, and any sponsorship or grants in operation

- the commencement date and status of the CCC (current or inactive)

- a general comments section where authors note the status of any initiatives being conducted

- the date of the Index entry, and the date the Index was last modified.

However, the Index proved to be of very limited use. Entries were often months and even years out of date, rendering most of the information of little value.

QPS annual publications, such as the annual reports and statistical reviews, were also consulted to gain an understanding of how the strategy developed from its inception to the present day.

DATA SOURCES FOR THIS STUDY

The first stage of the research involved contacting the Officer in Charge of each Division in Queensland to ascertain whether or not a CCC operated in the Division. Police contact officers of each of the CCCs listed on the COMPOL Index were then contacted in order to obtain the correct contact details of the police officer involved with the Committee. All police contact officers were then sent a questionnaire to complete about the CCC. Finally, more detailed information was sought from a random sample of 10 active and 10 inactive CCCs. Contact was made by telephone with the police contact officer of each of the Committees chosen for the sample, as well as with two civilian members of each CCC nominated by the police contact officer.

In summary, the research was conducted in three stages:

- identifying local communication strategies used by police

- exploring the general operation of CCCs

- assessing the success of CCCs.

The following discussion describes the data-collection strategies employed for each of these stages.

STAGE ONE — IDENTIFYING LOCAL COMMUNICATION STRATEGIES USED BY POLICE

Survey sample	All Officers in Charge of QPS Divisions.
Aim of the survey	The aim was to establish whether or not a CCC existed in the Division. If there was no CCC, Officers in Charge were asked to state any other mechanisms they employed to consult with the local community.
Survey procedure	The questionnaire was delivered in hard copy through the QPS internal mail system to all Officers in Charge of Police Divisions, in January 1997. It was appended to a memorandum signed by the Deputy Commissioner requesting a response by the Officer in Charge within a certain date. The memorandum also explained the aims of the research and provided the Officers in Charge with a contact in case they had any questions. A message reminding Officers in Charge to respond to the survey was sent via electronic mail.
Survey instrument	The single-page questionnaire (with the memorandum attached) used in this phase of the research is provided at appendix B.
Response rate	Of the 313 Police Divisions in Queensland, 196 provided responses to the Officer in Charge questionnaire, representing a response rate of 63 per cent.

STAGE TWO — EXPLORING THE GENERAL OPERATION OF CCCs

Survey sample	Police contact officers of CCCs listed on the COMPOL Index.
Aim of the survey	The aim was to collect some basic information about the operation of each individual CCC listed on the COMPOL Index, including the sorts of initiatives arising as a result of the CCC.
Survey procedure	The questionnaire was issued by the QPS via the electronic mail system in February 1997. The front page of the questionnaire detailed the aims of the research and provided the telephone numbers of two research officers in case the respondent had any questions. Completed questionnaires were predominantly returned via electronic mail, although several were faxed or sent by post.
Survey instrument	The questionnaire used in this phase of the research is provided in Appendix C.
Response rate	Police contact officers provided responses for 71 of the 155 CCCs listed on the COMPOL Index, representing a response rate of 46 per cent.

STAGE THREE — ASSESSING THE SUCCESS OF CCCs

Survey population	A random sample of 20 CCCs was chosen, consisting of 10 active and 10 inactive Committees. The police contact officer and two civilian members of each CCC were surveyed. Civilian members were nominated by police contact officers, and were those members who had been involved for an extended period of time.[6]
Aim of the survey	The aim was to collect more detailed information about the operation of a sample of CCCs; in particular, to ask respondents whether or not they thought the CCC was successful, and ascertain the reasons for their response.
Survey procedure	Telephone interviews, during which a survey questionnaire was completed, were conducted in April and May 1997.
Survey instrument	The questionnaire used in this phase of the research is in appendix D.
Response rate	Of the 60 people contacted as part of this phase of the research, 52 responded (20 police officers and 32 civilian members), representing a response rate of 87 per cent.

Additional information about the history and development of CCCs was obtained in an informal interview with an officer from the Crime Prevention Unit of the QPS. Finally, two CCCs in the Brisbane area were observed through attendance at several meetings.

LIMITATIONS OF THE STUDY

There are several aspects of the research design that limited the scope of the evaluation project, and that may have had an adverse impact on the quality of the data collected.

Recommendation 135 of the Queensland Police Service Review report required that an evaluation of CCCs 'determine when and under what circumstances they are an effective medium to provide the links between the QPS and the public' (1996, p. 200). However, in practice it was difficult to define the elements of the success of CCCs. While the research aimed to answer a range of specific questions, it was not directly able to rate the ability of individual CCCs to provide links between police and the public.

Such a project would have required a more qualitative approach to the evaluation, a process which is inevitably more resource-intensive.

The research relied upon voluntary questionnaire responses from Officers in Charge of Police Divisions and police contact officers of CCCs to identify how many Committees were in operation. As noted above, not all Officers in Charge and police contact officers responded to the distributed questionnaires. It is possible, therefore, that the study may have failed to identify all the CCCs currently operating throughout Queensland. Conversely, it may also have identified as active some Committees which were no longer active, or which were not strictly speaking CCCs.

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[6] It would have been preferable to have randomly selected civilian members, to guard against the possibility that police contact officers might nominate like-minded members of the Committee. However, this was not practical as many Committees did not maintain up-to-date membership lists.

The research was unable to gauge the importance of CCCs to the individuals involved in them. The symbolic or therapeutic value of CCCs to victims of crime, and to generally concerned citizens, has not been explored by this evaluation.

In addition, the surveys conducted were not able to deal systematically with the issue of the representativeness of the Committees. This was often because membership details of CCCs were not kept. It was decided, however, that collecting this detailed information for each Committee would have required an unwarranted expenditure of resources.

Despite these limitations, the information obtained from this research provides important data which were not available from existing sources within the QPS.

CHAPTER 4
RESULTS

This chapter presents the key research findings arising from the evaluation. The chapter first presents data on the distribution of CCCs in Queensland. It goes on to present information from Divisions without CCCs as to why they did not have one. The next section describes the administration of CCCs, the rank of police contact officers and whether terms of reference for the Committee exist. The section on the operation of CCCs addresses a number of issues about their day-to-day running. The final section discusses the success of CCCs as perceived by Committee members, and as measured by CCC initiatives; this section also considers why CCCs become inactive.

THE DISTRIBUTION OF CCCS IN QUEENSLAND

QPS DATA

Information about CCCs was reported in the QPS annual reports for 1989–90, 1990–91 and 1991–92:

- the 1989–90 Annual Report reported that CCCs were operating in three of the four Districts in Central Region, and in two Districts of North Coast Region

- the 1990–91 Annual Report stated that CCCs were being trialled in North Coast Region, but no indication was given about how many had been established

- the 1991–92 Annual Report stated that CCCs are reported as 'now operating in a number of police divisions in the State' (p. 48), although again there was no specific mention of the number and distribution of Committees.

The information provided in these annual reports was clearly inadequate — there was no indication of precisely where the Committees were, how many existed, or any description of the activities of CCCs. QPS annual reports since 1991–92 have simply failed to provide any information about CCCs.

The QPS Statistical Reviews of 1990–91, 1991–92 and 1992–93 documented statistics relating to community policing such as the numbers of Neighbourhood Watch groups, safety houses and Driver Reviver sites in Queensland, but did not include any statistics on the numbers of CCCs. Since 1993, the community policing statistics have not been published in the QPS Statistical Review.

As noted elsewhere, the COMPOL Index is also inadequate as a source of this data on CCCs.

OFFICER IN CHARGE SURVEY

The Officer in Charge survey was designed, in part, to collect up-to-date and relatively comprehensive information about the number of CCCs operating in Queensland. On the basis of responses to the questionnaire, and supplemented by information provided by police contact officers, 71 Divisions were identified as having at least one CCC in operation, with a total of 76 CCCs in operation overall.

As stated in chapter 3, there is a possibility that there was either some under-counting or over-counting of CCCs. In an attempt to cross-check information provided by respondents, Regional Community Policing Officers were contacted to verify the existence of the CCCs reported. It seems likely that there has been some

over-counting of CCCs in Metropolitan South Region, and some under-counting of CCCs in Northern Region. However, it would appear that the information about the number of CCCs in other Regions was reasonably accurate.

The figure on the facing page, which maps the distribution of CCCs which were identified, indicates that CCCs mainly operate in coastal areas, with very few reported in the west of the State. A comparison of the distribution of CCCs in Queensland with the population distribution (refer to figure) shows that CCCs are concentrated in areas with a higher population, with the exception of the Brisbane metropolitan area and, in particular, Metropolitan North Region, where there are relatively few Committees. It seems that large provincial areas of Queensland are more likely to have CCCs than urban areas of the State.

Table 1 shows that Metropolitan South and South Eastern Regions each had CCCs operating in about half of their Divisions. Less than 10 per cent of Divisions in Northern and Central Regions had CCCs.

TABLE 1 — REGIONAL DISTRIBUTION OF CCCS IN QUEENSLAND

Region	No. of Divisions	No. of active CCCs reported	% of Divisions with CCCs
Far Northern	40	16	40
Northern	37	3	8
Central	63	6	10
North Coast	48	18	38
Southern	47	14	30
South Eastern	18	9	50
Metropolitan South	17	8	47
Metropolitan North	8	2	25
STATEWIDE TOTAL	278	76	27

Sources: Data from surveys of all Officers in Charge of Police Divisions, combined with data from surveys of all police contact officers of CCCs listed on the COMPOL Index. It should be noted that not all Divisions responded to the questionnaire in Stage one of the project (refer to chapter 3).

Note: The 28 Police Divisions of Metropolitan North Region were merged in January 1993 to form eight 'clusters'.

DISTRIBUTION OF CCCs IN QUEENSLAND AND POPULATION BY POLICE DIVISION

INSET: South-East Queensland

LEGEND:
Population by Police Division

▓	10,001 to 108,000 (84)
░	3,001 to 10,000 (67)
▒	1,001 to 3,000 (73)
□	1 to 1,000 (54)

Cairns

Townsville

Rockhampton
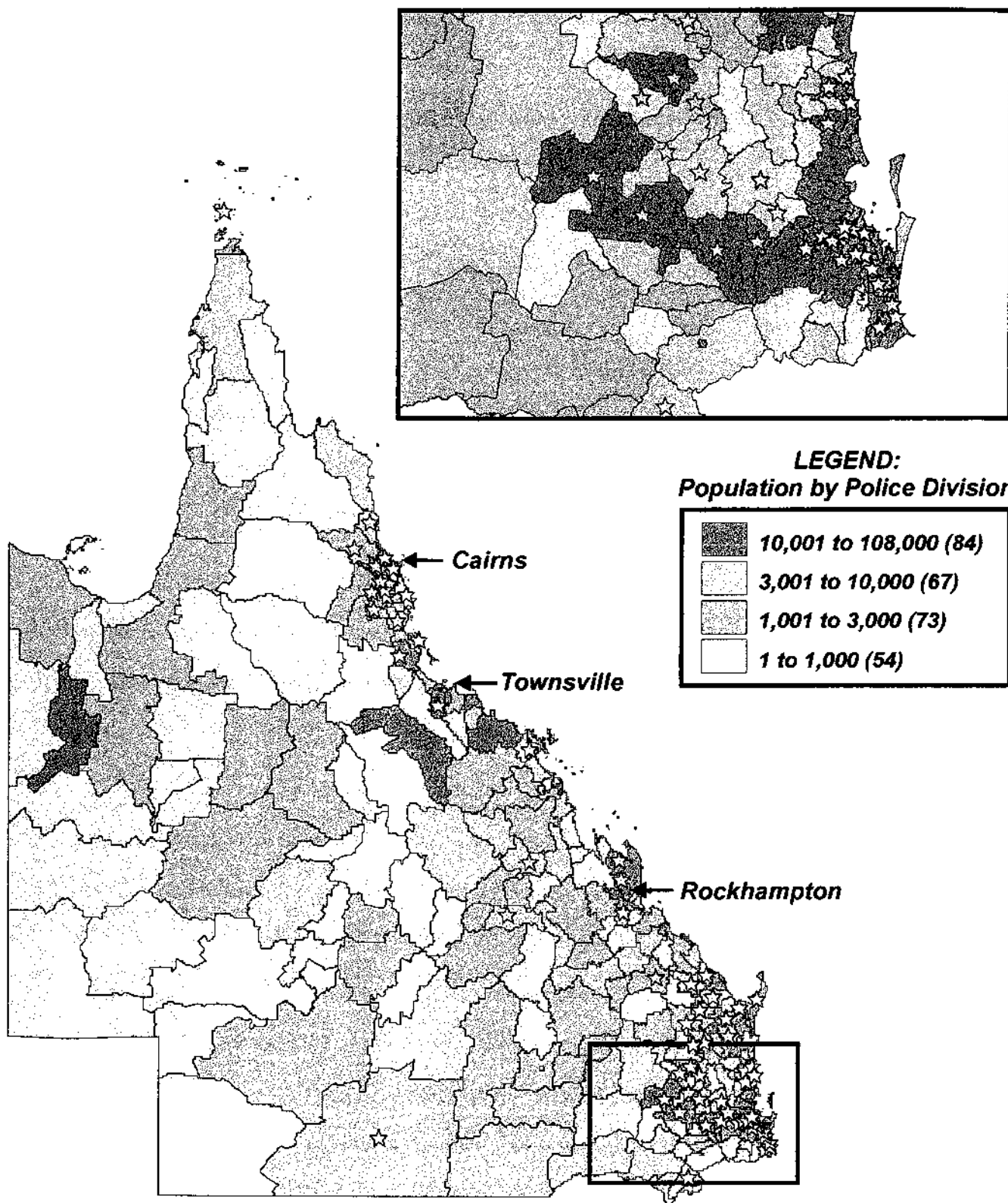
Table 2 shows that Metropolitan North Region had the fewest Committees relative to population and Far Northern Region the most. Table 2 also shows that, using the same measure, there is much better coverage of Neighbourhood Watch areas in most Regions, although Neighbourhood Watch coverage in Northern Region is clearly also less than the State average.

TABLE 2 — NUMBERS OF NEIGHBOURHOOD WATCH GROUPS (NHWS) AND CCCS PER 100,000 POPULATION IN QUEENSLAND POLICE REGIONS

Region	No. of NHWs per 100,000 population	No. of active CCCs per 100,000 population
Far Northern	16.36	7.70
Northern	5.52	1.27
Central	16.18	1.86
North Coast	22.54	3.02
Southern	18.30	2.61
South Eastern	17.74	1.61
Metropolitan South	29.16	1.50
Metropolitan North	19.50	0.40
STATEWIDE TOTAL	**19.63**	**2.26**

Sources: Data on Neighbourhood Watch groups were provided by the Crime Prevention Division, QPS.
Population data were obtained from the QPS Statistical Review 1995–96.
Data on CCCs: see source to table 1.

One of the rationales for establishing CCCs is to assist police to tackle problems of crime and disorder in local communities. A crude measure of whether this mechanism is being effectively utilised is whether CCCs are to be found in areas with comparatively high reported crime rates. Table 3 divides Police Divisions into five groups according to the aggregate crime rates per 100,000 population, and compares the distribution of CCCs across those groups. It is important to note that none of the Divisions which fell into the group with the highest aggregate crime rates had a CCC in operation. It can therefore be concluded from table 3 that the presence of CCCs seems to be largely unrelated to the level of reported crime in the community.

TABLE 3 — DISTRIBUTION OF CCCS IN POLICE DIVISIONS WITH HIGH, MEDIUM AND LOW CRIME RATES

Aggregate rate of reported crime per 100,000 population ($\bar{x}$=9297)	No. of Divisions	No. of Divisions with CCCs	% of Divisions with CCCs
>30,000	13	—	—
15,001–30,000	25	9	36
10,001–15,000	37	18	49
5,001–10,000	96	26	27
<5,000	92	18	20
Missing	15	5	
STATEWIDE TOTAL	**278**	**76**	**27**

Sources: QPS Recorded Crime Data 1995–96.
           Data on CCCs: see source to table 1.

DIVISIONS WITHOUT A CCC

WHY WAS THERE NO CCC?

Table 4 shows the main reasons cited by Officers in Charge of Divisions as to why they did not have a CCC. A lack of community interest in the initiative was cited by almost a quarter of the officers as the main reason, with a further 21 per cent stating that there was no need for a CCC because of the operation of other committees within the Division (such as Neighbourhood or Rural Watch). Police in rural communities in particular seemed to find no real use for a CCC. Reasons cited included: the community was too small to support a CCC, the community was close-knit, or, according to the police contact officer, there were simply no real crime problems for a CCC to address. These comments would suggest that perhaps the CCC structure is overly formal for small, close-knit communities, or that there are some communities that genuinely have no need for an ongoing focus on crime-related issues.

TABLE 4 — MAIN REASON CITED AS TO WHY THERE WAS NO CCC IN THE DIVISION

Main reason for not having a CCC	Number	Per cent
Lack of community interest	30	23
Other committees already operate in the area	27	21
Good communication already exists without a CCC	16	13
The community is too small to support a CCC	15	12
Not considered necessary	8	6
Problem with police	6	5
There are not enough resources	4	3
A CCC will be established soon	3	2
No specific crime problems exist	3	2
There is hostility towards police in the area	2	2
Other	4	3
Don't know	10	8
TOTAL	**128**	**100**

Source: Officers in Charge survey.
Notes:
1.   Open-ended question: responses to the question were post-coded.
2.   Responses in the 'other' category consists of the following: 'It's a waste of time', 'The meetings were too political', 'District rezoning', 'CCC not satisfactory'.

OTHER STRATEGIES FOR COMMUNICATING WITH THE COMMUNITY

Officers in Charge of Divisions that did not have a CCC operating in their area were asked to describe other strategies they employed to consult with the community. Table 5 shows the range of crime prevention and community policing programs which were reportedly operating in Police Divisions. Ten Divisions (5% of those responding) did not cite any community consultation strategies, while for about a third of the Divisions the Officers in Charge reported only non-specific forms of community involvement such as liaising with the local newspaper, or government departments, or just generally talking to people in the area.

TABLE 5 — STRATEGIES EMPLOYED BY DIVISIONS TO CONSULT WITH THEIR COMMUNITIES

Strategy employed	Number	Per cent (n=196)
No strategies mentioned	10	5
General liaison		
• Involvement in other local committees	63	32
• General community liaison	40	20
• General liaison with the media	27	14
• General liaison with government departments	4	2
Specific programs		
• Neighbourhood Watch	34	17
• Rural Watch	18	9
• Adopt-a-Cop	12	6
• Beat patrols	9	5
• Special newsletter	6	3
• Crime Stoppers Committee	5	3
• Blue Light disco	3	2

Source: Officer in Charge survey.
Notes:
1.   Multiple responses were permitted.
2.   'Adopt-a-Cop' and 'Crime Stoppers' are other QPS community policing programs.

THE ADMINISTRATION OF CCCS

This section draws on findings from the police contact officer survey, which elicited 71 responses: 46 from contact officers of active CCCs, and 35 from contact officers of 'inactive CCCs' (that is, Committees which no longer met on a regular basis).

RANK OF POLICE CONTACT OFFICER

Police contact officers of CCCs were most commonly of the rank of sergeant (see table 6). Sergeants and senior sergeants are the Officers in Charge of individual Divisions. It would seem from the data that senior police (of the rank of Inspector and above) from the District or Region are generally not involved in CCCs on a regular basis, although six contact officers noted that an Inspector attended the meetings.

TABLE 6 — RANK OF POLICE CONTACT OFFICER

Rank	Number	Percent
Snr Constable	10	14
Sergeant	39	55
Snr Sergeant	20	28
Inspector	1	1
Superintendent	1	1
TOTAL	**71**	**99**

Source: Police contact officers of CCCs (Stage two data)

TERMS OF REFERENCE

Of the 71 officers who responded to the police contact officer questionnaire, 31 (44%) reported that terms of reference had not been adopted by their Committee (see table 7). Inactive Committees were somewhat less likely to have adopted terms of reference.

TABLE 7 — TERMS OF REFERENCE

	Terms of reference	No terms of reference	Unknown
Active CCCs	25	19	2
Inactive CCCs	11	12	2
TOTAL	**36**	**31**	**4**

Source: Police contact officers of CCCs (Stage two data)

Of the CCCs that did have terms of reference, only seven had been developed specifically by the CCC, with a further 23 Committees adopting the generic terms of reference. Six contact officers did not know the origin of the terms of reference.

In an informal interview with a QPS officer, it was revealed that CCCs were not required to adopt the CCC guidelines officially. The more detailed Model Charter, which had been developed for CCCs wishing to become incorporated, was not encouraged by the QPS. According to the officer, it was not intended that CCCs would hold any funds, and therefore it was not necessary for them to be legally incorporated. It can be assumed, therefore, that the majority of CCCs operated with reference to the QPS guidelines rather than the more detailed Model Charter.

The lack of purpose-written terms of reference may be indicative of a lack of focus on the part of many CCCs. Even the generic terms of reference, which clearly cannot address issues specific to a particular community, are often not employed by Committees. In these circumstances, it is understandable that some CCC members might be somewhat confused about the reason for their Committee's existence.

THE OPERATION OF CCCS

This section describes findings from the telephone interview survey of members of 20 randomly selected CCCs, consisting of 20 contact officers and 32 civilian members. Where police and civilian responses are compared, only responses for the first contacted civilian member of each Committee are shown, to avoid 'double counting' of the civilian responses.

REASONS FOR ESTABLISHING A CCC

According to telephone interviews conducted with CCC members, the most often cited reasons for the establishment of a CCC were to improve communication between the community and police, and solve problems within the community (see table 8). Police contact officers sometimes stated that a CCC had been imposed on the community rather than being a local initiative. Some police contact officers made the following comments in relation to Committees: 'It was a requirement by the Service to have one', 'It was one of those things that Committees were being set up everywhere. It was a Labor Party directive', 'It was the in thing at the time and so we did it', 'Because of all the hype about community policing'. These comments may indicate several things: the possibility that CCCs are inappropriate for areas where there is either no need or no support for a CCC, a lack of understanding about the objectives of CCCs, or a lack of police commitment to the CCC initiative and to community policing more broadly.

TABLE 8 — REASONS PROVIDED AS TO WHY A CCC WAS ESTABLISHED

Main reason for establishing a CCC	% of Police (n=20)	% of Civilians (n=19)
Better community/police liaison	25	16
To address a particular problem in the community	15	26
Problem-solving more generally	5	16
It came out of the Fitzgerald Report	–	16
It was a police initiative	15	16
It was imposed from outside	20	11
Don't know	20	–

Source: Telephone interview survey of police contact officers and civilian members (Stage three data).
Notes:
1. Open-ended question: responses to the question were post-coded.
2. The first contacted civilian was selected.

LEVEL OF UNDERSTANDING OF THE AIMS OF CCCS

Committee members responded with a range of answers when asked to explain their understanding of the aims of CCCs (refer to table 9). While these responses were largely consistent with the CCC Model Charter (refer to Appendix A), some answers did indicate some misunderstanding of the aims of CCCs. For example, one police officer stated that the CCC existed to 'help with resources for police' and a civilian member stated that the CCC was formed 'for better facilities for the community'.

TABLE 9 — UNDERSTANDING OF THE AIMS OF CCCS

Main aim of CCC	% of Police (n=20)	% of Civilians (n=19)
Improve community/police liaison	11	21
Problem-solving	42	16
Informal forum to raise issues or complaints	16	21
Improve police/public relations	16	16
Crime prevention/ increased community safety	11	16
Assistance for police	3	5
Reduce conflict between police and the community	–	–
Improve community facilities	–	3

Source: Telephone interview survey of police contact officers and civilian members (Stage three data).
Notes:
1. Open-ended question: responses to the question were post-coded.
2. The first contacted civilian from each Committee was selected.

PUBLICISING MEETINGS

According to police contact officers for the sample of 20 CCCs, meetings were most often publicised through the local newspaper, by word of mouth, or by newsletter (table 10).

TABLE 10 — METHOD OF PUBLICISING MEETINGS

Method of publicity	Number	Per cent
Local newspaper	12	60
Word of mouth	9	45
Newsletter	4	20
Mailing list	3	15

Source: Telephone interview survey of police contact officers (Stage three data).
Note: Multiple responses were permitted.

HOLDING CCC MEETINGS

The majority of the 20 police contact officers indicated that the Committee met at the police station or at the council chambers (see table 11). While convening Committee meetings at police stations is no doubt expedient, the choice of this location is likely to discourage the inclusion of groups in the community who may have a poor relationship with police.

This issue is best illustrated with reference to a particular Committee meeting attended as part of this research. The CCC had convened its meetings in what appeared to be a disused communications room at the local police station. Apart from official members of the CCC, there were no members of the public present, the meeting had not been publicised, and entrance to the meeting place could only be gained upon alerting a police officer at a deserted counter to be escorted to the room. The meeting could hardly be described as

open to the public. It is difficult to imagine such an arrangement as accessible to members of those groups who may experience conflict with police. Issues for discussion on this occasion included concern about the lack of interest and attendance at meetings. Holding meetings in the police station may also send a signal that police 'own' the Committee, rather than it being a genuine partnership.

TABLE 11 — LOCATION OF CCC MEETINGS

Location	Number	Per cent
Police station	6	30
Council chambers	5	25
School	2	10
Other	7	35
TOTAL	20	100

Source: Telephone interview survey of police contact officers (Stage three data).
Note: The 'other' category consists of the following: hotel, community centre, courthouse, shopping centre office, shire hall.

According to the police contact officers interviewed for this component of the study, the majority of CCC meetings were attended by 10 or fewer people. Only one of the 20 Committees for which this information was collected was attended by more than 20 people. Not surprisingly, the CCCs which reported attendances of five or fewer people were also those that had become inactive.

TABLE 12 — AVERAGE NUMBER OF PEOPLE ATTENDING CCC MEETINGS

Average number attending	Number	Per cent
5 or under	2	10
6–10	10	53
11–20	6	32
More than 20	1	5
TOTAL	19	100

Source: Telephone interview survey of police contact officers (Stage three data).
Note: Information for one respondent was missing.

ISSUES DISCUSSED AT CCC MEETINGS

Respondents to the telephone interview survey were provided with a list of issues that may have arisen in CCC meetings, and were asked to nominate whether these issues had been discussed 'often', 'sometimes', 'infrequently', or 'never'. Table 13 shows that, in line with the CCC Model Charter (see appendix A), the issues most often raised and discussed in meetings were local traffic problems, crime prevention issues and local crime problems.

TABLE 13 — ISSUES DISCUSSED IN CCC MEETINGS

Issue discussed	Never	Infrequently	Sometimes	Often
Local traffic problems	—	—	4	16
Crime prevention issues	1	2	2	15
Local crime problems	1	—	4	14
Quality of service issues	1	4	5	9
Improving police–community relations	2	2	7	8
Public education regarding policing	4	4	6	5
Joint planning of policing priorities	7	5	6	1
Conflict between police and specific groups in the community	10	5	4	—
Complaints against police misbehaviour	14	4	—	1

Source: Telephone interview survey of police contact officers (Stage three data).
Notes:
1. To simplify the presentation of data only the responses of the police contact officers are shown. There was no difference, however, between police contact officer responses and civilian responses.
2. Open-ended question: responses to the question were post-coded.

While the information shown in table 13 provides some guide as to the kinds of issues that arise in meetings, it gives little indication of the way in which discussion proceeds at these meetings. At one CCC meeting observed for this study, discussion about juvenile offending proceeded with very little general knowledge about the criminal justice system, or due consideration of the complex issues involved in the apprehension and punishment of young people. This discussion prompted one unidentified attendee to provide a discussion sheet giving information and canvassing a number of relevant issues about juvenile offending. The information sheet was made available to attendees at the next meeting, but was not acknowledged or addressed by those conducting the meeting. The possibility of anything constructive in relation to juveniles coming out of the meetings of this particular CCC — which had previously stated its concern over the lack of involvement of young people in the Committee — would seem to be quite small. It is not suggested that the conduct of this meeting is typical of CCCs in general, but the example illustrates the danger that Committees can sometimes be little more than a venue for people to express preconceived ideas, instead of a forum for addressing problems in a constructive way.

CCC MEMBERSHIPS AND COMMUNITY REPRESENTATION

Demographic information about the membership of CCCs was not available either from the QPS or from police contact officers. Official record-keeping does not extend to documentation of the age, gender, ethnic background, Aboriginality or agency membership of Committee members.

Committee members and police contact officers who were interviewed were asked to state whether they thought their CCC was representative of the community it served. Almost half of these interviewees (48%) stated that they did not think the Committee was representative of the community as a whole, with a further 8 per cent stating they were unsure. A greater percentage of police contact officers described the CCC as non-representative than did the civilian members.

Observations of two Brisbane-based CCCs found that attendees were in most cases aged over 35 and were uniformly from English speaking and non-indigenous backgrounds. Representatives from agencies within the community, apart from the police (such as government departments or welfare agencies), generally did

not attend meetings other than by special invitation. One of the Committees observed had at least one young person present at meetings, although this young person did not make any contribution to the proceedings; this CCC also had a fairly good balance of males and females present. Committee members present at the second Committee observed consisted entirely of males.

The issue of representativeness is quite central to the concept of CCCs. One of the primary justifications for establishing these Committees, as envisaged by the Fitzgerald Report, is for the community to advise police of perceived crime trends within the local area. If Committees comprise only one element of a community, such advice will be of little benefit to police. Similarly, any problem-solving strategies likely to arise from CCC meetings may also be limited in their application.

TRAINING OF CCC MEMBERS

Only four of the 32 civilian members of CCCs who were interviewed had received any formal training in relation to their involvement with CCCs. The responses of these members are as follows: 'Police had liaison people that came and explained the policies and perimeters', 'Two-day workshop on CCCs', 'Police chaplains' conference', 'A meeting was held late 1993/early 1994 at the Oxley Police Academy where representatives of a number of CCCs came together to discuss issues relating to CCCs'.

Two of these respondents described their experiences as very useful. A further 13 respondents said they would have benefited from training of some description. Suggestions included: word processing (to make minute production easier), meeting protocols, problem-solving skills, and broader education about 'the law', 'the Service' and 'community policing'. The lack of training should be addressed by the QPS. The praise offered by those who had experienced some training demonstrates its value.

None of the police contact officers interviewed by telephone had received training in relation to their involvements with CCCs. An example of the need for police training was observed at one particular CCC meeting. The police officer who attended the meeting on behalf of the Service, having announced himself as a Police Union representative, vented his personal opinions about the nature of the Queensland criminal justice system and the problems facing police. While it is not suggested that this behaviour was typical, this example illustrates the need to ensure that police have a clear understanding of their role as QPS representatives at CCC meetings.

THE SUCCESS OF CCCs

VIEWS OF CCC MEMBERS

The majority of the CCC members who were interviewed felt that their Committees had been, or were currently, operating successfully (table 14). Civilian members appeared slightly more conservative in their estimation of success than police contact officers, but this was not a statistically significant difference.

TABLE 14 — MEMBERS' PERCEPTIONS OF THE SUCCESS OF CCCs

Member's perception	% of Police (n=20)	% of Civilians (n=19)
Successful	80	63
Not successful	15	26
Unsure	5	11

Source: Telephone interview survey of police contact officers and civilian members (Stage three data).
Note: The first contacted civilian from each Committee was selected.

SUCCESS AS MEASURED BY CCC INITIATIVES

Apart from asking members to give their own assessments, another means of judging the success of CCCs is to ascertain what initiatives have been implemented by the Committees.

Of the 71 respondents to the police contact officer questionnaire (Stage two of the research), just over half were able to list outcomes of the CCC. The most common initiatives listed were the establishment of the Safety Audit program or some other QPS community-based program,[7] and initiatives aimed at solving problems with juveniles in the area[8] (refer to table 15).

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[7]   These included Neighbourhood or Rural Watch, Safety House, Adopt-a-Cop, School Watch, Crime Stoppers, and Cell Watch programs, and Police Liaison Officers.

[8]   Such as a youth forum, a sports facility for young people, and a youth awards program.

TABLE 15 — INITIATIVES ESTABLISHED BY CCCs

Initiative cited	Per cent (n=71)
Safety Audit program	21
Other QPS programs established	13
Juvenile-related	13
Traffic-related	8
Public displays	7
Direct fundraising for QPS	4
Blue Light Disco	4
Petition for more police resources	3
Law and order surveys	3
Property identification	3
Police station open days	3
Graffiti/vandalism related	1
House renumbering	1
Other	11
No initiatives identified	45

Source: Police contact officers of CCCs (Stage two data)
Notes:
1. Multiple responses were permitted.
2. The 'other' category consists of: lighting of an airstrip, extension of a police beat, upgrading of security arrangements, introducing problem-oriented policing, distribution of 'Stop Domestic Violence' cards, a halfway house for those found drunk in public, building public toilets, and 'adopting' a local railway station.

A number of CCCs were clearly proud of their efforts and had indeed made worthwhile contributions to problems of public safety and in solving particular community disputes. For example, one Committee had established itself with the specific focus of improving traffic safety in the local town. With representation from all key stakeholders, this CCC succeeded in creating an effective problem-solving body and acted to speed the decision-making process. Such examples indicate the positive outcomes that can arise when CCCs work effectively.

However, it is concerning to note that 32 police contact officers (45% of the sample) did not list any specific initiatives. In addition, the appropriateness of some of the initiatives cited by contact officers should be questioned, such as direct fundraising for the QPS and undertaking a 'petition for more police resources'.

An example of an inappropriate fundraising activity initiated by a CCC was the establishment of a glass replacement register. A roster system was established for police to use in situations requiring the replacement of broken glass at the scene of a housebreaking. Several glass replacement businesses paid an annual registration fee to be part of the roster, and the revenue raised was used to fund a photocopier and a laptop computer for the QPS. While fundraising for local crime prevention initiatives is clearly an appropriate activity for a CCC, the community should not be expected to supplement any perceived financial shortfall within the QPS, and the Committee should be limited to raising budgetary or resource problems with the appropriate people. In addition, the arrangement just described had the potential to cause embarrassment to the QPS, by creating the perception that some businesses were being favoured.

Another example of an activity which may not be appropriate was described by two civilian members of a country CCC. This community had formed a group to patrol the streets of the town and alert police to any signs of crime. One civilian interviewee explained that it was intended that the group would assist police in the fight against crime, while the other stated that she 'didn't think the police are very fond of (the group)'. While it appears in this instance that this group did not have the direct support of police, activities in the nature of community vigilantism have clearly not been intended for CCCs and should be actively discouraged by the QPS.

WHY DO CCCS BECOME INACTIVE?

Stage three of the study also included interviews with police contact officers and civilian members of 10 Committees that had become inactive.

When asked for their perception of why the CCC had become inactive, Committee members who were interviewed invariably attributed it to either a lack of interest within the community, or duplication of the Committee's functions by other related groups (principally Neighbourhood Watch). Several observations can be made about these perceptions.

First, judging by the fact that only about half of the Committees had actually established terms of reference, it would seem that CCCs were often unclear about what exactly they had been established to do. The extent to which Neighbourhood Watch appears to overlap with the work of the CCC, in the minds of those involved, indicates that the program boundaries are quite indistinct.

The proliferation of CCCs in some areas of Queensland has often been the result of active encouragement by senior officers in the Region. Although this strong encouragement is to be applauded, an unintended outcome may be that the strategy becomes inappropriately imposed on communities that actually may not be able to support the concept. The establishment of CCCs should be predicated on a clearly identified need for such a strategy by both the community and police. Several members of inactive CCCs made comments which indicated that the impetus for the creation of the CCC was less than a true commitment to community policing. For example, one civilian member commented that the establishment of the CCC was 'a reason for a bloke who was trying to get a transfer out of town'.

Comments from both police contact officers and civilian members of CCCs indicated that CCCs had sometimes been introduced unnecessarily, especially to small country areas with few crime problems. Those Divisions that did not have a CCC in operation often claimed that the community did not need one, most often because of its small size or because crime was not serious in the area. CCCs are unlikely to be useful in these contexts.

A further possible explanation for CCCs becoming inactive may be a lack of real organisational support on the part of the QPS. There appeared to be no clear guidelines about which issues to refer to other areas of the QPS, and which issues to address within the Division. Reporting mechanisms for issues raised and resolutions made in CCC meetings varied from Division to Division. For those issues not referred outside the Division, there was no formal system of reporting to the Regional level. The lack of formal training undertaken by either police or civilians may also have been detrimental to the effective running of Committees. A need for training was clearly expressed by both these groups.

SUMMARY

The evaluation found that:

- Many QPS Divisions do not have CCCs. According to responses from Officers in Charge of QPS Divisions, CCCs operate almost entirely in coastal Queensland, and mainly outside of the metropolitan area. Whether or not a Division has a CCC seems not to be related to the extent of crime in the community. In fact, those Divisions with the highest reported crime rates did not have CCCs.

- It would seem that many Divisions without CCCs do not have adequate alternative consultative mechanisms in place.

- Failure to establish a CCC was often attributed to a duplication of functions with other community groups, or to a lack of interest in the community.

- Senior District and Regional police generally did not attend CCCs. The New South Wales evaluation (Corporate Impacts Pty Ltd 1993) found that successful committees operated with the commitment of key police officers, including the Patrol Commander.[9]

- Nearly half of the police contact officers of CCCs reported that terms of reference had not been adopted by their Committee, and several responses from Committee members indicated a degree of misunderstanding or confusion about the aims of CCCs. Taken together, these findings show a need to restate and clarify the aims and objectives of the initiative. A lack of direction has also been reported in Canada (Royal Canadian Mounted Police 1995), Victoria (VICSAFE 1993) and New South Wales (Corporate Impacts Pty Ltd 1993).

- The majority of CCCs met at a police station or at the council chambers. Police stations are arguably not suitable meeting locations, particularly because this sends the wrong signal about who 'owns' the Committee.

- While most CCCs reported using the local newspaper to publicise meetings, several Committees simply publicised meetings by word of mouth, or by using a mailing list.

- Concern was expressed by some Committee members about the representativeness of the memberships of CCCs. Similar concerns have also been reported in Britain (Loveday 1994, Bull & Stratta 1995, Hughes 1992, Morgan 1987a), Canada (Royal Canadian Mounted Police 1995), Victoria (VICSAFE 1993) and New South Wales (Corporate Impacts Pty Ltd 1993).

- Very few police or civilian members of CCCs reported having received any formal training in relation to their involvement with CCCs, although many respondents said they would have benefited from training. A need for training of committee members has also been identified in Britain (Morgan 1987a) and Victoria (VICSAFE 1993).

- Several CCCs reported successful initiatives, but nearly half of police contact officers did not identify any specific initiatives resulting from CCCs. In addition, some inappropriate activities were reported by CCCs, such as fundraising for the local police Division.

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[9] The Patrol Commander, at the time the report was written in 1993, was the officer in charge of the Patrol. In most cases, this was an officer of the rank of Inspector or Chief Inspector, although some Patrol Commanders were of the rank of Senior Sergeant or Superintendent.

Despite the problems identified by the surveys conducted as part of this research, most CCC members who took part in the telephone interview survey stated that they felt the CCC had been successful. Members of several Committees described innovative ways of solving local public safety issues and problems, and expressed pride in their involvement. Perhaps just as importantly, CCCs appear to provide an important focus for community concern about crime-related issues. The value of this, while not producing concrete outcomes, should not be underestimated.

The next chapter makes a series of recommendations aimed at overcoming problems identified both in the current study and by research conducted in other jurisdictions.

CHAPTER 5
POLICY IMPLICATIONS

Police–community consultative groups developed because of the growing recognition that police could no longer be solely responsible for crime control and needed to involve the local community in developing effective crime prevention strategies and identifying and addressing local problems. Members of the community are often the first to be aware of crime trends and levels of concern in the community. In recent years there has also been an increased emphasis on service provision by police and greater accountability to local consumers.

The importance of police community consultation is emphasised in the *Police Service Administration Act 1990*, which specifies that 'members of the Service are to act in partnership with the community at large to the extent compatible with the efficient and proper performance of those functions'. The new QPS Vision Statement also declares that the Service is 'committed to working in partnership with the people of Queensland to enhance the safety and security of our community'.

CCCs are potentially an important mechanism for forging police-community partnerships. However, as documented in the preceding chapter, there are some significant problems with the way in which CCCs have been established and operated in Queensland. Although it is possible to point to examples of Committees which have functioned effectively, the initiative as a whole is faltering through a lack of organisational support and direction from the QPS. Specific problems identified by the research include:

*   many police Divisions do not have CCCs or, it seems, appropriate alternative consultative mechanisms

*   many members of CCCs are unclear about the role and aims of the committees

*   the membership of committees is often not representative of the local community

*   very few police or community members have received any formal training in relation to CCCs, although many respondents felt they would have benefited from such training

*   inappropriate activities, such as fundraising for the local police Division, have been carried out by some CCCs

*   it appears to be uncommon for senior police to attend CCC meetings and there is no established mechanism for ensuring that the QPS formally responds to concerns and suggestions raised at CCC meetings.

This final chapter considers ways in which these and related problems can be addressed, so that CCCs can be made a more effective means of giving practical effect to the concept of a police–community partnership. The chapter concludes with a list of eight recommendations relating to the establishment and operation of CCCs.

DETERMINING WHETHER A CCC SHOULD BE ESTABLISHED

This project found that there was an uneven distribution of CCCs in Queensland. Much seemed to depend on the attitude of regional command and, to a lesser extent, the level of local enthusiasm; some regions had a considerable number of committees, whereas others had very few. We also found that CCCs often did not exist in Divisions where they might be needed (if the local crime rate can be taken as a guide); and, conversely, that some CCCs which had been established had become inactive because there were not enough local issues to provide the Committee with an ongoing focus. These findings indicate that there needs to be a much more orderly and systematic process in place for determining when and where CCCs should be established.

Not all Divisions require, or are capable of sustaining, a CCC. As reported by police who were surveyed for this project, some communities are too small to support a CCC, or are relatively 'crime free' and do not have a need for an ongoing committee to address local problems. There is also little to be gained from setting up a CCC if other effective consultative mechanisms are already in place, or if there is no community support for such an initiative. However, such decisions should be taken only after a proper assessment of the situation in the Division concerned; the absence of a CCC should not simply be the result of inaction, as is often the case at present.

The QPS is in the process of developing Division-level planning processes, in line with a proposal of the Queensland Police Service Review (1996). The Review recommended that local information be collected to facilitate responses to local public safety and crime problems, and that an annual plan be established to measure the implementation of strategies designed to address these problems. The report proposed an annual reporting system to assess the performance of Officers in Charge in relation to the implementation of the local plan (pp. 208–209). A new policy recently endorsed by the Senior Executive Conference of the QPS will establish such a process.

This process, once it is in place, should provide a suitable framework for assessing whether it would be appropriate to establish a CCC in a particular Division or community. As part of the annual planning process, Officers in Charge would be required to identify what strategies are in place for consulting with the community, and to justify the approach taken. CCCs are one strategy which could be included by Officers in Charge in the local annual plan. CCCs could be implemented either as an ongoing committee to address complex or long-term issues, or as a temporary body to take action on discrete projects or problems.

To assist Officers in Charge, the relevant section of the Operational Procedures Manual should set out the factors which need to be considered in determining whether a CCC should be established. Normally, a CCC should not be initiated unless:

- there is a significant community safety or fear of crime problem (as identified in crime statistics, calls for service data, local media, feedback from community members, etc.) that cannot be addressed by other pre-existing local forums such as Neighbourhood/Rural Watch; or

- there is a significant problem between police and particular groups in the local community as identified either by the community or by police; or

- there are no other appropriate forums in operation in the area which could be utilised by police to gain local knowledge and perceptions about crime and public safety issues.

Another important consideration, of course, is whether there is likely to be sufficient community interest and support to sustain the initiative. This will require the Officer In Charge to initiate consultations with local 'stakeholders' and representatives of various community group to ascertain whether such support exists.

ONGOING OR TEMPORARY CCCS

Once a CCC has been identified as an appropriate strategy to address a local problem, the Officer in Charge can then decide whether the Committee should be established as a group that will meet regularly over a long period of time (an ongoing CCC), or for a short term to address a particular problem (a temporary CCC). In this context, the discontinuance of a CCC may not necessarily indicate that the Committee has failed, but rather that it has reached its goals.

An ongoing CCC would be most appropriate for problems or issues which are complex and involve a number of groups in a community, or require continuous monitoring and input from the community. For example:

- strategies to prevent juvenile crime

- improving the relationship between police and the local Aboriginal or Torres Strait Islander community

- traffic and road safety issues.

Temporary CCCs would include a 'sunset clause' and be disbanded once the problem had been resolved. Issues which would best be dealt with by a short-term Committee of this nature are those that have clearly defined boundaries, such as:

- property damage in a particular place (such as a school or railway station)

- conflict between specific groups in a community (such as rival sporting teams or particular families)

- assault and public drunkenness at particular entertainment venues (such as pubs or sporting events)

- problems with public disorder at large social events such as New Year's Eve celebrations.

Officers in Charge could gain great benefit out of this approach to problem-solving, without the difficulty of sustaining the enthusiasm of members over a long period of time. Indeed, members of the community who may be reluctant to be involved with a long-term group may be interested in committing themselves to a six or twelve month project. Temporary CCCs may also be more likely to attract the expertise needed to address particular issues; such expertise may not be part of an ongoing Committee.

IMPLICATIONS OF ESTABLISHING COMMUNITY POLICING PARTNERSHIPS

As discussed in chapter 1, Community Policing Partnerships are about to be trialled in seven locations in Queensland. It is expected that Community Policing Partnerships will have a clearly enunciated set of aims and objectives, a well-devised structure, funding and administrative support, and guidelines about membership which, if followed, should potentially make committees reasonably representative of the interests of local communities.

The establishment of Community Policing Partnerships does not mean that CCCs should be abandoned. CCCs should continue because:

- The Community Policing Partnerships scheme is only in the trial stage and its effectiveness has yet to be evaluated.

- Community Policing Partnerships will require extensive resources, a fact which will limit the number which can operate in Queensland. Smaller communities may not be able to justify the cost required to establish and maintain a Community Policing Partnership. For these communities, some alternative consultative mechanism will still be required.

- Community Policing Partnerships are aligned to local government areas. Some councils, such as the Gold Coast and Brisbane, encompass large and diverse communities; there will still be a need for a consultative mechanism 'sitting under' these Partnerships to ensure that local concerns are adequately covered.

The two bodies can complement each other's activities, provided that their roles are clearly defined and there is adequate communication between them. Those CCCs that already exist and are working effectively in areas where a Community Policing Partnership is to be located should therefore continue to operate as normal. The relationship between the Community Policing Partnerships and CCCs should be monitored by the Community Policing Partnership Central Board, in consultation with appropriate sections of the QPS. The trial period will no doubt provide some indication about how this relationship will evolve but, ideally, communication between the two bodies will be integrated with the reporting process required by each scheme, with CCCs sending their reports to the police representative on the Community Policing Partnership.

The evaluation of the Community Policing Partnership trials should address the question of the relationship between the two bodies (where both exist in trial areas). Should Community Policing Partnerships be extended further, the QPS and the Community Policing Partnership Central Board will need to work together to develop more comprehensive policies and procedures to formalise the relationship between CCCs and Community Policing Partnerships.

ORGANISATIONAL SUPPORT FOR CCCS

The lack of information about CCCs provided in the QPS annual reports or other QPS documents and databases is one of several indications that CCCs have not been viewed as an important community policing strategy by the QPS. The coordination of CCCs has been minimal, and little or no funding or training support has been provided to them.

The CJC's review of the implementation of Fitzgerald Report recommendations (CJC 1994) noted that, while the QPS had made some gains, community policing had not, in real terms, been implemented. The CJC commented that, while the Fitzgerald Report may have been 'overly optimistic' (p. 69) about the speed of implementation, this was not a ground upon which the QPS could reconsider its commitment to the philosophy of community policing. However, the CJC's report acknowledged the large-scale nature of the changes required to realise fully the Fitzgerald Report's recommendations in relation to community policing. The report also noted that communities are difficult entities to organise, especially in large urban areas such as Brisbane, where suburban populations do not often constitute a 'community' in relation to particular geographic boundaries.

While allowing for all these factors, the QPS could have done more to promote the concept of community policing, and in particular to support the CCC initiative. Indeed, a 1996 draft QPS submission to the QPS Board of Management stated the following:

> There is a strong view that community policing as a central operating philosophy in Queensland needs revitalising and refocusing, and is not, in practice, widely accepted by operational police as part of the way they do business. While overseas literature indicates that it can take up to ten years to have community policing accepted within an organisation, this is dependent on continuing efforts and considerable expending of time, resources and training together with continual reinforcement at all levels. This has not happened in Queensland. Aside from an early round of workshops to introduce the concept, there has been little continuing effort and focus to push these concepts. (p. 10)

More recently, considerable work has been invested in addressing this issue as part of the Service's response to the Queensland Police Service Review report (1996). In particular, the Senior Executive Conference of the QPS has endorsed the establishment of a new community policing policy and procedures for chapter 17 of the Operational Procedures Manual. This policy is described in further detail later in this chapter.

If the effectiveness of CCCs is to be enhanced they will need much stronger coordination and support than they receive at present. Consideration must be given to how to improve and upgrade resources committed to the CCC strategy. While the Crime Prevention Unit has attempted to provide a coordinating role, it has not been adequately resourced for this task. The Unit has instituted a quarterly newsletter to CCCs and assumed responsibility for the COMPOL Index. Officers from the Unit have also run several focus workshops on problems and solutions for CCCs. However, the role of the Crime Prevention Unit should be much stronger. Specifically, the Unit should be tasked and resourced to develop CCC terms of reference and guidelines, and to ensure appropriate training and information is provided to CCC members.

In practical terms, it has been argued that good quality outcomes from CCCs can only be obtained by good quality inputs to the process (Morgan 1987b). Information and education are the keys to this. QPS support for CCCs should primarily be provided by:

- Training for civilian members of CCCs, particularly in relation to the aims of the CCC strategy, the structure and operation of the QPS and related issues, the appropriate use of local crime statistics and other public safety information, meeting protocols, and recording and reporting requirements.

- Training for police contact officers of CCCs. This training should consist first and foremost of a detailed exposition and operationalisation of community policing within the QPS, and of the role of CCCs in this broader strategy. On a more skills-related basis, training should be provided in meeting protocols, problem-solving skills, handling difficult 'customers' in the Committee context, recording and reporting requirements, and mechanisms for addressing issues raised by CCCs.

- Development of a 'CCC Kit' to be provided to every CCC and every prospective CCC. The 'Kit' would include regular updates of recorded crime and calls-for-service data for the area in question, a demographic layout of the local area, a description and contact list of community services in the area, a contact list of local government departments and appropriate bodies for representation on the CCC, a list of appropriate identified funding and support sources, and a bibliography of relevant crime prevention literature. It is expected that much of the material in the Kit (such as the bibliography) would be developed centrally, but that the Kits themselves would be assembled and updated locally and that additional information relevant to the local community would be incorporated at this stage.

In particular, CCCs require information and advice about emerging trends and public safety initiatives that have been tried and evaluated elsewhere. Again, there is a strong role here for the Crime Prevention Unit to provide a consultative and information role.

In addition to ensuring that there is appropriate training and information provision, the QPS should consider holding periodic District and Regional community policing forums, whereby all those involved in the full range of community policing strategies (Neighbourhood Watch, Safety Audits, CCCs, Community Policing Partnerships, etc) can meet in a central location to discuss issues and problems and share information about crime prevention initiatives. These events would facilitate Regional communication, and provide a useful focus for training and information dissemination. The quarterly newsletter, already established, should continue as a vehicle for inter-CCC communication and information sharing.

At present, CCCs have no funding for any initiatives of their own. The State Government should therefore consider the establishment of a small grants scheme for CCCs to establish crime prevention strategies. This scheme could be administered through the framework which has been set up to oversee Community Policing Partnerships. In addition, the QPS should ensure that CCCs are provided with sufficient administrative support. This support would be in the form of provision of paper, word processing and photocopying facilities, postage costs for the distribution of meeting minutes, the costs associated with publicising meetings, and other meeting costs such as tea and coffee.

Finally, and perhaps most importantly, the involvement of Regional or District senior officers would be a tangible expression of the QPS's commitment to community policing. This involvement could be arranged even on a semi-regular basis in order to facilitate decision making, and to allow senior officers to keep in touch with Committee initiatives and discussions.

AIMS, TERMS OF REFERENCE AND GUIDELINES FOR CCCs

This project found that members of CCCs often lacked focus to their activities, and were sometimes confused about the aims of the Committee. In addition, some CCCs reported involvement in activities which might be considered inappropriate.

The aims of the CCC strategy must be clarified. CCCs currently have three main aims:

• information sharing about local crime problems and their possible solution

• collaborative planning of policing priorities within a local area

• joint development of crime prevention or public safety initiatives.

The confusion which exists among CCC members about the intention and jurisdiction of CCCs could be lessened by refocusing the strategy's aims and objectives. Committees should be committed firstly to identifying existing community safety issues, and secondly, to establishing, maintaining and monitoring crime prevention or community safety initiatives in their area. This emphasis clearly distinguishes a CCC from other community policing programs such as Neighbourhood Watch and gives CCCs a role within a larger QPS community policing strategy.

In relation to the structure and procedures of a CCC, individual Committees should, of course, be tailored to suit the unique nature of each Division. However, certain basic requirements should be fulfilled by all CCCs. Terms of reference and a written set of guidelines should be established setting out such matters as:

• the goals of the CCC

• the desired membership for the Committee

• preferred meeting locations and meeting protocols

• record keeping requirements

- reporting requirements

- appropriate and inappropriate activities for CCC involvement

- internal QPS mechanisms for responding to issues raised by CCCs

- insurance and public liability guidelines.

These terms of reference and guidelines should form part of a new chapter 17 of the Operational Procedures Manual, and be formally adopted by all CCCs. For individual CCCs, the QPS could consider the development of a publication such as the British handbook for Police Community Consultative Groups *Making Consultation Work* (Morgan 1995). Whatever form these written protocols take, they should be available at each meeting of the CCC, and each Committee member should ideally be provided with a copy. The Regions should be responsible for ensuring that CCCs operate according to the terms of reference and guidelines as set down in the Operational Procedures Manual.

MEMBERSHIP OF CCCS

Evaluations of police-community consultative committees both in Australia and overseas have identified the unrepresentative nature of such groups as a serious barrier to fulfilling their aims. It has been argued that if a committee is not adequately representative, it will fail to represent the full range of public opinion about relevant issues.

The membership of a CCC should, as far as possible, involve representatives of key demographic areas within the community (with special attention given to indigenous and non-English speaking people, young people and women) as well as key agencies and community groups (both government and non-government).[10] The identification of these individuals will require some research on the part of the Officer in Charge of the Police Division responsible for establishing a CCC. Personal invitations could be sent to invite representatives from key community groups and agencies, advertisements could be placed in the newsletters of particular groups in the community, and the Officer in Charge could attend and speak at meetings of community groups inviting their involvement.

Another issue is the access of members of the public to CCC meetings. The VICSAFE evaluation of the Barwon community consultative group in Victoria found that the attendance of members of the general public caused difficulties in meetings, with critical areas of discussion being lost in more general, and less useful, debate (James et al. 1993).

The general public should always be given some opportunity to participate in CCC meetings, but consideration should be given to excluding the general public from every second meeting. This would enable regular public access without causing undue disruption to the Committee, and also limit the costs and resources entailed in properly and thoroughly advertising the meeting to the public. In fact, one Brisbane metropolitan CCC conducts its meetings in just such a fashion, with closed Committee meetings scheduled every second month, and public meetings held every other month.

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[10] Although it should be noted that, where a Community Policing Partnership is in operation in a community, the CCC will have access to Community Policing Partnership members who represent these target groups.

RECORDING AND MONITORING OF CCC ACTIVITIES

Access to reliable up-to-date information about CCCs is critical to ensuring the accountability and usefulness of CCCs as a community policing strategy. However, only minimal information is currently available from the QPS about the coverage, composition and activities of CCCs. The COMPOL Index, as the principal means of recording such information centrally, has failed and should be discarded by the QPS.

To assist the administration and monitoring of CCCs, each Committee should be primarily responsible for recording basic information about its membership and operation. In particular, the age, ethnicity, Aboriginality and agency affiliations of all Committee members should be routinely recorded. The Committee secretary is the appropriate person for this task. Records should indicate whether or not the CCC is legally incorporated. In addition, records should include the minutes of meetings, official proposals for funding of crime prevention initiatives, a description of all activities in which the Committee is involved, and details about the number of members of the public attending public meetings.

The operation and activities of ongoing CCCs should be reported regularly to the relevant QPS Division, District and Region. As noted above, in response to recommendations made in the Queensland Police Service Review (1996), the QPS Senior Executive Conference has endorsed procedures which will involve Officers in Charge of Divisions conducting an annual environmental scan to assess community needs and issues and prepare a local strategic plan responding to identified issues. Officers in Charge are to consult existing community networks as part of this strategy. In addition, Officers in Charge are to conduct quarterly data analysis which will also guide the development of problem-oriented project plans or operational orders, and assist in reviewing the local strategic plan.

As part of this process, annual reports from CCCs could be made to the Officer in Charge of the Division to assist in the preparation of the local strategic plan. CCC reports to the Officer in Charge should include details on:

- membership and other attendance details as routinely recorded by the secretary

- an account for any funds spent

- a description of crime or public safety issues identified and discussed by the Committee

- a description of all activities in which the Committee has been involved.

If a proper reporting system was in place, this would help ensure that the QPS responded formally to issues and proposals emanating from CCCs. Part of the reporting system would involve QPS Divisions stating their response to each issue identified by the Committee.

The QPS Operations Support Command should be responsible for overseeing the implementation of the recommendations in this report.

RECOMMENDATIONS

1. Decisions about whether CCCs should be established should be made in the context of the development of local strategic plans (see recommendation 9). It should be made clear in a new chapter 17 of the Operational Procedures Manual that a CCC should normally not be initiated unless:

   • there is a significant public safety or fear of crime problem that cannot be addressed by other means; or

   • there is a specific problem between police and particular groups in the community; or

   • there are no other appropriate forums in operation in the area (such as a Community Policing Partnership) which would enable police to gain local knowledge about crime and public safety issues; and

   • there is sufficient community support for the initiative.

   The Operational Procedures Manual should also emphasise that CCCs should not necessarily be regarded as permanent, and that the nature of the problem will indicate whether a permanent or a temporary CCC is more appropriate.

2. During the trial of the Community Policing Partnerships, the relationship between CCCs and Community Policing Partnerships, in areas where both will be in operation, should be monitored with a view to the development of policies and procedures for a more formal arrangement. This monitoring should be conducted in consultation with appropriate sections of the QPS.

3. The QPS should ensure appropriate administrative support for CCCs. The QPS should also provide training and information to CCC members.

4. The State Government should consider the establishment of a grants scheme for CCCs to implement suitable local crime prevention strategies. This scheme could be administered through the framework which has been set up to oversee Community Policing Partnerships.

5. The QPS should task and resource the Crime Prevention Unit to develop the guidelines for CCCs, establish the contents of a 'CCC Kit' for Regions to provide to Committees, and ensure appropriate training and information is available to CCC members. The Crime Prevention Unit should continue to be responsible for the quarterly CCC newsletter.

6. The aims and objectives of CCCs should be refocused and clear terms of reference and guidelines developed. The guidelines should address the membership of the CCC, preferred meeting locations and protocols, record-keeping and reporting requirements, appropriate and inappropriate CCC initiatives, the legal incorporation of CCCs, internal QPS mechanisms for addressing issues raised by CCCs, and insurance and public liability issues.

7. The newly developed guidelines and protocols should form part of a new chapter 17 of the Operational Procedures Manual.

8. Regions should be responsible for ensuring that CCCs operate according to the terms of reference and guidelines to be set down in the Operational Procedures Manual.

9.   Consistent with the policy recently endorsed by the Senior Executive Conference of the QPS, Officers in Charge of Police Divisions should undertake annual scans of their areas to assess community needs and issues, and prepare an annual local strategic plan. More detailed analysis of various sources of information, including reports made by CCCs (where they have been established), should be conducted quarterly to assess the effectiveness of the plan, and to establish appropriate responses to identified problems.

10.   The QPS should discard the COMPOL Index, at least insofar as it pertains to CCCs. In its place, CCCs should report quarterly to the Officer in Charge in order to inform the development of local community policing strategies. Such reports should include membership and other attendance details as routinely recorded by the secretary, an account of any funds spent, a description of crime or public safety issues identified and discussed by the Committee, and a description of all activities in which the Committee has been involved. A summary of this information should be communicated to the District and Regional level and also maintained centrally within the Service for easy access.

11.   The QPS Operations Support Command should be responsible for overseeing the implementation of these recommendations.

APPENDIXES

APPENDIX A

MODEL CHARTER

COMMUNITY POLICING CONSULTATIVE COMMITTEES

1. **AIM OF THE COMMITTEE**

    Community Policing Consultative Committees are established to develop synergy between police and communities in the State of Queensland, to allow police to serve their communities in an informed and co-operative way.

2. **PURPOSE OF THE COMMITTEE**

    Community Policing in Queensland involves consultation with people from affected communities on issues that will benefit from police service. These may include:-

    (a) The effectiveness or otherwise of community-based initiatives and assistance that might be required.

    (b) The problems and opportunities within the community regarding the reduction or prevention of crime and increased public safety.

    (c) Strategies, support or projects to achieve the objectives of community policing.

    (d) Local policies in the balanced use of police resources.

    (e) Sponsorship for approved initiatives aiming at preventing or reducing crime or protecting life and property.

    (f) Assisting with investigations to identify causes of crime or social dysfunction and actions that might be appropriate.

    (g) Co-ordinated action, involving people or organisations other than police, aimed at solving policing-related problems and not merely addressing the outcomes or symptoms of those problems.

3. **ROLE**

    Committees are designed for the purpose indicated in Section 2. Like other organisations a Committee can be diverted to peripheral roles or may be allowed to drift into activities which ultimately harm the original purpose. To prevent this, the activities in which a Committee may and may not participate are as follows:

    Committees may engage in public projects, fund-raising or publicity campaigns.

Committees may not engage in party-political or sectarian activities and may not be, directly or indirectly, a political, industrial or commercial pressure group.

4. **METHODS**

    (a)   <u>Consultation</u>

        Through consultation, assist to identify local goals in accordance with community requirements so that greater police output is achieved in line with the desires of the particular community.

        Discuss and assist in identifying problems and solutions to achieve increased flexibility of local police, thus enabling a response which is applicable to that community.

    (b)   <u>Advisory</u>

        Provide information to the appropriate police command level (which may be divisional, district, region or higher).

    (c)   <u>Representation</u>

        When required, represent their community in the context of state-wide community policing.

    (d)   In case of incorporation (see Part B), as a liaison body. Co-ordinate the activities of Community Policing within the span of the Committee's consultation.

5. **MEETINGS OF COUNCIL**

<u>Frequency</u>

Ordinary meetings will be held at least every three months. Special meetings may be called from time to time as needed.

<u>Procedures</u>

Council will appoint a President and other officers it deems appropriate.

A Minute Secretary may prepare an agenda, in consultation with the police nominee, prior to each meeting, and will keep an adequate record of the meeting.

Members requiring items listed on an Agenda are to call or write to the Minute Secretary or the public nominee prior to the meeting.

The usual rules of debate and meeting procedure should be followed.

2

COMMUNITY CONSULTATIVE COMMITTEES

AIMS AND OBJECTIVES

1. To provide a forum for discussing matters of concern relating to the policing of our community.

2. To arrive at decisions resulting from those discussions and, where necessary, act upon such decisions.

3. To promote and develop a genuine partnership between the police and our community.

4. To act as a facilitating agent through which representations can be made at local level for the purpose of improving the service provided by police.

5. To make our community aware of Police Service policies, ideas and directions.

6. For those unable to voice their concerns directly to a Police Officer, to provide access to any member of the community requiring police information or assistance.

COMMUNITY CONSULTATIVE COMMITTEES are NOT intended:

1. To be used as a forum for official complaints.

2. To be used by Police or anyone else as a political pressure group.

3. To afford any bias towards any particular group or groups within the community.

1

POLICE/COMMUNITY CONSULTATIVE COMMITTEES

FORMATION

1. **RATIONALE**

1.1 FITZGERALD (1989.381) Recommendation 6(a):

"Preventative policing strategies are to be an integral part of the normal activities of every police officer".

1.2 FITZGERALD (1989.381) Recommendation 6(b):

"The community is to be involved with the police in preventing crime through establishment of Community Crime Committees and community crime prevention programmes based on the needs of individual communities".

1.3 Section 2.3(g) Police Service Administration Act 1990 commits police to:

"the provision of such services ... as are reasonably sought by members of the community".

1.4 Section 2.4(2) Police Service Administration Act 1990:

"Members of the Service are to act in partnership with the community at large".

1.5 Section 7.1 Code Of Conduct:

"Officers should ensure that they effectively communicate with, and promote participation by all sectors of, their communities".

2. **FORMATION OF THE COMMITTEES**

2.1 Initial approaches regarding the formation of a Community Consultative Committee should be made by the local Officer in Charge in the police division.

2.1 The approaches should be informal, although it may be considered necessary to advertise through local media.

2.3 The C.C.C. should be representative of the community and consist of 20-30 persons.

1

2.4   Bases for committees should be decided with due consideration of shire and police division boundaries.

2.5   The Officer in Charge should approach the Mayor/Chairman first to discuss:

-       Some identities who could be approached;
-       Whether a public meeting should be held to gauge support, OR;
-       Whether local identities should be approached to attend a meeting to guage support;
-       If a meeting is held endeavour to have sufficient people nominated to form a committee; and
-       If necessary approach nominated people to seek their involvement and support.

2.6   The Regional Assistant Commissioner, his Chief Superintendent and the District Officer should attend the inaugural and subsequent meeting to show their support for the concept.

3.   **COMPOSITION OF THE COMMITTEES**

3.1   The Chairman, Vice-Chairman and Secretary should all be civilians. Composition of the committees would vary in different communities but the general outline in 3.2 below should be adhered to where possible.

3.2   The composition of the C.C.C. should include:

-       Officer in charge of the Police division;
-       Representative of youth or a youth organisation;
-       Ministers fraternal representative;
-       Nominee from local authority;
-       School Principal;
-       Menber of the P.&.C.;
-       School Captains;
-       Welfare representative (Salvos etc);
-       Service Club nominee (male) to rotate;
-       Womens organisation nominee to rotate;
-       Member of the Public Service generally;
-       Essential Service nominee (Fire QATB etc);
-       Representative of the Aged;
-       Neighbourhood Watch Co-ordinator;
-       Chairman of the Chamber of Commerce;
-       Representatives from local organisations (Traders etc);
-       Armed Service or R.S.L.;
-       Q.H.A. representative;
-       Local hospital representative;
-       Ethnic group representative;

2

- Aboriginal &/or Islander representative;
- Representative from legal fraternity;
- Counselling service / shelter representative;
- Nominee from the press;
- Safety House Co-ordinator;
- Parole Officer if applicable; and
- Progress Association.

3.3 At all times the following persons should be ex-officio members of any committee formed:

- Mayor / Chairman of local authority;
- Local Member of Parliament;
- Regional Commander; and
- District Officer.

4. **SUGGESTED ARRANGEMENTS**

- General meetings to be held each three months or sooner if required.
- Executive meetings could be held monthly with the Officer in Charge if considered necessary.
- If possible the local authority premises should be used as the base for the committee.
- Clerical support could be provided by either the local authority or the Police Service.
- Minutes of the meetings should be circulated to the ex-officio members mentioned in 3.3.
- Members of the committee and details of meeting days should be advertised in local media so that community members can attend or contact someone if unable to attend.
- If it becomes desireable for a committee member to be removed from the committee, a majority decision would suffice.

5. **MATTERS FOR DISCUSSION**

- Local problems.
- Anti-social behaviour.
- Under-age drinking.
- Crime increases or trends.
- Traffic matters generally.
- Signposting, streetlighting, etc.
- Bikes, skateboards, etc.
- Public Awareness campaigns.
- School lecturing.
- Youth involvement and problems.

3

53

- A forum for Police to raise issues.
- A forum for citizen input.
- Safety of children.
- Safety of women.
- Establishment of Safety House programmes.
- Introduction of Neighbourhood Watch areas.
- A forum for addressing multi-cultural issues.
- A forum for addressing aboriginal and Islander issues.

6. **ADVANTAGES FOR POLICE AND COMMUNITY**

- Involvement of a cross section of the community.
- Involvement of the Officer in Charge.
- Those afraid to approach police can have input via a member.
- In a controversial issue the Committee could assist with comment or support.
- Senior police can become aware of problems before they get out of hand.
- Potential problems can be solved early.

4

COMMUNITY CONSULTATIVE COMMITTEES

INAUGURAL MEETING AGENDA

1. **PRIOR TO THE MEETING**

1.1 Consultation made with the Mayor/Chairman of the local authority by the Officer in Charge.

1.2 Invitations sent to:

- Mayor/Chairman
- Local M.L.A.
- Regional Commander
- Deputy Commander
- District Officer
- Representatives in the community.

1.3 Media publicity concerning the meeting.

1.4 If possible some consideration should have been given to a Chairman and a Secretary.

2. **AT THE MEETING**

2.1 Arrange for an attendance sheet to cover name, organisation, address and contact number.

2.2 The Officer in Charge or Mayor/Chairman may act as Chairman of the meeting if required (but may not be voted in as permanent Chairman).

2.3 The local Officer in Charge should be present.

2.4 The Chairman introduces the Mayor/Chairman, Regional Commander, Deputy Commander, District Officer and local M.L.A. and asks each to address the gathering briefly.

2.5 The Regional Commander or deputy is asked to speak about:

- The need for such a committee
- Potential committee members
- Some considerations for the Committee
- Advantages for the community and police
- Suggested points for setting up the committee
- Suggested aims and objectives for the committee

1

2.6 SUGGESTED AGENDA

a   Call for any questions or explanations.

b   Request a motion to establish a committee.

c   Call for nominations for the Committee. Try to get representatives rather than numbers.

d   Nominations may also be called for Chairman and Secretary, although this may be done at the first meeting.

e   Nominate a media officer to make media releases on behalf of the committee.

f   Ask if any committee member objects to the publishing of his/her name.

g   Announce that it is anticipated no costs will be incurred for postage etc as same should be met by the local authority or Police Service.

h   Call for general business.

i   Set date for the next meeting, usually 4-6 weeks from that date, and every three months after that.

j   Decide future venue for the meetings and advise that such venue and date will be included in the minutes.

k   Ask representatives to discuss with their organisations matters to be raised at the meetings.

l   Ask for suggestions regarding any organisations not represented who should be invited to attend future meetings.

3.   AFTER THE MEETING

3.1   Ensure a copy of the minutes is forwarded to each person who has agreed to be on the committee.

3.2   Forward a copy of the minutes to ex-officio members.

3.3   Write to any organisation nominated at the meeting to send a representative to the next meeting.

2

APPENDIX B
COMMUNITY CONSULTATIVE COMMITTEE
EVALUATION STAGE ONE QUESTIONNAIRE

16 January 1997

TO: **Officers in Charge, All Stations**

FROM: **Deputy Commissioner**
                 Executive Director, Operations

SUBJECT: COMMUNITY CONSULTATIVE COMMITTEE EVALUATION

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1.   The Criminal Justice Commission and the Queensland Police Service are jointly conducting an evaluation of the Community consultative Committee (CCC) initiative.

2.   The survey aims to find out how many CCCs are operating in Queensland, how they are constituted and run, and under what circumstances they are successful.

3.   As an initial information gathering exercise, it is requested that you complete the attached brief survey and return it to Inspector Clare Murphy at Crime Prevention, Operations Support Command by 31 January 1997.

4.   Your assistance in this matter is greatly appreciated.

W ALDRICH
DEPUTY COMMISSIONER
EXECUTIVE DIRECTOR, OPERATIONS

1. Does a CCC operate in your Division?

Please continue to the next question. ← No

That is the end of the questionnaire. ← Yes

The contact officer of the CCC will be sent a more detailed questionnaire shortly.

2. If not, why isn't there one currently operating?

_____

_____

_____

_____

_____

_____

_____

_____

3. What processes and/or strategies do you employ to consult with the local community about policing and related issues?

_____

_____

_____

_____

_____

_____

_____

That is the end of the questionnaire. Thank you for your time.

APPENDIX C
COMMUNITY CONSULTATIVE COMMITTEE
EVALUATION STAGE TWO QUESTIONNAIRE

The CJC and the QPS are jointly conducting an evaluation of the Community Consultative Committee (CCC) initiative. This questionnaire is the first stage in a process that examines:

- The current state of CCCs in Queensland

- The factors that contribute to their success or failure

- The circumstances under which CCCs provide good links between the QPS and the public

This questionnaire has been designed to be completed by police contact officers only and aims to obtain some basic information about the CCC. Shortly, a more detailed questionnaire will be distributed to you and to a civilian member of the CCC. As the nominated contact officer of a CCC, it would be greatly appreciated if you would complete this questionnaire by return E-mail by 28 February 1997.

Please complete the questionnaire by ticking the appropriate boxes and providing answers in the space provided.

Should you have any questions about the content of this questionnaire, please direct your queries to Anne Edwards (Research Officer, Criminal Justice Commission) on telephone 07 3360 6215, or Sgt Cameron Hall (Project Development Officer, Crime Prevention) on telephone 07 3364 4583.

Please state your name: _____

Please state your contact telephone number: _____

Please state your present Rank and designation: _____

Please state your current police District and Division: _____

Please state the name of the CCC: _____

1. When was the CCC established?

_____

2. Is the CCC currently in operation? (i.e is it meeting regularly?)

     1   Yes   ☐   ➡ **Go to Question 3**

     2   No   ☐   ➡ **Go to Question 5**

3. If the answer to question 2 is yes, when does the CCC meet?

    Once a month   ☐ 1

    Every two months   ☐ 2

    Every three months   ☐ 3

    Every six months   ☐ 4

    Other (please specify):   ☐

_____

4. How many times in the last six months did the CCC meet?

_____

Please go to question 6

5. If the answer to question 2 is no, when did the CCC cease to be active?

_____

6. Is/was there a written constitution or terms of reference for the CCC?

     1   Yes   ☐   ➡ **Go to Question 7**

     2   No   ☐   ➡ **Go to Question 8**

7. If the answer to question 6 was yes, was the constitution/terms of reference:

    Specifically developed by the CCC   ☐ 1

    Pre-existing and simply adopted by the CCC   ☐ 2

    Don't know   ☐ 3

8. Please state the names of the members of the CCC (please provide this information for Committees no longer operating if available):

Please insert names	Please insert names
Chairperson:	
Secretary:	

9. Briefly describe any initiatives arising as a result of the CCC, when they were developed, and if they are ongoing or completed.

Name/description of initiative	When was the initiative established? (Approx. date)	Has the initiative been completed? (Yes/No)	Is the initiative ongoing? (Yes/no)

10. How long have you been/were you involved with the CCC?

_____

_____

11. How often do you/did you personally attend meetings?

Every meeting	1
Most meetings	2
About half of the meetings	3
Occasional attendance	4

12. Are there any other police officers who are/were *regularly* involved with the CCC?

1	Yes		→ Go to Question 14
2	No		→ Go to Question 15

13. Please state the name, rank and telephone contact of any other currently serving police officer who has had a *regular* involvement with the CCC.

Name	Rank	Telephone number

14. Do you have any further comments?

_____

_____

_____

_____

_____

_____

THANK YOU FOR YOUR TIME IN COMPLETING THIS SURVEY

APPENDIX D
COMMUNITY CONSULTATIVE COMMITTEE
EVALUATION STAGE THREE
TELEPHONE QUESTIONNAIRE

Division: _____

Name of CCC: _____

Name of civilian member: _____

Telephone number: _____

My name is _____ and I'm calling from the ___. At the moment, the CJC and the QPS are conducting an evaluation of Community Consultative Committees. I believe you are a member of the local CCC. I'm calling to ask if you would participate in a survey which will help us to assess the effectiveness of CCCs in your area. The survey is a series of questions about the CCC which can be answered over the telephone and should take about 15 minutes. I'm wondering if you have time to answer the questions now?

If now is inconvenient, can I arrange another time?

Call-back time:

1. Why is the CCC no longer active? [ASK INACTIVE COMMITTEES]

The original problem(s) was/were solved	
There was a lack of support from within police	
There was conflict on the CCC	
There was lack of interest amongst the community	
Other (please specify):	

_____

_____

2.Why was the CCC established?

_____

_____

_____

_____

_____

_____

3. What do you understand to be the aims of the CCC?

_____

_____

_____

_____

_____

_____

4. Do you think the CCC is/was successful?

Go to Question 6 ←	Yes	1
Go to Question 4 ←	No	2

5. Why not?

_____

_____

_____

_____

_____

Go to Question 7

6. What do you think are/were the indicators of its success?

_____

_____

_____

_____

7. How was the chairperson selected?

The Chairperson was elected and voted in by the Committee itself	1
The Chairperson volunteered to take the position	2
The Chairperson was appointed by police	3
Other (Please specify):	

_____

_____

8. Where does/did the CCC meet *most often*?

At the police station	1
At the local council chambers	2
At a school	3
At a public library	4
At a church	5
At a private home	6
Other (Please specify):	

_____

_____

9. Are/Were the meetings open to the public?

Yes	1
No	2
Other (please specify):	

_____

_____

10. How are/were meetings publicised?

Local newspaper	
Local radio station	
Word of mouth	
Posters displayed in public places	
Other (Please specify):	

_____

_____

11. On average, how many people attend/ed the meetings?

12. Are/Were the meetings formally minuted?

Go to Question 13 ← Yes   1

Go to Question 15 ← No   2

13. Who takes/took the minutes?

_____

_____

14. To whom are/were the minutes distributed?

_____

_____

_____

_____

_____

15. Do you think the membership of the CCC is/was representative of the community it serves?

Go to Question 17 ← Yes   1

Go to Question 16 ← No   2

16. If not, why not?

_____

_____

_____

_____

_____

_____

17. Please indicate how often each of the following matters are/were discussed in the meetings:

	Never 4	Infrequently 3	Sometimes 2	Often 1
Crime prevention issues				
Public education regarding policing				
Improving police-community relations				
Conflict between police and specific groups in the community				
Complaints against police misbehaviour				
Joint planning of policing priorities				
Local traffic problems				
Local crime problems				
Quality of service issues (response times, number of police, etc.)				
Other (please specify):				

18. Is it your perception that party political issues are/were sometimes discussed in CCC meetings?

Yes ☐ 1

Go to Question 20 ← No ☐ 2

19. Could you think of an example?

_____

_____

_____

_____

20. Is there a mechanism within the QPS for dealing with issues raised in meetings?
[ASK POLICE MEMBERS ONLY]

Yes	☐	1
Go to Question 22 ← No	☐	2

21. If so, could you describe this process?

_____

_____

_____

_____

22. Have you received any specific training in relation to your involvement with the CCC?

Go to Question 23 ← Yes	☐	1
Go to Question 25 ← No	☐	2

23. Please tick the boxes according to the training you received:

Meeting protocols	☐
Problem-solving skills	☐
Group dynamics	☐
Facilitation skills	☐
Minute-taking	☐
Other (Please specify):	☐

_____

_____

24. Was this training useful to you in your role with the CCC?

_____

_____

_____

_____

Go to Question 26

25. What training, if any, do you think would be useful to you in your involvement with the CCC?

_____

_____

_____

_____

_____

26. Do you have any further comments?

_____

_____

_____

_____

_____

THANK YOU FOR YOUR TIME IN COMPLETING THIS SURVEY

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