

Crime Prevention Partnerships in Queensland

An evaluation of a pilot program

**Research & Prevention Division
Criminal Justice Commission**

April 1999



*To promote integrity in the
Queensland Public Sector and an
effective, fair and accessible
criminal justice system.*



COMMUNITY
POLICING
PARTNERSHIP

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Abbreviations

ACRO	Australian Community Safety and Research Organisation
CCC	Community Consultative Committee
CEO	Chief Executive Officer
CJC	Criminal Justice Commission
CPP	Crime Prevention Partnership
CPTED	Crime Prevention Through Environmental Design
LGA	Local Government Authority
NCAVAC	National Campaign Against Violence and Crime
NUDIST	Non-numerical Unstructured Data Indexing Searching and Theorizing
QLA	Queensland Legislative Assembly
QPS	Queensland Police Service
YACCA	Youth and Community Combined Action
YETI	Youth Employment and Training Initiative

Executive summary

This report presents findings of an evaluation by the Criminal Justice Commission (CJC) of the State Government pilot program, Crime Prevention Partnerships (CPPs). The focus of our report is on the achievements of the CPP pilot, the operational problems encountered by individual partnerships, and various matters related to the establishment and structure of the program.

Overall, the CJC research team found the partnership model an appropriate and potentially beneficial one for Queensland. We believe there are strong grounds for continuing to pursue this approach, given better planning and adequate support.

What are Crime Prevention Partnerships?

CPPs are committees consisting of members of a community and chaired by the mayor of the local government authority. They comprise representatives from police, local government, youth, ethnic/Aboriginal and Torres Strait Islander groups, local business and the media. Their aim is to bring together the various elements of a community in a concerted bid to prevent or reduce crime in a specific local area.

The stated objectives of a CPP are to:

- address public safety issues raised by the community
- develop strategies to address identified issues
- create consultative processes to ensure community ownership of crime prevention responses.

Background to the CPP initiative

The CPP initiative began in late 1997 when the former Queensland Coalition Government launched a 12-month pilot program based on a model developed by the Australian Community Safety and Research Organisation (ACRO). The Government contracted ACRO to establish CPPs in selected local government authorities — namely at Mackay, Thuringowa, Sunshine Coast, Gold Coast, Logan, Maryborough–Hervey Bay and Toowoomba.

The LGAs were given a State Government grant of \$50,000 each to defray the administrative costs of the program and to fund a coordinator. Each LGA was also to fund a survey (conducted by ACRO) of the general community and young people. The survey was designed to reveal community views on crime-related issues. It was intended that the CPPs would use the results of this survey to identify key issues and concerns in the local community and to formulate effective responses. Although two of the pilot partnerships (at Toowoomba and Maryborough–Hervey Bay) declined to participate in the ACRO survey, all seven partnerships accepted the general principles and philosophy of the ACRO model.

How CPPs operated

Each partnership was provided with the services of a full-time coordinator to guide and support the work of the partnership. In addition, a CPP Central Board was established to act as an intermediary between local CPPs and government agencies to deal with matters that could not be resolved locally. Membership of the Board roughly mirrored the local CPPs with representation from police, media, local government and the academic community. The Board met monthly and was chaired by the Police Minister.

After the pilot had begun, the Minister appointed a Social Development Coordinator, who sat as a non-voting member on the Central Board and attended meetings of all partnerships.

Evaluation of the pilot program

Towards the end of the pilot period, the Minister for Police in the new State Labor Government asked the CJC to conduct an evaluation of the program.

The research team based its evaluation on information received through:

- interviews with CPP members, Central Board members and key personnel associated with the program design and management
- records collected by ACRO and the Social Development Coordinator
- minutes of the Central Board and of each CPP
- attendance at several meetings of CPPs.

The team had full access to records kept by ACRO and the Queensland Police Service. In addition, ACRO made available a confidential draft of its evaluation of the pilot program.

Achievements

The evaluation found that most of those involved in the CPP initiative endorsed the principles embodied in the partnership approach, even if they were critical of how the approach had been applied in their particular case. There was enthusiasm for community and local government involvement in crime and crime prevention issues, and a desire to pursue this approach in the future. Many interviewees felt that the partnership provided an important focus for crime prevention in the local community and most partnership members agreed that the initiative had contributed to better working relations among the agencies and groups represented on the partnership. Some partnerships developed innovative prevention strategies, illustrating the potential for partnerships to devise successful and effective initiatives.

Of the seven pilot CPPs, only two — at Gold Coast and Logan — can be considered to have failed in that they were discontinued prior to the completion of the pilot. Even in these locations, however, the need for involving the council and local community in crime prevention was recognised, and other strategies have been developed to facilitate this. The remaining five partnerships were keen to continue, subject to some modifications and the securing of ongoing funding for the coordinator's position.

Problems encountered

Although the general concept behind CPPs had considerable support from interviewees at all levels of the program, the research team uncovered a number of operational problems. These related to:

- site selection
- finding the right people to participate
- inadequate training for participants
- unrealistic funding targets
- inadequate funds for initiatives
- a reliance on only a few information sources to identify crime and disorder problems
- a tendency to operate reactively, addressing issues 'as they arose' rather than developing prioritised strategies to guide the work of the partnership
- a failure to develop a range of strategies in response to crime problems
- problems with consistency of attendance and stability of membership in some partnerships, particularly with the media, ethnic/Aboriginal and Torres Strait Islander, and youth representatives
- onerous reporting and record-keeping requirements
- frustration about the failure of CPPs to achieve results quickly, leading to a feeling that momentum and community confidence in the partnerships were lost
- little knowledge of the aims of the program among partnership participants
- conflict both locally and at the State level of the program.

As well, the CPP program encountered several structural problems:

- prescribed membership was overly restrictive (a number of interviewees commented that the requirements did not suit their community)
- subcommittees established by each partnership were generally ineffective in providing the envisaged 'conduit' between the CPP and the local community, resulting in fragmentation
- coordinators were often overwhelmed by the range of tasks required of them
- the Central Board did not function as intended, and there was little evidence that the Board ever acted on issues raised by CPPs
- the role of the Social Development Coordinator was unclear, and the position was overburdened with responsibilities
- there was a perception that the program overlapped with other local initiatives, or did not properly consult with them.

Areas for improvement

The research team found strong grounds for continuing to pursue the partnership approach, given some changes to the existing structure and operation of the program, and more rigorous guidelines for establishment of new partnerships. Our suggestions for the future direction of the partnership initiative are as follows:

<i>Site selection</i>	A clear set of criteria should be developed to guide the selection of sites for partnerships. Existing community structures that may already serve the purpose (or be willing to adapt) should be taken into account.
<i>Training for participants</i>	Coordinators and members need to be well trained in skills such as community consultation, strategic planning, and the monitoring and evaluation of initiatives.
<i>Funding</i>	Partnerships need to feel confident that core funding will continue, subject to their satisfactory performance. Additional funding could be provided, perhaps on a matching funds basis, to resource specific crime prevention proposals. The legal capacity of partnerships to raise funds should also be clarified.
<i>The partnership structure</i>	Partnerships need to be able to vary their structure and membership according to local circumstances (as with similar initiatives in other jurisdictions). The use of mandatory subcommittees under each representative should be abandoned in favour of an issue-based approach to convening working parties.
<i>The use of information</i>	Partnerships should be encouraged to consult a broad range of information sources to identify and respond to issues. It should not be obligatory for partnerships to conduct community surveys along the lines developed by ACRO, but they may wish to conduct smaller, more targeted surveys to gather specific information.
<i>Strategy development</i>	When developing strategies, partnership members need access to information about the range of effective crime prevention strategies available to them. This could come from a central database of crime prevention initiatives. In addition, all partnerships should have access to the Internet, and to material produced by organisations such as National Crime Prevention (formerly NCAVAC) and the Australian Institute of Criminology.

Reporting requirements Now that the pilot is over, quarterly rather than monthly reports may be more appropriate. Monthly reports could be supplemented by periodic audits by the proposed Central Support Unit (see below) to ensure that partnerships are on track to achieve both local and statewide objectives.

Management Management and support for the initiative should be the responsibility of a central department, such as Premier and Cabinet, rather than the Police Minister's office, because of the cross-agency nature of the issues involved.

The role of overseeing and dealing with issues identified by the partnerships should be undertaken by the Crime Prevention Taskforce, rather than a stand-alone Central Board.

A properly resourced Central Support Unit should be established to support, guide and inform individual partnerships, train coordinators and other key personnel, and regularly monitor and report on the activities of partnerships. The unit's role could include:

- providing a rigorous process for selecting new sites for partnerships
- helping partnerships conduct a crime and disorder audit of their local community
- providing training and advice in the interpretation of data and the use of consultative mechanisms
- compiling a database of crime prevention activities for partnerships to access, and keeping partnerships informed about new initiatives and programs
- facilitating communication between coordinators through meetings, newsletters etc.
- administering any separate funding for individual initiatives
- assisting partnerships with strategic planning and annual report writing
- managing the monitoring and evaluation process
- advising the central department and the Crime Prevention Taskforce about the partnership program, and indicating any action required.

Conclusion

The work of the CJC's research team is now at an end with the publication of this report. As our evaluation found, the community partnership concept was enthusiastically embraced by all participants, who continued to see it as a worthwhile endeavour even in the face of some serious setbacks and difficulties. We hope that this report and the suggestions for improvement to the program that we have made will help ensure that community partnerships become a useful component of the statewide approach to crime prevention.

Chapter 1: Introduction

This report presents the results of an evaluation of the pilot Crime Prevention Partnership (CPP) initiative. The evaluation was conducted by the Research and Prevention Division of the Criminal Justice Commission (CJC) in October 1998.

The CPP pilot program was a community-based crime prevention initiative established by the Coalition Government in Queensland in late 1997 for a 12-month period. The evaluation of the initiative began at the end of the pilot at the request of the incoming Minister for Police. The research was undertaken in accordance with the CJC's statutory responsibilities under section 23 of the *Criminal Justice Act 1989* (Qld).

Development of the CPP initiative

In a ministerial statement to Parliament on 27 May 1997, then Minister for Police Russell Cooper announced, as an 'Australian first', the intended pilot of 'community policing partnerships' in Queensland. (The name of the program was later changed to 'crime prevention partnerships'.) Describing the program as 'the cornerstone of coalition policy on crime prevention and victim support', the Minister said:

... it is only through real and meaningful engagement of people at the local level that these issues [crime and fear of crime] can be successfully dealt with, with the ultimate goal of significantly improving the quality of life for Queensland citizens. CPPs are not a panacea and they are not a quick fix, they will provide a radical change in our approach and commitment to community policing. (QLA Hansard, No. 6, p. 1,859)

As outlined by the Minister in this first public unveiling of the initiative, there were several key elements of the proposed program that were seen as unique. These were:

- the establishment of locally convened community partnerships comprising 'proven community performers' who would represent the demographic characteristics of local populations, and therefore reflect the views and priorities of the community
- an action-focused, cross-government and cross-department approach to addressing the 'most deep-seated problems in our communities'
- a central board chaired by the Minister, which would implement local solutions to crime problems and act as a conduit between police, the 'grassroots local community' and government
- provision of a mechanism to 'help ensure police resources are used in the most effective way' to 'assist government in designing policies that provide a foundation for attacking the underlying causes of crime'.

The initiative was described as a means of giving local communities direct input into crime prevention policy making, the Police Minister later stating that 'it is local communities, not the George Street bureaucrats or centralised government quangos, who know better than anyone what their problems are and what solutions would work for them' (QLA Hansard, No. 13, p. 4,897). The pilot initiative was intended to provide the basis for a much broader statewide program in which partnerships would be made legislatively accountable to government:

Ultimately, our intention will be to formalise community policing partnerships through a legislative base which will provide strict controls on expected outcomes, and ensure that the partnerships are recognised across government as significant players in determining resource allocations and policy direction. (QLA Hansard, No. 6, p. 1,860)

In preparation for the expansion of the CPP program, the Coalition Government established the Crime Prevention Office in May 1998, and provided additional funding to the program in its 1997–98 State Budget.

The broader context

The philosophy underpinning the establishment of the CPP initiative was broadly in line with recent developments in crime prevention elsewhere in Australia and overseas. There is a growing consensus among crime prevention practitioners and researchers that:

- there needs to be a strong local focus to crime prevention initiatives
- many problems of crime and disorder can only be tackled effectively by involving multiple agencies — police acting alone cannot be expected to solve these problems
- local government in particular must take a more active role in crime prevention.

The European Forum for Urban Security, which was established in 1987 to provide a Europe-wide crime prevention body, has articulated three principles for optimal crime prevention policy and practice:

- the use of a central coalition to define problems and provide necessary resources to address them, prepare action programs and any required staffing needs, and tailor local policy to changing conditions
- the need for a technical coordinator to oversee and maintain the coalition's problem-solving partnership approach
- ongoing surveys of victimisation, citizens' views of crime problems, and actions taken to keep the preventive practices up-to-date and targeted at local priorities and needs.

This new approach to crime prevention has resulted in a profusion of initiatives, both nationally and internationally, to give effect to these aims. Appendix A outlines examples of partnerships that have been established in the United Kingdom, Canada and other Australian jurisdictions.

Implementation of the CPP initiative

The CPP program was principally designed by the Australian Community Safety and Research Organisation (ACRO),¹ which had been engaged by the Minister for Police as a consultant for the purpose of developing the partnership concept. Under the agreement between the Minister for Police and ACRO, consultancy services were to comprise:

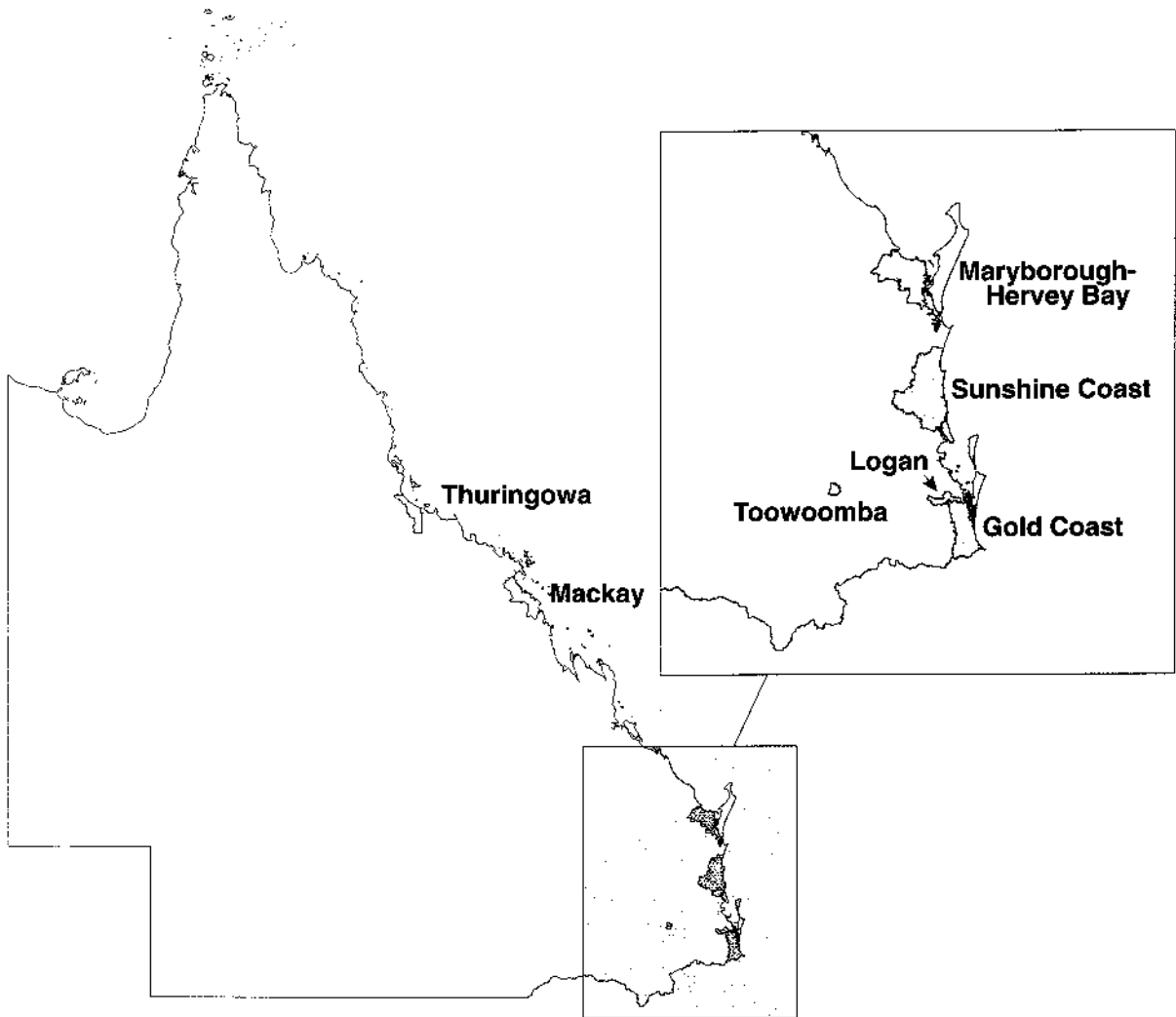
- design of the CPP program
- provision of written documentation for the program (a charter, a strategic plan, and a policy and procedures manual)
- assistance in the selection of local partnership members
- provision of induction and training
- ongoing support and monitoring of local partnerships during the course of the pilot
- provision of an evaluation report at the conclusion of the pilot.

Management of the program was the responsibility of the newly created position of Social Development Coordinator, which was filled in October 1997 and located within the Queensland Police Service (QPS).² The initiative was administered through the Office of the Minister for Police.

¹ ACRO is a non-government organisation that aims to work towards crime reduction and the creation of a safer community.

² The role of Social Development Coordinator was not part of the original model outlined by ACRO.

Under the ACRO model, CPPs were to be based primarily on Local Government Authority (LGA) boundaries. Over the establishment phase of the initiative, seven communities were selected from those that nominated for involvement in the pilot. These were: Mackay, Thuringowa, Sunshine Coast,³ Gold Coast, Logan, Maryborough–Hervey Bay,⁴ and Toowoomba (see map below).



3 The Sunshine Coast Partnership comprised three LGAs: Caloundra, Maroochy and Noosa.

4 The Maryborough–Hervey Bay Partnership comprised two LGAs: Maryborough and Hervey Bay.

As shown in table 1, of the seven partnerships that were established, two (Gold Coast and Logan) were discontinued before the end of the pilot, and the remaining five have remained active.

A precondition for selection into the ACRO-based program was for the council to fund ACRO to conduct an ‘attitudes and perceptions’ survey of two groups of residents: adults and secondary school students. These surveys were distributed to local residents by the council, and the subsequent reports were intended to form the basis of the work of the partnership.

As a result of confusion over the funding arrangements for the ACRO survey, Maryborough–Hervey Bay and Toowoomba withdrew from the survey initiative. To maintain their participation in the program, they were invited by the Minister to proceed with the pilot anyway, and were established without a survey being conducted. These two partnerships had several aspects in common with the ACRO partnerships — for example, they met monthly, employed a full-time coordinator, and reported to the Central Board. However, they did not involve ACRO and appeared to operate without reference to the ACRO documentation (see chapter 2 for more detail about the structure of the initiative).

An eighth site, Woorabinda Aboriginal community, was added to the pilot in May 1998. Owing to its very different nature, the Woorabinda CPP has been evaluated separately and will not be dealt with in this document.

Table 1: Sites for CPPs

Partnership	Model type	LGAs involved	First meeting	Coordinator commenced	Status as of March 1999
Mackay	ACRO	Mackay City Council	16.12.97	8.12.97	Active
Thuringowa	ACRO	Thuringowa City Council	3.11.97	1.12.97	Active
Sunshine Coast	ACRO	Noosa, Maroochy & Caloundra Shire Councils	17.12.97	1.12.97	Active
Gold Coast	ACRO	Gold Coast City Council	23.10.97	12.1.98	Discontinued (August 1998)
Logan	ACRO	Logan City Council	17.12.97	12.1.98	Discontinued (July 1998)
Maryborough–Hervey Bay	Non-ACRO	Maryborough and Hervey Bay Shire Councils	10.11.97	27.1.98	Active
Toowoomba	Non-ACRO	Toowoomba City Council	15.5.98	21.4.98	Active

Background to the CJC’s involvement

Before the June 1998 State election, the Coalition Government released its Law and Order Policy, which committed the Government to expand substantially the CPP initiative if re-elected. However, the election of the Beattie Labor Government substantially changed the environment within which the CPPs were operating.

Soon after taking office, the new Government established a high-level Crime Prevention Taskforce and moved primary responsibility for crime prevention policy from the Police Minister’s portfolio to the Department of Premier and Cabinet. In relation to CPPs, the incoming Police Minister:

- disbanded the Central Board
- moved the administration of the program from the Office of the Police Minister to the QPS
- decided that the employment contract for the Social Development Coordinator would not be extended beyond September 1998 (the end of the pilot period)
- requested the CJC to evaluate the initiative to help determine whether: (a) funding for the existing CPPs should be extended beyond the pilot period; and (b) the initiative should be maintained and extended over the longer term.

Information for the evaluation was collected by the CJC during September and October 1998, and a preliminary report was provided to the Crime Prevention Taskforce in November 1998. To afford the Taskforce enough time to consider the CPP evaluation, and address issues relating to the structure and management of the initiative over the longer term, the QPS, with the support of the Police Minister, decided to continue funding the CPP program for an interim six months.

In accordance with the terms of the contract with the State Government, ACRO's involvement with the CPPs ceased when the pilot ceased in September 1998. As part of the agreement between ACRO and the State Government, ACRO was to manage the final evaluation of the CPP program, in conjunction with a university. The evaluation was duly conducted by ACRO, but without university involvement, and a confidential report provided to the Minister for Police in October 1998 (at time of publication, this report has not been made public).

Focus of the evaluation

The CJC research team interviewed 67 people who were involved in the pilot. In addition, most of the documentation relating to the program was reviewed, and we visited several of the partnerships to attend their meetings.

We considered it important to take account of the various constraints under which the program had been established and operated (these are detailed in chapter 3). Participants in the program required a number of months to get to know the other people in the partnership, network and encourage others to become involved, identify key stakeholders, establish relationships with key agencies, and agree on issues of importance to the local area. Furthermore, any specific crime prevention initiatives identified by partnerships took time to implement and take effect. Given these constraints, we considered it important to be realistic about what the partnerships could be expected to achieve in the 12 months or less for which the pilot ran. Owing to the short time frames, we did not assess partnerships in terms of their impact on levels of crime and disorder in the local community; rather, our approach was to focus primarily on process measures as a means of evaluating success.

It was agreed early in the planning of the project that the CJC's primary aim in conducting the evaluation would be to assess the effectiveness of the program overall, rather than to make recommendations about the future of individual partnerships. The focus of this final report is on the achievements of the partnership initiative, the operational problems encountered by local partnerships, and issues relating to the establishment and structure of the CPP program.

All of the key participants in the CPP program were invited to comment on either the preliminary report or the draft final report, or both. We have endeavoured to incorporate all reasonable comments into the final report.

Time frame for the evaluation

It is important to emphasise that this report documents the state of the CPP program at the time of the evaluation in September and October 1998. As detailed in table 1, five of the seven partnerships have continued to operate, albeit without the Central Board, which was disbanded in mid-1998, and without the involvement of ACRO, whose contract expired in September 1998. According to these five partnerships, since the evaluation they have:

- continued their activities and planned some new initiatives
- conducted some form of strategic planning for the year ahead
- addressed many of the issues discussed in this report.

The CJC has not been in a position to follow-up on these matters but, clearly, the activities of CPPs since the evaluation was conducted should be taken into account in any decision regarding the future of the CPP program.

Structure of the report

Chapter 2 provides a more detailed overview of the CPP initiative. The methodology employed to conduct the evaluation is described in chapter 3. The results of the evaluation are presented in three parts within chapter 4: Part A discusses the achievements of the program, Part B the operational problems encountered, and Part C the establishment and structural problems encountered. Chapter 5 summarises the key findings of the evaluation and presents suggestions for the future of the initiative.

Chapter 2: Overview of the CPPs

This chapter describes the CPP model, beginning with an outline of the written documentation provided for the program. The chapter also presents information about:

- the aims and objectives of the program
- the structure of the program
- the reporting requirements
- the funding arrangements.

Documentation for the CPP model

According to the ACRO Chief Executive Officer, the CPP model was based largely on other partnership models in operation overseas (see appendix A for a description of initiatives in other jurisdictions in Australia and overseas).

In accordance with the agreement between the Minister for Police and ACRO, the Charter, Strategic Plan, and Policy and Procedures Manual were prepared by ACRO. These documents were detailed and specific, collectively establishing:

- the roles of the Central Board, individual partnerships, and individual CPP members
- a set of objectives for the Central Board and for individual partnerships
- the powers and responsibilities of CPPs
- the goals and strategies for the Central Board and for local CPPs
- instructions for the operation of CPP meetings
- procedures for selection of CPP members, and for the expulsion of partnerships and individual CPP members
- the voting rights of members
- a variety of other administrative aspects, including reporting requirements and the evaluation of the initiative.

Aims and objectives of the program

The CPP Charter (section 1) established two main aims of the CPP program:

to facilitate a working relationship between all levels of government and local citizenry in the resolution of locally identified criminal justice and social justice problems and to assist government in the design of policy whose effect will be to reduce crime and the fear of crime thereby improving the quality of life for Queensland citizens

to give effect to State and National policies in relation to a strategic and holistic approach to crime prevention requiring cross-government and cross-departmental responses to social problems that may cause criminal behaviour.

CPPs were to achieve these aims by addressing public safety issues raised by the community, developing strategies to address identified issues, and creating consultative processes to ensure community ownership of crime prevention responses.

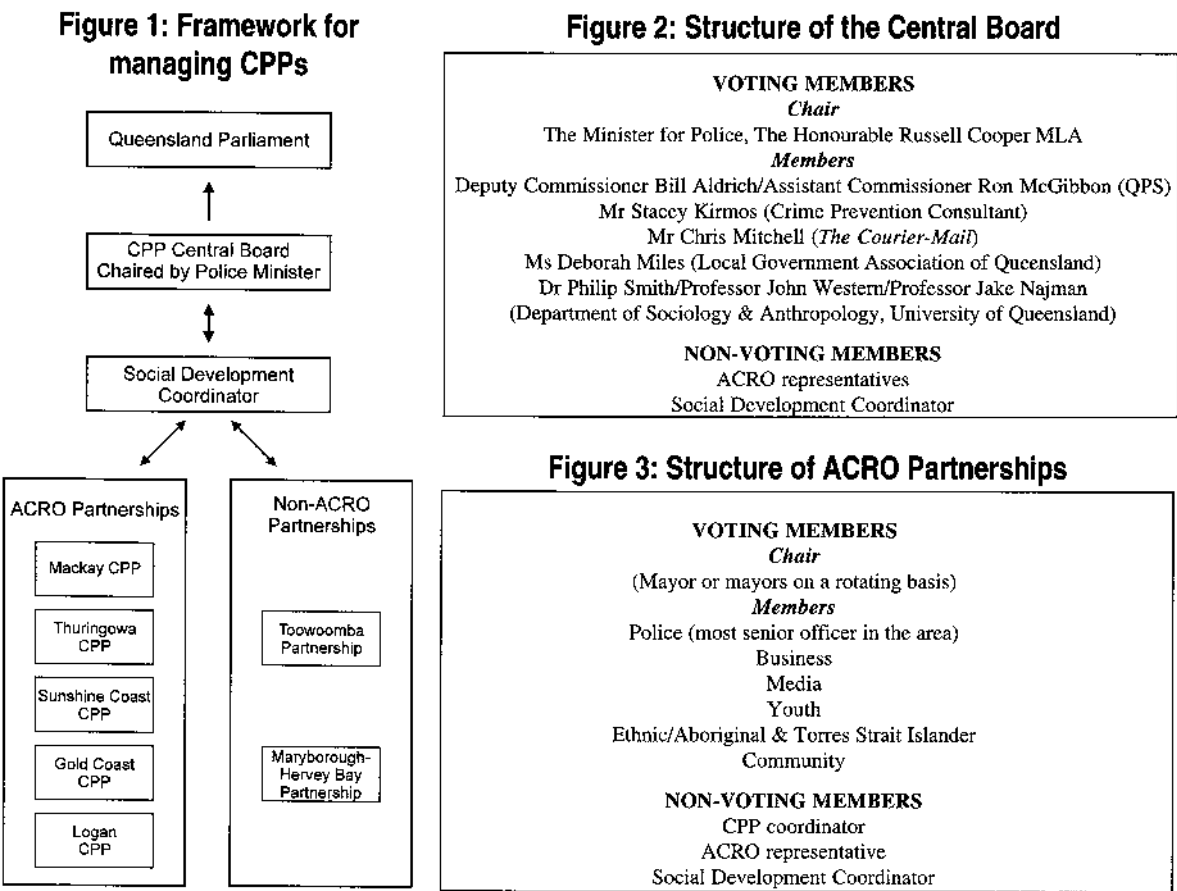
Structure of the program

The seven pilot CPPs reported, via the Social Development Coordinator, to the CPP Central Board (see figure 1). The primary role of the Central Board was to respond to issues raised by local partnerships by adopting a ‘whole-of-government’ and ‘whole-of-community’ approach (CPP Charter, section 3). The membership of the Central Board roughly mirrored the representation of local CPPs and was chaired by the Police Minister (see figure 2). Members of the Board were selected by the Minister.

The Social Development Coordinator, a position created by the office of the Police Minister to manage the program (see the role description of the Social Development Coordinator in appendix B), was not part of the model as outlined by ACRO. The Social Development Coordinator and ACRO representatives sat as non-voting members on the Central Board and attended meetings of all local partnerships.

As articulated in the CPP Policy and Procedures Manual, individual partnerships were to comprise seven members representing local government, police, youth, the business community, ethnic/Aboriginal and Torres Strait Islander communities, the media, and the general community (see figure 3). The local government representative was to be the mayor, who also chaired the local partnership. The police representative was to be the most senior police officer in the area, with the regional Assistant Commissioner tasked to attend a minimum of two meetings annually. Each of the partnership members was to convene and chair a subcommittee comprising further representatives of its designated group, and these groups were to devise proposals for strategies to be considered by the CPP.

Each CPP was funded by the State Government to employ a full-time coordinator, who was a non-voting member of the partnership. The coordinator was to guide, support and assist the partnerships and each of their subcommittees in their work.



Reporting requirements

CPP coordinators were required to make monthly reports on behalf of their partnerships. The Policy and Procedures Manual outlines the requirements for monthly reports, which were to include:

- an executive summary
- a record of meetings attended for the month
- a record of all incoming and outgoing telephone calls for the month
- a summary of the activities and achievements of each subcommittee for the month
- a description of the expected direction for the coming month
- a monthly action plan
- any completed request forms for the action of the Central Board.

In addition, and according to standard meeting protocol, all meetings of the partnership, and those of each subcommittee, were to be minuted. CPPs were to hold an annual general meeting at which an annual report was to be tabled.

Funding arrangements

Each participating LGA was provided with a grant of \$50,000 by the State Government to fund a full-time coordinator and to defray administrative costs of the program. The local council was to provide accommodation for the coordinator, any additional administrative costs incurred by the CPP and its operation, and funding for the ACRO survey (costing \$23,000).

The ACRO model specified that each CPP should endeavour to raise a further \$100,000 in the first year of its operation, to fund specific prevention initiatives. This was to be the responsibility of the business representative on the partnership.

This chapter outlines the research methodology employed for the evaluation. The first section describes several key constraints on the partnership program that must be considered when evaluating the effectiveness of the initiative. The remaining sections deal with:

- the key research questions
- the information sources used
- the interview schedules and analysis
- limitations of the evaluation.

Key constraints

Before describing the methodology and results of the evaluation, it must be noted that there were several major constraints on the program that directly affected its potential for success, such as:

- the haste with which the program was implemented
- the pressure placed on the program by the 12-month pilot period; in fact, as partnerships were established over a period of months, some partnerships had not been fully operational for much longer than six months when the evaluation commenced (refer to table 1, p. 4, for further information)
- the lack of funding for initiatives organised by partnerships
- the new and experimental nature of the program, which meant that there were few local precedents for partnerships to look to
- only one member of the partnership worked full-time on partnership matters, with the balance of the committee comprising volunteers who were otherwise busy with paid employment and other commitments.

Key research questions

With these constraints in mind, we considered it important to be realistic about what the partnerships could be expected to achieve in the 12 months or less for which the pilot ran. Given the tasks involved in establishing the initiative, some months were needed for settling-in. Establishment activities included getting to know other people in the partnership, networking and encouraging others to become involved, identifying those people and/or organisations who were key stakeholders, establishing relationships with key agencies, and agreeing on issues of importance to the local area. Furthermore, any specific crime prevention initiatives identified by partnerships took time to implement and take effect.

Allowing for these factors, we considered that it would be unrealistic to assess individual partnerships in terms of their impact on levels of crime and disorder in the local community. Rather, our approach was to focus primarily on process measures as a means of evaluating success. Specifically, we looked for evidence that:

- key partnership members, such as local government and the police, supported the initiative, as shown by regular attendance at meetings, a commitment to exploring ways of keeping the initiative going, and provision of concrete support to the work of the partnership (resources, time, advocacy, information etc.)
- the partnership had made some progress in identifying local crime and disorder problems and had set some concrete initiatives in train, or at least had taken preliminary steps in this regard

- partnership members could show ways in which working relations between the various agencies and groups represented on the partnership had been improved.

In terms of evaluating the overall management and implementation of the initiative, we focused on the following aspects:

- What degree of support was there for the partnership approach?
- Was the structure of the partnerships appropriate; that is, were the right groups/agencies represented? What was the level of knowledge and understanding of the role and function of the CPPs? What was the role of the coordinators? How successful was the subcommittee structure?
- How did the day-to-day management of the initiative proceed? How much planning went into initial site selection? How appropriate were the record-keeping requirements and funding arrangements?
- What was the role of the Central Board? Did it operate as intended?
- What was the relationship between CPPs and other consultative groups in the community?

Information sources used

Data sources used in the preparation of this report included:

- 57 interviews conducted in September and October 1998 with key personnel from individual partnerships: coordinators, local government representatives, QPS personnel and partnership members
- five interviews conducted with key personnel associated with project design and management — ACRO, the Social Development Coordinator, the former Police Minister and relevant ministerial staff, and Culture Shift (a New South Wales-based consultant employed to provide in-service training to CPP coordinators)
- interviews conducted with five Central Board members
- records collected by ACRO and the Social Development Coordinator
- meeting minutes of the Central Board and each partnership
- attendance at several meetings of individual CPPs.

In particular, we had full access to ACRO and QPS records. ACRO also made available a confidential draft of its evaluation of the pilot program.

Interview schedules and analysis

Separate questionnaires (see appendix C) were developed for interviews with each of three distinct groups: CPP members, Central Board members, and other key personnel. The questionnaires were compiled and interviews conducted by three members of the CJC research team.

Interviews with CPP members concentrated on their experiences within their local partnership, and also included a series of questions about aspects of the CPP model itself. Central Board members were asked primarily about the operation of the Central Board, but were also asked about the operation of local partnerships. Other key personnel were asked about the operation of both local partnerships and the Central Board, and about the roles of the Social Development Coordinator and the consultant.

Interviews were transcribed and coded according to a comprehensive coding schedule. Based on this schedule, the information was analysed using the qualitative data analysis software NUDIST.

Limitations of the evaluation

The following limitations to the research need to be acknowledged:

- The partnerships had been in place for different periods (some for only four months, others for nearly a year) making comparisons between them difficult on some levels.
- The primary sources of information for the evaluation were interviews with individuals involved in the partnerships. No attempt was made to measure support for CPPs among the wider community because of the cost and time involved in researching this aspect and because we considered it unlikely that there would be a substantial impact on public perceptions in the course of a one-year pilot program.
- The evaluation did not measure the impact of the CPP program on local crime rates because, again, it was not to be expected that measurable effects could be achieved in less than a year.
- There were many conflicting views about the operation of partnerships, and it was often difficult to distinguish opinion from fact.
- Many interviewees perceived that the initiative was under threat of closure, and their interviews often reflected this concern. Many members of local partnerships, anxious to ensure the continued employment of their coordinator, may not have been willing to provide frank assessments of the operation of the initiative. Several of the meetings that were observed seem to have been affected by the presence of the evaluation team and the threat of closure.
- The short time that we had to collect the data and prepare the initial report limited the number of interviews we could conduct.

Summary

The key research questions of the evaluation concentrated on process measures of effectiveness, such as the level of commitment to the initiative expressed by the partnership, the effect of the program on local working relations, and attendance at meetings. The research has also sought to evaluate the management and implementation of the program by assessing the establishment, structure and operation of the program.

The research methodology principally involved conducting interviews, but document analysis and attendance at several partnership meetings were also used to supplement interview data. The methodology used for the evaluation did not attempt to measure support for the CPP program among the wider community, nor did it measure the impact of the CPP program on local crime rates.

Chapter 4: Results

This chapter gives the results of the evaluation, presented in three parts: achievements, operational problems, and establishment and structural problems.

PART A: ACHIEVEMENTS OF THE PARTNERSHIP PROGRAM

The partnership approach to community crime prevention was very popular. Not only did almost all of the interviewees enthusiastically endorse the concept, but the program led to some innovative strategies to address crime problems in local communities.

This section presents comments from interviewees that show their support for the partnership concept, the broad commitment to continuation of the program, and the belief that the program is important for the coordination of local crime prevention efforts. The section also documents several innovative strategies implemented by partnerships.

Support for the partnership approach

Most interviewees expressed overwhelming support for the program. Even participants who were sceptical of the program initially, or who expressed negative views about its implementation, still commented favourably on the underlying principles of shared responsibility for preventing crime and disorder. There was clearly an enthusiasm for community and local government involvement in crime and disorder issues, and a desire to pursue this approach in the future:

I think any work at all that brings media attention to things that can be done within the community is always valuable ... I think that everybody making a commitment to spend time to sit down and talk together is valuable. *Business representative*

I think the work with the partnership, if it had gone the right way, would be invaluable to the community. The whole process I strongly supported. *Police representative*

I wish the partnerships could start all over again and have the kind of grounding they should have had. I think that it's definitely a great idea. *Policy advisor*

There were five of them who still wished to continue with it. Now I think that's a recognition that they did achieve some aims. *Police representative*

I don't have a problem with the concept of a partnership, that it's a collaborative strategy to address crime and safety at the community level. I mean, that's what councils are always on about: getting in key stakeholders, sharing responsibility, getting community input. I don't have a problem with the concept at all. *Central Board member*

As an actual concept, I think the idea of the partnerships is quite good, which is to get people talking together to try and build bridges at a local and State level and to try and get things done. *Central Board member*

Commitment to continuing the CPP program

As documented in table 2 (pp. 14–15), five of the seven partnerships expressed an interest in continuing their work, but with some modification of the program and subject to continuing funding for a full-time coordinator.

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Table 2: Outcomes of the CPP program as at October 1998

CPP location	No. of meetings	Problems identified	Main strategies in progress or completed	Any improvements in working relationships between agencies?	Commitment to continuing the partnership
Mackay	9	<ol style="list-style-type: none"> 1. Juvenile crime and truancy issues 2. Parenting and family life 3. Bike security 4. Security in the city heart 	<ol style="list-style-type: none"> 1. Youth Employment Training Initiative (see p. 17) 2. Safety audit workshops conducted 3. A bikeway fenced 4. A television commercial promoting the CPP and crime prevention produced 5. New Neighbourhood Watch established and Commercial Watch reactivated 6. Forum on youth truancy conducted 	<p>According to interviewees, yes, but perhaps mainly through the coordinator. There seems to have been a lot of inter-agency work occurring in Mackay already.</p>	<p>Yes, but as it currently runs it needs modification. Cannot fund a coordinator.</p>
Thuringowa	9	<ol style="list-style-type: none"> 1. Young people with nothing to do 	<ol style="list-style-type: none"> 1. Juvenile justice forum conducted 2. Skate facility for young people considered 3. Poster competition held 4. CPTED workshop held (see also p. 29, footnote 9) 5. PeaceBuilders workshop held (see also p. 21, footnote 6) 6. Council safety audits conducted 	<p>The partnership contacted a range of agencies in and around the Thuringowa area.</p>	<p>Cannot fund a coordinator. If funding is discontinued, will review the Crime Prevention Advisory Committee to continue the work of the partnership (it closed due to the advent of the CPP).</p>
Sunshine Coast	8	<ol style="list-style-type: none"> 1. Problems with youth 2. Problems with disorder in a particular location 3. Parenting issues 4. Support for elderly/isolated 5. Lack of facilities such as lighting 6. Need for public education to combat misperceptions 	<ol style="list-style-type: none"> 1. Youth crime prevention forum conducted 2. Youth Crime Prevention Network established 3. Home Security Expo conducted 4. Crime Prevention Week poster competition and mural 5. Involvement in placing people for community service orders 6. Lobbied for parenting programs and for a youth worker 7. Assisted in obtaining funding for a Mobile Activity Centre 8. Investigation of tax rebates for home security for the elderly 9. Kickback '98 held (see p. 17) 10. Legal Street Art Project held (see p. 17) 	<p>Many commented that it was very positive to have the three mayors sitting down at one table, even though the mayors already meet as part of another forum. Police participants were particularly positive about the improvement in liaison between police and key community agencies.</p>	<p>Yes. Two mayors are very enthusiastic about continuing the partnership and have committed funding for the coordinator position. The third Council is reluctant to commit funding for the coordinator but is prepared to support the partnership otherwise. This is the only CPP that has become an incorporated body.</p>
Gold Coast	9	<ol style="list-style-type: none"> 1. Safety for seniors at shopping centres 2. Domestic violence 3. Lighting in some areas 	<ol style="list-style-type: none"> 1. Safety audits of central business district conducted 2. Young people's public space and housing forum held 3. Seniors' Safety and Well Being Festival held 4. Free bus service for seniors to a shopping centre initiated 5. Women's safety forum held 	<p>Unsure. Neighbourhood Watch was overlooked, which led to some bad feeling.</p>	<p>The partnership has been discontinued. The coordinator has been employed by the council as a crime prevention officer and crime prevention work will continue through this position, although probably not involving a committee.</p>

TABLE 2 (CONTINUED)

CPP location	No. of meetings	Problems identified	Main strategies in progress or completed	Any improvements in working relationships between agencies?	Commitment to continuing the partnership
Logan	7	<ol style="list-style-type: none"> 1. Need for positive media coverage of crime prevention issues 2. Lack of visibility of police 3. Lack of victim feedback from police 4. Need for drop-in centres 5. Young people congregating in public spaces 	<ol style="list-style-type: none"> 1. Conducted a youth forum 2. CPTED seminar held for council staff and local professionals 3. Weekly media releases issued 4. Joint CPP–Mainstream Youth Organisations project initiated 5. Joint Police–CPP project on youth crime 6. Media workshop held about young people and their media image 7. Submissions written to gain funding for crime prevention projects 	<ol style="list-style-type: none"> 1. Difficulty was experienced between the CPP and the CCC. The latter was publicly critical of the partnership because it was seen as operating in competition. 2. Several of the representatives rarely attended. 	<p>The partnership has been discontinued. The current plan is to revitalise CCCs in the area (there are three CCCs in the Logan area, two of which have lapsed).</p>
Maryborough–Hervy Bay	8	<ol style="list-style-type: none"> 1. Young people with nothing to do 2. Fear of crime among elderly 3. Domestic violence 4. Drugs 5. Break and enter 6. Gambling 7. Vandalism 8. Theft 9. Lack of public transport — young people 10. Young people — personal safety 	<ol style="list-style-type: none"> 1. Battle of the bands run by young people 2. Newsletter written by young people funded by National Drug Strategy 3. Looking at establishing a Family Friends program for young families at risk, which will involve older volunteers 4. Adult–Youth forum held 5. Exploring a domestic violence response model 	<p>Most interviewees said relations between agencies had improved, but one in particular disagreed, stating that relations between members on the partnership were ‘not functional’, given its short existence.</p>	<p>Cannot continue funding the coordinator’s position. The participants would like to continue in some form, but with modification.</p>
Toowoomba	4	<ol style="list-style-type: none"> 1. Break and enter 2. Youth crime and truancy 3. Fear of crime in the elderly 4. Unsafe areas in the city 5. Substance abuse 6. Domestic violence 7. Dysfunctional families 8. Vandalism 	<ol style="list-style-type: none"> 1. Business Watch to be formed 2. Establish PeaceBuilders program 3. Exploring work-for-the-dole schemes 4. Exploring a buddy system for the elderly 5. Safety audits conducted 	<p>Seems to have had a fair amount of success, with involvement from a wide range of agencies.</p>	<p>The participants would like to continue with the partnership as they have established it, but funding for the coordinator would be required.</p>

Several interviewees from one community said the community intended to renew its lapsed Crime Prevention Advisory Committee to continue the work of the partnership, if the CPP were to be discontinued. The two discontinued partnerships also recognised the need for a crime prevention approach to the local community, and have initiated other strategies to fill this role. One of these communities has employed its coordinator as a crime prevention officer on the council, and the other plans to reactivate and expand the Community Consultative Committee (CCC) in the area.

Despite the teething problems experienced by participants, therefore, there is clearly a commitment to continue community-based crime prevention work in one form or another.

Coordination of crime prevention effort

Another positive aspect of the CPP program mentioned by interviewees was the ability of partnerships to provide coordination of crime prevention effort in local areas:

The CPP is unique. It is unique because it puts an umbrella over all of the agencies — to pull on their expertise and their resources. *Chair*

As time goes on I can see a great merit in it because it's probably the one group that can bring all these bodies together and enveloping programs that are of immense benefit to the whole community. *Departmental representative*

I see a need in the community for all these different bureaucratic groups to come together and have a focal point. *Media representative*

There's a million agencies out there, you know, all running in all different directions. I think we've helped to coordinate in a big way. I think that's very important. *Business representative*

The CPP concept provided a useful focus for crime prevention within local communities, many of which are engaged in activities that lend themselves to a broader crime prevention agenda:

What I see as a positive thing for councils to embrace is that it actually addresses a whole, it's like it can be a range of other issues, but under that umbrella. Whether that be community development, youth initiatives, planning, design, it can address a whole range of other issues. *Central Board member*

Providing a separate framework for crime prevention activities in the local community is a proactive approach which is more likely to produce concrete outcomes.

Impact on working relations

Many interviewees were keen to comment on the improvement in working relations that had occurred as a result of the partnership initiative (see table 2, pp. 14–15). Even those interviewees who were generally negative in their assessment of CPPs were happy to endorse the program on this criterion:

Minimally at least it got people talking to each other, which is a start. *Central Board member*

I think that's why this committee is successful: the trust that we now enjoy with government agencies, departments, particularly in the juvenile justice area. *Chair*

It gave me access to all the right people without having to take months for them to know who I was and for me to find out who they were; so it opened a lot of doors for me. It gave me access to the Mayor and the Superintendent, and all the people who could make decisions. *Youth representative*

There are groups there in the CPP now who some of us didn't even know existed, and I think even if it only acts as a coordinating centre it's worthwhile. *Media representative*

The CPP's done a fantastic job of networking and bringing different groups together to set up projects and things like that. *Media representative*

The impact of partnerships on working relations between various groups in the community may have a number of unintended positive results for local communities. A local inter-agency forum can provide benefits beyond the boundaries of crime prevention — relationships developed as part of the partnership, for example, can lead to cooperation between many other aspects of community life.

Innovative outcomes

Several interviewees spoke about the potential of partnerships to deliver favourable outcomes for local communities. While the operational time for partnerships was a year or less, several partnerships did develop and implement some innovative programs. Three, in particular, are the Sunshine Coast Kickback '98 event, the Sunshine Coast Legal Street Art Project, and the Mackay Youth Employment and Training Initiative (YETI). These are described below.

Kickback '98 — Sunshine Coast CPP

This event was a response to the involvement of under-age young people in Schoolies Week, the post-school period characterised by drinking and partying. (This period poses particular problems on the Sunshine and Gold Coasts.) The Kickback '98 event was targeted at those young people considered too young to be involved in Schoolies Week, but who attend anyway. The event involved four local bands to entertain young people in a drug- and alcohol-free environment. A group of older young people, aged between 18 and 21 years, were specially trained to interview participants in the event, using a video camera, about their attitudes and perceptions of crime in their communities. Over 100 young people attended the event, with 68 young people being interviewed. The completed video, compiled by the interviewers themselves, will form the basis of further work for the Sunshine Coast CPP. The partnership intends to stage this event again in the future.

Legal Street Art Project — Sunshine Coast CPP

In response to an increasing problem with graffiti in a particular area on the Sunshine Coast, the CPP established the pilot Legal Street Art Project. After consulting young people, youth workers and community representatives, a management committee was established which included the CPP, the local council, Youth and Community Combined Action (YACCA), and a group of young aerosol artists. The project entailed inviting young people to submit designs for aerosol artwork. The designs were displayed on boards placed on three large steel frames. Each month the frames were moved to various sites that attract graffiti. At the end of the 12-month pilot, the boards were auctioned off as part of the local council's festival of arts. Money raised through the project will be used to fund future youth art projects. It has been noted that buildings that received aerosol art boards have not attracted any new graffiti. The project has attracted a large amount of community interest, and media coverage of the project has given it a high profile locally.

Youth Employment and Training Initiative — Mackay CPP

This joint CPP-YACCA initiative commenced in September 1998. Members of a specially convened Reference Committee targeted a small group of young men, predominantly Aboriginals and Torres Strait Islanders, who were leaders of a group suspected of committing local minor offences. Intensive involvement with these eight young men included a week-long adventure training camp, a two-week employment training course, and the assistance and support of a specially employed youth support worker. The combined duration of the pre-employment and traineeship program is 15 months. The young participants in the program were required to sign a contract promising to cooperate with the training scheme and to refrain from involvement in criminal activities for the duration of the project. As of February 1999, five of the eight participants have gained employment, one is apprenticed and two have completed traineeships. The Reference Committee comprises representatives of most relevant agencies in Mackay, including police, the Department of Families, Youth and Community Care, the Mackay Aboriginal and Islander Justice Alternatives Group, the Mackay City Council, and the Mackay Region Apprentice Employment Ltd.

The Mackay CPP has stated that:

- local police have reported a significant drop in break and enters and thefts in the area
- the principal of the local school has reported that the incidence of graffiti and vandalism to the school has virtually stopped
- the Mackay City Council worker responsible for repair of council property has commented on the drop in vandalism and graffiti to the local community centre.

Summary of achievements

Table 2 (see pp. 14–15) summarises the range of outcomes arising from the seven partnerships involved in the program. Outcomes have been described under four categories: problems identified, main strategies in progress or completed, improvements in working relationships between agencies, and commitment to continuing the partnership.

The potential for partnerships to coordinate agencies and community groups, to focus them on crime prevention problems and solutions, and to implement innovative and effective strategies, is clearly the program's greatest advantage. The partnership structure permits the centralisation of crime prevention effort, and has the potential to improve working relations between agencies and groups in the community. The partnership concept was wholeheartedly endorsed by many interviewees as the best approach to crime and disorder problems in local communities. Representatives of five of the seven pilot partnerships stated that they intended to continue the work of the partnership, in some form or another, beyond the pilot.

PART B: OPERATIONAL PROBLEMS ENCOUNTERED

Discussed in this section are some central aspects of the operation of partnerships that were less than successful. These include:

- the use of information
- the planning cycle
- initiatives developed by partnerships
- attendance at monthly meetings
- record-keeping and reporting requirements
- participants' expectations of the program
- participants' knowledge of the aims of the program
- conflict.

The use of information

One of the main objectives for CPPs was 'to establish a snapshot of public safety issues' (CPP Charter, section 8.2). Partnerships went about doing this in a variety of ways, including:

- using information provided in the ACRO surveys (for those CPPs that had done these surveys)
- conducting their own surveys of particular groups in the community
- conducting a networking exercise with community groups and agencies
- conducting community forums
- discussion during CPP meetings
- consulting other information sources such as the Internet, QPS statistics, and other published material about crime issues.

Each of these methods, by itself, would not be sufficient to develop a comprehensive profile of crime and public safety issues. Used together, and in conjunction with official statistics, these methods would have been worthwhile and achievable. The extent to which partnerships actually achieved this objective must be questioned. While most partnerships succeeded in identifying a range of local crime problems (as evidenced by the information in table 2, pp. 14–15), juvenile crime became virtually the sole focus for several CPPs:

I don't think it was holistic enough, I think it was too narrow ... singularly, youth got blamed in—for everything that went wrong, and statistically we both know that that's not right. *Police representative*

This may in part have to do with the ability of those involved in the program to tackle other issues, but it may also be a result of the information sources on which some partnerships relied. Partnerships need to be encouraged to consult a broad range of data to identify and address issues, and may require assistance in how to identify data requirements, and how to interpret data.

The following section will outline some concerns relating to the ACRO survey, other surveys conducted by CPPs, and community consultation conducted by partnerships.

The ACRO survey

Under the ACRO model, each LGA was required to engage ACRO to conduct an 'attitudes and perceptions' survey of two groups in the community: adults and juveniles. ACRO clearly expected that these surveys would be the principal source of information for partnerships to use in fulfilling the aims of the program:

It was their [CPPs'] job to take the information from the community surveys: prioritise, distil and action. *Consultant*

The survey of adults was distributed to 8,000 residential dwellings randomly selected from council databases in each of the five ACRO-based partnership areas. As each location has quite a different population, this figure of 8,000 represented different proportions of the total resident population of each area (e.g. according to ACRO, the Logan sample was 8,000 residents of 142,172 dwellings,⁵ whereas the Thuringowa sample was 8,000 residents of 14,576 dwellings). The survey of young people was distributed to school students in Years 10 to 12 who attended various schools in the local area that agreed to participate.

The surveys attracted response rates of between 19 and 26 per cent, and a total of 1,600 respondents also volunteered themselves for future involvement in the program. Several interviewees pointed out that the survey would only have reached those in the community who were residents or young people at school, overlooking some key groups whose experiences and perceptions about crime issues may be important. Several other participants commented that the survey lacked specificity (particularly for larger areas). Two participants were particularly unhappy with the generic nature of the reports.

Additional to these problems identified by interviewees, survey reports were not made available to CPPs until February or March 1998, notwithstanding that some CPPs had been meeting since November 1997. (ACRO has stated that the time and cost constraints involved in producing the surveys were beyond its control.) In the interim, most CPPs had already identified issues and taken steps towards addressing them. These issues were primarily arrived at through discussion at CPP meetings, by using the local knowledge of participants, and through information passed up through the subcommittee process. Attempts by ACRO staff to direct the CPPs towards the survey findings within the monthly meetings were largely unsuccessful, apart from the Sunshine Coast which made reasonable use of the survey.

Conducting a survey is a useful way of providing local communities with a vehicle to express their views about crime issues. However, the ACRO survey had limitations as a tool for measuring the extent or the nature of crime and disorder problems, especially when used alone. For example:

- Public perceptions of which areas in a community are unsafe may not reflect reality.
- It is very difficult to get useful local information when surveying a community as large and diverse as, say, the Gold Coast.
- Some groups with particular crime concerns (e.g. young unemployed people) may not have been revealed through the survey because the group was relatively small and/or its members were reluctant to participate in the survey, or were not included in the survey sample.

⁵ Logan City Council has stated that there are 56,100 households in Logan and 59,600 rateable properties.

A range of other statistical data could also have been used to identify crime and disorder problems, such as:

- crime victim survey statistics
- police data for information on reported crime and crime ‘hot spots’
- hospital data for information about victims of assault and drug-related deaths
- council information about graffiti and property damage.

However, from reading the meeting minutes and interviewing participants, it appears that partnerships only made limited, ad hoc, use of these sources of information.

Surveys conducted by CPPs

Several local partnerships conducted their own surveys of particular groups in the community as a way of identifying crime concerns and potential solutions. A survey of young people was conducted by one partnership to find out what activities they would like in the local area. Another two partnerships surveyed local businesses to ask them their concerns. Like the ACRO surveys, these ad hoc surveys were intended to obtain very specific and highly localised information. Conducted properly, this approach is potentially very useful for partnerships, principally as a means of consulting with the community and generating ideas for potential solutions to identified problems.

Community consultation

All partnerships engaged in some kind of community consultation. A variety of mechanisms were used to consult with the broader community, not all of which were successful. These included public forums or workshops, a newsletter, media coverage of the work of the partnership, networking with agencies, and public presentations to different community groups:

We did do a lot of workshops which were advertised, but the attendance by the community, I have to say, was abysmal. *Chair*

We had three separate days in the last week whereby we’ve actually had these workshops with the community to try and get them to take responsibility for crime prevention. *Chair*

We ran a couple of workshops. One around crime prevention in urban design for planners here in council, and some business people in the community. And there was another workshop on ... promoting the positives of— We ran workshops with people working in the youth sector on media, accessing the media so that we could get some positive stories about young people into the media. *Council representative*

The business people went off and did their business survey, —did a newsletter which was sent off ... *Business representative*

We were going out just telling everybody who we are and what are your problems. And bringing them back and finding out who’s got what problems and what can be done about it. *Coordinator*

I’ve talked to groups such as the Justices of the Peace Association, Chamber of Commerce, a couple of community groups. Basically I talked to anyone and everyone. *Coordinator*

Our forums, our main forums have been on youth issues. *Coordinator*

I liaise with the groups I’m involved with that aren’t a partner in the partnership, such as Chamber of Commerce, which is obviously important, and Rotary. I give a number of addresses at Rotary about what’s happening with the partnership along the way, to keep the community, the business community ... aware of what we’re up to and what we’re trying to do. *Business representative*

It is difficult to judge the success of each of these mechanisms, apart from noting that some of the forums held by partnerships were either poorly attended or lacked objectives:

The juvenile justice meeting, which was a bit of a shocker really ... it’s about the credibility stuff and why we have a group of people meeting, what the process is going to be and what outcomes do you

want, what are you looking for ... When it came around the meeting went a really long time, people were just wandering off and going on, and in the end I was getting, one, quite embarrassed, and, two, quite annoyed because it was taking up a lot of time. *Youth representative*

Community consultation is obviously a central element of the partnership approach, and should continue to be so, but the evaluation reveals the need for partnerships to consider carefully the kinds of consultative mechanisms they use, and tailor these according to particular groups in the community and particular issues.

Planning cycle

Several interviewees commented that local partnerships lacked planning, that issues were addressed 'as they arose', and that strategies were not prioritised:

We should have some kind of business plan ... let us have some wider vision in the CPP on what it should achieve, and I thought we should have had goals and objectives set, even though they had a charter. *Police representative on a non-ACRO-based CPP*

If it doesn't have some identifiable targets it could wander off. *Police representative*

I would have assumed that we would have then been instructed by, say, the committee or whomever, to sit down and look at the recommendations, see which ones really affected the youth subcommittee, and then work with other subcommittees ... prioritise the stuff, do a strategic plan ... and that just didn't happen. *Youth representative*

Each meeting I would say 'You're going about it wrong'. You need to say to everyone here 'Come to the table with your list of priorities. Put them on the table, let's have a meeting and we'll put them all up on the board and prioritise the top ten. Find the top three and get behind those three, and we'll get some runs on the board'. *Business representative*

Clearly, CPPs were generally not developing prioritised strategies in response to the issues identified through the survey reports and the subcommittees (although one coordinator mentioned writing a report that aimed to establish a strategic focus for the activities of the partnership). Rather, a more reactive method of response was adopted each month to identify issues (several interviewees spoke about identifying issues through 'discussion' or 'brainstorming sessions'). This did not allow for the prioritisation and due consideration needed when addressing a multitude of crime prevention issues.

The CPP Policy and Procedures Manual required the coordinators to develop monthly action plans from the CPP meetings which, while useful for month-by-month goal setting, did not allow for the development of long-term strategies.

Initiatives developed by partnerships

Information in table 2 (pp. 14–15) shows that there were several common strategies adopted by partnerships, including conducting safety audits, holding public forums about particular issues, and documenting proposals to provide some form of entertainment for young people. In addition, there were several pre-existing programs that individual partnerships attempted to establish in their area, particularly the PeaceBuilders⁶ program and the Positive Parenting Program⁷ (guest speakers had introduced these programs to the Central Board). In themselves, these are useful initiatives. However, the potential of local partnerships to generate innovative strategies appears to have been restricted, probably because of:

- the narrow focus of many partnerships
- scant knowledge about the range of crime prevention strategies available
- shortage of funding for initiatives.

6 A school-based program involving child, parent and teacher in developing a positive approach to learning and promoting non-violence.

7 A program that teaches parents effective child-management techniques prior to the development of more serious behavioural problems.

These operational aspects must be considered if partnerships are to be more successful at developing initiatives.

Attendance at monthly meetings

Consistency of attendance is an important factor in judging the success of CPPs. Consistent attendance shows that members are interested in activities, committed to the work of the partnership, and see value in its continuation.

We found wide variation in the number of people attending meetings of individual partnerships, and in the stability of membership. The table in appendix D shows that most partnerships had at least one representative that had to be replaced (e.g. the community representative), and that several had difficulty in finding and retaining particular representatives, notably young people and representatives from the media. There was police attendance at all partnerships, but there was not always continuity in who attended. Some of the reasons for poor attendance of particular representatives are discussed in chapter 5 in the section on membership of CPPs.

Record-keeping and reporting requirements

The amount of record-keeping and paperwork generated by the partnership concerned many partnership members. Quite a number of participants felt that, as volunteers, and with full and busy lives, the requirement to read minutes from half a dozen subcommittees, as well as the coordinator's monthly report, was unrealistic. Several interviewees stated that on many occasions they simply did not read the paperwork sent to them:

I wasn't prepared to sit down and start typing up minutes and action plans. No-one's got the time for that. I felt that the paperwork that was associated with it was too much for people who have got other jobs. If you are in a volunteer situation, your time is still limited. *Business representative*

I guess one issue I suppose that's come up for all the coordinators is the time factor. It's probably not so bad now because we're not doing the monthly reports that we were doing. They were turning out to be 17-odd pages long, and that was taking an inordinate amount of time when we first started logging every single ingoing and outgoing phone call, which, although it was a pain in the neck, was actually quite a good process to begin with, but it just became bizarre, and I've still got that issue with admin. A lot of the time, you know, could be [spent] doing more real stuff if you were not mucking around with the admin. *Coordinator*

I haven't got time to read reams of minutes. *Youth representative*

They don't have time to read it, if you see the massive amount of paper that I've developed. *Coordinator*

Coordinators themselves commented on the onerous task of completing records. One coordinator took on the task of minute-taker for several of the subcommittees, feeling that it was unfair to ask them to undertake administrative responsibilities. As a result, the coordinator felt 'tied to the desk' rather than free to do the liaison work involved in the position:

I do up the minutes ... and then they get posted out from here. But for the other committees, I've basically ended up doing the agendas, largely taking the minutes and responding to the mail this end. A lot of time is involved in that, which is part of why I've ended up spending a lot of time here that I should have spent elsewhere.

Participants' expectations of the program

A number of interviewees complained that there had not been enough 'action' coming out of the partnership, which led to a loss of confidence both on the part of partnership members and also the wider community:

I walked away at the end of the day, and seeing you're talking to me about it, I just don't have this gut sense of achievement that I like to achieve. I really like to see runs on the board. *Police representative*

They were looking for, you know, they wanted stuff out in the paper to say 'look, the council has got this thing going, here's some great results'. The CPP, the management board, they needed that sort of good stuff coming back too, fairly quickly, to justify their existence as well, and the partnership members needed that happening to keep them involved and interested. But it just wasn't going to happen that fast. *Coordinator*

We have had some small amount of publicity, but I think that we probably shouldn't be focusing too much on that until we actually get some programs in place, and then publicise the programs, rather than publicise the partnership groups. *Coordinator*

We try to be pragmatic, I think, and actually get the community on board, by showing them that we are actually doing something. There was a very negative attitude in the community at first ... so we thought let's do something that they can see and then their attitude might change. And I think they have a little bit. *Community representative*

I don't see anything I can touch and put my hand on and say 'look at this partnership'. We've had a lot of discussion — show me what you've done. *Police representative*

A big bang for small bucks. That's what you want. And sexy. You know, a good story about it. *Business representative*

I feel we must see to it that we produce some immediate and, if possible, spectacular results. It doesn't have to be expensive, just highly visible, right? *Business representative*

Considering the expectations of many participants, it is not surprising that interviewees expressed their frustration at the perceived lack of action of partnerships. In fact, it was the promise of action at the highest levels that had inspired several people to become involved, both locally and at the Central Board level:

That's why I joined it because there was that guarantee from the top, that what couldn't be done here, would be taken to the top and only ministers can change legislation with lobbying from below. *Business representative*

We hoped that if we could manage this project enough, we could access resources via the central committee and hopefully encourage them to give us the sort of resourcing we needed in the city for some real crime prevention work, and we saw this as our way through that minefield of funding. *Council representative*

He said that the good thing about the CPP, and this is a good thing, he said that you answer to the Minister ... I said, 'Look, if it's going to be some sort of lip service from a politician I'm not interested'. He said, 'No ... if you come up with a problem, it's got to be solved'. *Business representative*

The urgency to produce quick, concrete results may have led partnerships to choose strategies hastily and inappropriately. This was certainly the view of the ACRO consultants, who stated that they were anxious for partnerships to take the necessary time to become established.

Participants' knowledge of the aims of the program

It became obvious from the interviews conducted with CPP members that there was often a lack of knowledge and understanding of the role and function of the CPP and the Central Board. Although this may have been partly because of the novelty of the CPP initiative, many members reported still not being clear about the role of the CPP even after induction:

I think there was a great deal of uncertainty when they were all brought together on what it was all about, and I think that generally, if you were to ask them, did they have a clear understanding of what the objectives were, they would probably say 'no'. *Chair*

I was feeling we were lacking in our direction, you know. *Police representative*

It was obvious to me that very few of the people understood what the model was. *Coordinator*

I found that most of them knew roughly what it was all about ... the more I got to know them, the more

I understood, it was a very superficial understanding of what the role of the partnership was, how it would operate, what their job was, what was required of them. *Coordinator*

There wasn't — and I think this was the main problem — there wasn't a clear picture of what the partnership was doing, what it was trying to achieve and what resources it had up its sleeve. It was a pretty vague sort of group. *Media representative*

Probably comes back to the original setting up of it. They really need to look at: What are they trying to achieve? Are they trying to solve all the policing problems? Are they trying to solve social problems? Are they trying to solve crime problems? Because some of those are quite a bit different and they've really got to look at a clear direction on what they want these committees to do. *Business representative*

Many interviewees did not have a copy of the Policy and Procedures Manual, and those who did found it dense and cumbersome to read:

That was extremely daunting in anyone's world, that was extremely daunting. I mean, really, at the end of the day when you get a ... document like that and they're so repetitive, it's like a contractual agreement that you're signing yourself up for a \$2 million contract. *Central Board member*

I was sent a book when I first started, I think it was like that [indicates size with hands]. And I was supposed to go home and read it, but I think after a while, when you have sat all day at work, the last thing you want to do is go home and look at a big deep book. *Aboriginal and Torres Strait Islander representative*

The volume of paperwork that came out explaining what the concept was, and it seemed like there was a lot of material written about these issues. It was not easy to digest. So maybe the problem was that the partnership concept was actually rather vague, to me anyway, because they couldn't pin it down, they couldn't fit it into a two-sentence summary of what the concept was. *Central Board member*

While the manual was a very thorough document, it may have needed, as this last interviewee suggests, a very simple description of the key aims and objectives of the program — something to crystallise the heart of the CPP concept and to galvanise partnerships into action.

Discussions with interviewees highlighted a range of differing views on the nature of crime and crime prevention. Some partnership members showed a very clear understanding of these concepts, but others would have benefited from some training and education. This was apparent from the tendency of some partnerships to focus too heavily on punishment and harsher penalties as a crime prevention strategy.

Conflict

Most of the participants interviewed for the project said that there was conflict at various levels of the program, the most serious existing at the higher end of the program involving ACRO, the Social Development Coordinator, the Minister's office and the Central Board. Although the evaluation has sought to avoid attributing blame for these conflicts to particular organisations or individuals, it would be negligent to omit reference to matters that had an impact on the operation of the initiative. Critical issues raised by interviewees were:

- **Confusion about who would be responsible for funding the ACRO surveys of the local community, and how much the surveys would cost.** Some local government interviewees said that they were not aware until later that local government would be responsible for funding the surveys. This resulted in the loss of one potential location from the ACRO-based program, and caused relationships to sour early between local partnerships and ACRO. Indeed, this confusion, according to a Central Board interviewee, '... set everybody off on a wrong footing from the word go'.
- **Confusion over the role of the Social Development Coordinator.** This position was additional to the ACRO model and was appointed by the Minister to manage the initiative. The Social

Development Coordinator visited all the partnerships and was present at many of their meetings, to all intents and purposes becoming the 'face of the Central Board' and the representative of the Minister. This changed the reporting structure originally envisaged by ACRO.

- **Confusion over the role of the consultant, ACRO.** With the employment of the Social Development Coordinator, five local partnerships were presented with two sources of information (sometimes conflicting) about the pilot, the Central Board, and the day-to-day management of the initiative. Some interviewees perceived a conflict between ACRO's role as designer and evaluator of the model on the one hand, and its responsibility to provide advice and assistance to partnerships on the other.

It would appear that a main source of confusion and conflict arose from a fundamental disagreement regarding the aims of the pilot. ACRO clearly viewed the pilot as a quasi-experiment — an implementation of their model which would allow them to have control of the program and of the monitoring and evaluation process:

ACRO will adopt a clinical approach to its role in monitoring the progress of the model and will report upon variations that may impact upon the outcomes for the project both at a local and central level. (ACRO 1997)

It was ACRO's view that any substantial changes to the model should have been made only after the pilot period and subsequent evaluation, and that the model should have been kept intact to allow for proper evaluation.

On the other hand, the partnerships were seeking to mould the model to their local circumstances: adding members to the partnership, making decisions about how to identify problems, and employing coordinators within familiar administrative structures. In these matters, the partnerships had the support of the Social Development Coordinator, which further created conflict between the Social Development Coordinator and ACRO:

... we tended to work on a continuous improvement program, so therefore there would be changes as things were not working as well as they could. *Social Development Coordinator*

This conflict was particularly evident in one particular CPP, and clearly contributed to its demise. One of the two coordinators commented:

There was also my growing feeling that ACRO, [the Social Development Coordinator], and the management committee and council ... , they all had different expectations and ... a lot of those expectations conflicted and so I felt like I was being shredded in different directions ... I think there should have been a lot more discussion that went on before they ever started the project, and a lot closer communication as they went through.

Over and above all of these issues was the pressure placed on the initiative by the State election, occurring as it did about halfway through the pilot. Several interviewees referred to the role of the election in the implementation of the program, one interviewee stating that the Minister wanted 'runs on the board' very quickly for the purposes of the election. The implementation of the program, according to some, was therefore driven by haste rather than reliant on proper planning.

This may help to explain why many things did not unfold as expected. The hasty manner in which the consultant was engaged, in which the sites were selected, in which the coordinators were employed and trained, in which the attitudes and perceptions survey was conducted, and in which the Central Board was established, contributed to much of the frustration experienced by participants in the pilot program.

Other operational problems

Several other issues were raised by interviewees that give an insight into the difficulties encountered by partnerships. Individual interviewees felt there was:

- poor communication between the various players involved in the program
- a lack of community interest
- agency rivalry, which led to a reluctance to share information
- inadequate local control of the initiative, leading to a perception that 'it was anything but a partnership'
- too large a geographical area for the CPP to cover
- an inability to achieve credibility, leading to a lack of community faith in the partnership: 'the community just gives you the big flick'
- non-resolution of the problem of insurance for volunteers
- instability imposed by the pilot period
- lack of involvement from other government departments, leading to diminished problem-solving ability.

Each of these issues contributed to some dissatisfaction on the part of individual members of local partnerships.

Summary of operational problems encountered

Although there was considerable goodwill towards the partnerships, a range of operational problems hindered the smooth running of the partnership program:

- **Information use.** CPPs identified issues primarily by drawing on the local knowledge of participants and information passed up through the subcommittee process. With the partial exception of Sunshine Coast, partnerships made little use of the surveys conducted by ACRO. In part, this was because of delays in providing survey reports to CPPs, but several partnerships also queried the utility of the information contained in the ACRO reports. There was also unsatisfactory use made of other information sources, such as police statistics.
- **Lack of planning.** Long-term planning was not a requirement for partnerships, and issues identified during meetings were generally not prioritised in a systematic way.
- **Development of initiatives.** Partnerships generally devised few strategies to address crime and disorder problems. This may have been due to several factors, most importantly the inadequate process of problem identification used by partnerships, their poor knowledge of effective crime prevention strategies available to them, and insufficient funding for initiatives.
- **Meeting attendance.** Reasonable attendance was achieved at meetings, but stability of membership was a problem for some partnerships. In particular, most CPPs had difficulty in obtaining or retaining media, ethnic/Aboriginal and Torres Strait Islander, and youth representatives.
- **Reporting requirements.** Several interviewees found the record-keeping and reporting requirements onerous, and several admitted that they often did not read written material.
- **Expectations of participants.** Many interviewees expressed great disappointment that their partnership was not able to produce some sort of immediate result that would impress the community and gain its confidence.
- **Knowledge about the program aims.** There seemed to be a general lack of understanding on the part of many participants about the role and function of the CPP and the Central Board.
- **Conflict:** There was a degree of conflict and poor communication between various players in the CPP program that contributed to dissatisfaction with, and confusion about, the mechanisms in place to support local partnerships.

PART C: ESTABLISHMENT AND STRUCTURAL PROBLEMS

This section examines problems associated with the establishment (see below) and structure (see p. 30) of the partnerships.

Establishment problems

We looked at three main aspects of the establishment of CPPs:

- selection processes
- training of participants
- funding arrangements for local partnerships.

Selection processes

Site selection

It is unclear exactly how the seven locations were chosen for siting of the pilot initiative. Inclusion in the pilot was voluntary and seems to have depended on which LGAs were first to volunteer and the degree of enthusiasm expressed, with the Police Minister making the final decision. There appears to have been no written documentation about the process. From the accounts of the central figures involved, it does not appear that the selection was based on careful consideration of the nature of the community, or of how such a pilot might coexist with agencies or bodies already in place.

The program was established about six months before the 1998 State election. This fact led a number of participants to believe that the program had been hastily established for political reasons:

I think there was a lot of public cynicism about whether it was just a, I don't know, a stopgap measure, a publicity measure by the government of the time, to make it look as if they were doing something that they weren't really, because there was no funding for it, other than the coordinator's position. *Coordinator*

I think it was a political exercise, and I think from A to Z it was poorly planned and poorly devised and I don't believe there was any serious intention to serve the community. *Coordinator*

It was all to promote, in my thinking, it was a PR exercise for the Minister's office because they were getting a lot of flack about crime, and there was no commitment really from government to due process, to really get this to work ... It was just a PR exercise for a politician who was in trouble. *Council representative*

The importance of careful site selection cannot be underestimated. One police interviewee, very familiar with the process of siting various community police initiatives, spoke about the process that should be conducted when considering initiatives of this sort:

First off, you have to identify the areas that they were going in. Not just put in for 'put-ins' sake; you have to identify, very similar to when we're putting a beat officer, or when we're putting a shop front in, you have to identify (a) is there a problem? You know, there's no good having meetings: meetings will die if they don't have something constructive to work on, problems that they can solve. Therefore, what has got to be done, in each individual area, there has to be an environmental scan done.

The unsystematic approach to selecting sites for the pilot, and the haste in establishing the program because of the imminent State election, may have contributed to the difficulties encountered in some pilot areas. (The Honourable Russell Cooper MLA has stated that he does not believe the speed of the implementation of the program caused it to be compromised in any way.)

Selection of coordinators and committee members

Coordinators were selected using a standard selection process. Advertisements were placed in local papers, applications considered, and interviews conducted to fill the positions. The selection panel consisted of the Social Development Coordinator, a representative of the local council, and a representative of ACRO.

There was some difficulty encountered in the initial selection process, which required re-advertisement in some areas:

When the ads were first placed, they were inappropriately placed in the papers. The role descriptions as they were put were different in some respects to what was intended. We had no control over that. The address for return was Queensland Police Service Personnel, as I understand it. So naturally, every security person in the State, and every ex-police officer in the State, and anyone that had an axe to grind in the State came forward. *Consultant*

Initially at the time of community policing, we tended to get a lot of ex-police officers, whereas if you read the rest of the position description, it really required someone with a tertiary qualification to do that community, social justice type work and community development and all the other aspects of crime prevention. So we got that sort of mix of application all the time, and while we interviewed some of the police, they didn't come up anywhere near as well in terms of the interview process as the people with tertiary qualifications in the behavioural sciences basically. *Social Development Coordinator*

Representatives on local partnerships were chosen in a more haphazard way. Advertisements were placed in local papers once again, but applications were not forthcoming:

Coordinator: If I'd been on board from the time that the Mayor had been approached, the actual selection of candidates of the partnership would have been rigorously conducted. As it was, it was a rush job.
Interviewer: How were the selections made?
Coordinator: 'Gee, he'd be good.'
Interviewer: Whose decision? Who nominated the people?
Coordinator: The Mayor.

The number of applications received were not particularly healthy. In some cases, we had to re-advertise, and it came down to a case of short listing from the Police Service back down to us ... short listing by ourselves and then negotiation with the mayors, and invariably the mayors had a different view ... Very, very rarely, in fact, I'm not sure there are many examples of where applicants who had the grassroots connection actually ended up on any board anywhere. *Consultant*

There was no process of nomination and selection. That worries me a little bit. My connection to it was an invitation from the Minister ... he wrote me a letter and told me to contact—. He knew my work, he knew what I'd done in the past, and he thought I'd be a good communicator with people, because I have worked with a lot of people. *Community representative*

So we finally got a committee up and running and people didn't volunteer. I physically had to go out and ask people if they would participate in this committee. *Council representative*

In hindsight probably they weren't all appropriate. I guess they were pulled together in a fairly awkward sort of way, most of them before I ever came on board. *Coordinator*

Then where it went wrong was that some of the selections are a bit puzzling, and some of the people that were selected really did not have an existing network to be represented. *Business representative*

We basically called for nominations, and I must admit, though, that some of them were people who myself or someone else had said to them 'nominate for this'. *Chair*

The establishment of local partnerships was clearly not without its problems. Difficulties in attracting suitable people for positions on local partnerships, and the haste with which selections were made and committees convened, may have contributed to their failure in some areas, and their disappointing performance in others.

Training of participants

CPP coordinators were given four training opportunities:

- a two-day induction session in Brisbane run by ACRO, which provided information about the CPP Policy and Procedures Manual and the ACRO evaluation process
- attendance at the week-long Partnerships in Crime Prevention conference in Hobart

- a training session in participative action research (a program run under the auspices of the National Campaign Against Violence and Crime⁸)
- attendance at a seminar run by the QPS on crime prevention initiatives.

These training opportunities were sought by the Social Development Coordinator following requests by coordinators who felt they required further development and guidance. Comments from coordinators revealed that some training sessions were perceived to have been more useful than others.

An induction session was provided to the Central Board and to the original members of local partnerships. The focus of this session was on presenting information about the Policy and Procedures Manual.

It was the view of some participants that local partnership members received inadequate training. This was specifically identified as a need by coordinators and partnership members alike:

They had a training course for all the coordinators when they were appointed, so the coordinators understood what their roles were. But I don't think, under the model, anything was arranged for the community members. *Community member*

You can't have a board dominated by people who don't understand what they're doing but will argue to death that they do ... there was nothing to stop the possibility of having the members of the partnership trained in crime prevention. *Coordinator*

It was those members on the committee that needed training as much as I needed training as a coordinator. *Coordinator*

Perhaps a few guidelines and some training would be valuable. *Community member*

As a matter of fact, I feel a bit isolated with it at times because I don't feel that the partnership members have had the time to come to grips with crime prevention initiatives like CPTED⁹ and so on. I have, because I had the Hobart conference¹⁰ with training and so on and so forth. I've had that, I've tried to communicate it to the members, but you know, they're all very busy people. *Coordinator*

Two interviewees who were not part of local partnerships perceived other training needs:

They were given no problem-solving skills and the ability to, you know, an issue would come to them, they would really need the skills to ... say 'OK, what is the problem? Am I just looking at the symptom, or am I looking at the full problem?' *Police interviewee*

Part of the training should have been how government works, how Treasury works, how funding works, how the budget comes out, what type and percentages of budgets are spread over certain things, is this department intertwined with this department? *Central Board member*

Participants in the partnership program, particularly the community representatives, were clearly in need of some training and information about crime prevention concepts and strategies. Although coordinators were provided with some worthwhile training opportunities, they were often alone in their understanding of the aims of crime prevention.

Funding arrangements for local partnerships

Several business representatives interviewed for the evaluation objected to the fundraising requirement of their role, describing it as unrealistic, especially given their volunteer status. (Smaller communities in particular complained of quite limited financial resources.) Indeed, none of the partnerships got anywhere near the fundraising target of \$100,000 mentioned in the Policy and Procedures Manual. According to ACRO, the initial aim of this aspect of the model was to achieve long-term financial

8 The National Campaign Against Violence and Crime, now called National Crime Prevention, is a Commonwealth Government initiative that aims to find and promote ways of preventing violence, crime and fear of crime in Australian communities.

9 Crime Prevention Through Environmental Design — a strategy for making changes to the physical environment to improve natural surveillance and therefore increase public safety.

10 CPP coordinators attended a week-long conference, Partnerships in Crime Prevention, held in Hobart in early 1998.

independence of the partnerships from government, but ACRO has emphasised that the fundraising requirement was changed early in the pilot. In fact, after consultation with Consumer Affairs, one coordinator was informed that fundraising by the CPP was illegal unless the partnership had become an incorporated body. This coordinator commented that the absence of a sanction for partnerships to raise funds essentially meant that fundraising of any sort was not possible.

The shortage of funding for strategies and initiatives (separate to the initial funding for the coordinator) clearly hampered the partnerships, and was the source of comment by several interviewees:

—created a false expectation in the fact that they said to the community that there was a great deal of funds available at the State level to assist with various projects and that type of thing. And naturally in that regard, the expectations of a lot of the committee members were built up — that they would see some sort of funding being forthcoming in certain areas. But when we looked into it, that wasn't quite the picture. *Chair*

I think some resources were needed to be able to do a few things initially to show the community that this was possible. I mean, I know you can't have an ongoing bottomless pit of money, but you need it to prime the pump a bit, to get the community's expectations satisfied a bit ... *Coordinator*

Shortage of money was a major problem. It's easier to get resources when you can match funding. Shires often have resources, for example land and buildings that can be matched with funding. *Business representative*

There might need to be some funding there in terms of essential resources so that they're assured that they get the basic level of support in those terms. *Police representative*

It might have been a bit limited because there were too many social agencies who didn't have any recourse to funding. *Media representative*

It seems that many interviewees expected that their strategies would be supported, and consequently funded, by the Central Board. Several interviewees stated that the original funding that was provided was eaten into by administrative expenses, rather than being expended on crime prevention work.

Summary of establishment problems

The establishment of the CPP program was characterised by:

- an unsystematic approach to site selection
- difficulty attracting suitable participants
- inadequate training provided to participants, particularly representative members
- an unrealistic funding target for business representatives
- inadequate funding for initiatives.

These aspects of the establishment of the partnership program contributed to the operational difficulties experienced by some partnerships.

Structural problems

The structure of the CPP program (described in chapter 2) also presented some obstacles to local partnerships. This section describes the difficulties discussed by interviewees in relation to:

- membership of local partnerships
- use of subcommittees
- overlap with other groups
- role of coordinators
- role of the Central Board
- role of the Social Development Coordinator.

Membership of local partnerships

The ACRO model stipulated that each CPP would have seven members, representing:

- local government
- police
- youth
- the business community
- ethnic/Aboriginal and Torres Strait Islander communities
- media
- the general community.

A consistent comment made by interviewees was that this membership was not always appropriate. Many interviewees argued that there was a need for greater flexibility in the ACRO model to enable each CPP to decide its own composition. ACRO representatives insist that the model allowed for some variation in the membership depending on the demographic characteristics of particular communities, but it was the general view of partnership members and coordinators that the partnerships had to adhere strictly to the model. Several coordinators have stated that their partnerships had gone ahead with additional representatives in spite of the limitations set down in the CPP documentation.

Issues raised regarding the role of each partnership member are described in appendix E. The difficulties encountered by and/or with each representative can be summarised as follows:

- **Local government.** Some interviewees expressed concern about the performance of the Chair (the mayor of the local council).
- **Police.** Interviewees commented on the number and rank of police officers attending meetings, and it was noted that police had little involvement in the management and day-to-day work of the partnerships
- **Youth.** Partnerships generally had difficulty obtaining and retaining young people, and several interviewees speculated that this was because young people might find the meetings overly formal and daunting.
- **Business.** Several business representatives experienced frustration with partnerships because of a perceived lack of strategic planning and decisive action; the value of a business approach to the activities of partnerships was acknowledged by many interviewees.
- **Ethnic/Aboriginal and Torres Strait Islander communities.** It was generally acknowledged that a single individual was unable to represent these diverse groups, and interviewees spoke of their need for flexibility to choose representatives according to demographic patterns in their particular communities.
- **Media.** All of the media representatives had difficulty understanding their role on the partnerships, and most media representatives ceased to attend meetings, although they retained some contact with their partnership. Two partnerships strongly felt their media representatives had been crucial to the success of the CPP's activities.
- **Community.** The task of representing the general community was highly problematic for these representatives, who often did not feel they were able to fulfil their role adequately.

Many interviewees expressed frustration with the restrictive nature of the CPP structure, and clearly desired more flexibility in the membership, and a less cumbersome means of working that avoided the necessity of subcommittees:

I would have liked to have seen the partnership probably expanded. *Police representative*

I think that was one of the problems with the model, that it was target-based rather than issue-based. There's no reason why it couldn't have been a combination. *Coordinator*

We talked about a woman's rep. ... That was basically laughed at. *Youth representative*

Perhaps it needs a drug and alcohol person, or a medical person. I'm from the Aboriginal medical side, but if we had someone from the hospitals ... *Aboriginal and Torres Strait Islander representative*

There was no flexibility to be able to, as it were, put a—— flavour on the proceedings, the procedures etc. *Community representative*

I don't think there were enough government departments involved. *Police interviewee*

Given that one of the underpinning philosophies of the CPPs was to have a 'whole-of-government approach', and given the types of problems usually identified by CPPs (e.g. truant children committing minor offences), it may have been advisable for partnerships to have included representatives of relevant government departments (e.g. housing, education). The consultant made it clear that the involvement of government departments was not included in the original plan:

I was very cognisant of this idea of partnerships being controlled by elites ... We were never interested in agencies. We were interested in groups of people within the community — women, the elderly, young people at risk and so on it goes. The presumption ... is that the agencies represent those people. I don't agree with that. Never have.

As the partnership members discovered, however, the exclusion of government agencies resulted in a lack of information about government activities, and a lack of strategic partnerships.

Despite the problems encountered by representatives, the involvement of a range of groups in the community is crucial to ensure that the needs of all the community are represented in the work of a crime prevention partnership.

Use of subcommittees

Under the ACRO model, each member of the CPP was to form and chair a subcommittee to facilitate communication and consultation with the broader community. Each subcommittee was to negotiate goals and objectives and provide the conduit between partnerships and local citizens (CPP Charter, section 9.4).

Many interviewees considered that the subcommittee structure led to a fragmentation of the work of the CPP. There was also duplication of effort where, on occasions, all subcommittees were working towards addressing the same issues:

The group was first formed; we each then went off and formed our own subgroups, and I think that's where it fell down ... That was the start of an unravelling of what could have been a more cohesive working group. *Business representative*

If you splinter groups that get together ... that knowledge base is just not going to be there. *Youth representative*

I wouldn't have had all these subcommittees that were a waste of time. *Council representative*

Interviewees commented that the communication between subcommittees, and between the CPP and the subcommittees, was not effective. There were also concerns that subcommittees did not have a clear direction and that subcommittee members were unsure of the role of the subcommittee (e.g. for consultation or to develop initiatives or both). According to ACRO, partnerships were advised to convene subcommittees only when they were needed, and one partnership has indicated that it dispensed with subcommittees early in the pilot with the support of ACRO. However, it was certainly the perception of other partnerships that the subcommittees were supposed to meet 'regardless':

Back in the beginning I did say to several of the partners 'should we worry about setting up subcommittees or should we identify issues and set up working groups with initiatives?' The local partnership to my way of thinking felt that the issues idea was the way to go for working groups, but we were hamstrung by policy and procedures, and ACRO ... was adamant we had to set up subcommittees. *Chair*

Role of coordinators

The full-time coordinator position appears to have been essential to the day-to-day operation of the partnership. Several interviewees stated that the considerable work required could not have been realistically asked of volunteer members:

Having the full-time coordinator has been important to its success. *Business representative*

I think you need a coordinator. I don't think community groups can do the sort of things we did ... Having the coordinator is essential to getting anything done. *Chair*

I think [name of coordinator] has done a wonderful job, mainly because [he/she] has been able to give full attention to it, you know, working full time on the job, whereas the rest of us have other jobs. *Community representative*

I don't know about the other people on it, but some of them I know are in jobs that are full on and so having the sort of time to put in that [name of coordinator] does, I imagine would be out of the question for most people — I don't think it would work as effectively as it should. It wouldn't happen if [name of coordinator] wasn't there. *Media representative*

Some interviewees commented on the characteristics and abilities required of coordinators:

In my view the coordinator should have a charismatic air about them, an ability to get the best out of people by bringing them together, but not saying 'this is what we're going to do'. *Police representative*

The role of the coordinator as a motivator and facilitator is extremely important; that's very, very clear. *Police representative*

[Name of coordinator] listens obviously extraordinarily well and that was a good attribute, and [he/she] was able to go and pick up little strands and follow them through ... *Business representative*

You need a person who's a bit on the front foot and that can be pretty aggressive, I think, when they go out and sort of deal with the community and community organisations. *Business representative*

Appendix F provides the position objectives and principal responsibilities of coordinators as outlined in the CPP Policy and Procedures Manual. The range of tasks required, and the complex nature of the job, made it difficult for the new employees, particularly given that there was no real precedent to direct their activities. Coordinators themselves spoke about the difficulties of their role, which entailed directing an often disparate group of people with varying degrees of experience and ability, conducting their own secretarial services, producing reports to fulfil the requirements of the CPP Policy and Procedures Manual, and liaising with community groups and agencies:

I was the committee slave and it was the most extraordinary situation I've ever been in ... There was no continued consultation, and the representatives didn't do anything. There was only so much that I could do to push that along ...

You need a really magical person in charge, though, without any sabotage going on, someone who could really fire the enthusiasm of people.

During the day you're spending a lot of your time where you need to be spending a lot of the time, on the phone, either putting people together, organising things, keeping half a dozen different strategies all rolling along at the same time, apart from agendas and minutes from meetings and getting all that sort of stuff out as well.

Our money is part-funded by the State Government. In my instance, it's administered by the local government ... but technically I'm actually employed by the partnership. Is [name] my boss as the Chairman? Is the partnership my boss as the partnership? Is [name] our boss, or my boss, as the Social Development Coordinator in charge of the whole process?

Probably one thing is — because you are an isolated worker, and your own sort of worker, initially that was very difficult for me. I mean, just sort of — where do you go to off-load? ... And I sort of thought, who's giving me some direction? Isn't that what they're supposed to be doing? And I felt a bit threatened by that.

One interviewee questioned whether a single individual could possibly fulfil all the things expected of the coordinator:

The coordinator was so busy trying to maintain that contact with everybody and churn out the material for the meetings that [he/she] never had the opportunity to do the research and some of the grassroots things that you need in terms of your administrative support and your research and analysis ... I think the role of the coordinator was too much for one person to take on. *Police representative*

There was marked variation between coordinators and the way they worked within their individual partnerships. There were also considerable differences on dimensions such as qualifications, experience, knowledge, skill and ability. Some coordinators took a welfare approach while others adopted a social science approach. Some were involved at the grassroots level for initiatives, others took on more of a facilitation role. Some coordinators dominated the focus and direction of the CPP, while others took a more passive role.

These variations appeared to have resulted primarily from the individual orientation and personality of coordinators, although the nature and size of individual CPP regions also affected the approach of coordinators to some extent. While variation between coordinators is inevitable, it would seem that the trial nature of the program meant that there was not a sufficiently clear idea about what background would best suit the job. A more integrated and systematic training strategy, and better communication between coordinators (e.g. workshops, forums, conferences) may have minimised the variation between them.

Role of the Central Board

On the basis of responses from interviewees, it was clear that the role of the Central Board was the most poorly understood aspect of the ACRO model. Although the CPP Policy and Procedures Manual described the objectives and the roles of the Central Board (refer to appendix G), the Central Board did not operate as intended. In fact, the consultant acknowledged that the role definition of the Central Board had been the manual's downfall, 'We failed to articulate the roles more specifically for the participants'.

The confusion of participants, both on the Board and outside it, was evident not only in comments made in interviews, but also in the type of information sent to the Board and received back by the partnerships. The majority of partnership members interviewed either had not heard of the Central Board or knew very little about it. Those interviewees who said they understood the role of the Central Board believed the purpose of the Board was mainly to provide funding for initiatives rather than to coordinate government departments in response to a particular problem. The perception of local partnership members that the Board was simply a source of funding is reflected in the number of funding requests it received.

There was little evidence that the Central Board actually coordinated government departments in response to an issue raised by a CPP. Interviews with Central Board members clearly indicated some concern among these members that the Central Board was more of a 'talkfest' than a body that responded with real government intervention.

Perhaps the two factors that might explain the lack of success of the Central Board are the membership of the Board and its location within government. These factors are discussed in turn.

Membership

The membership of the Central Board was originally intended to reflect the composition of individual CPPs. As it emerged, the Board consisted of representatives from the *Courier-Mail*,¹¹ the QPS, the Local Government Association of Queensland, the University of Queensland, and a crime prevention advisor employed by Ipswich City Council.

¹¹ The *Courier-Mail* is the major daily newspaper in Queensland.

Several interviewees, including members of the Central Board itself, argued that if the purpose of the Board was to facilitate a 'whole-of-government response' then the membership should have included senior representatives of the various relevant government departments. The omission of such representatives made it difficult for the Central Board to deal with issues raised by local partnerships:

The concept of the Board was to — there was a need for a whole-of-government approach or other jurisdictions other than law and order or police to get involved. That's where it floundered. *Central Board member*

If we were there to make recommendations to other departments it needed that seniority. It needed a hell of a lot more integration between the other key players that were there. Like a lot of the stuff was about the Education Department, and there was no-one there ... The wrong people are here. The wrong people are making reports. *Central Board member*

If the police were represented I think some other government departments needed to be represented there as well and have a say. *Social Development Coordinator*

By not including government departments, the Central Board was deprived of a direct connection with bodies that had the information and the power required to act in response to requests from local partnerships.

Location within government

Despite the original intention of those planning the pilot to administer it from the Premier's Department, the initiative remained in the Police Minister's portfolio. It was consistently suggested by Central Board interviewees in particular that it was inappropriate to have the CPP project under any one portfolio when the concept was to have a 'whole-of-government' approach:

If it had been under Premier's, it was our view that the Premier could pull the government agencies together like a CEOs forum. *Central Board member*

I came away feeling that, you know, if you really wanted to make such a thing work, the Board had to be, the Central Board had to be more carefully constructed. You would have to have a Board that had power to tell the minister that this is what the minister should consider doing. *Central Board member*

As several interviewees pointed out, police were not intended to be the lead agency under the ACRO model; therefore, the Police Minister should not have had responsibility for the pilot.

Role of the Social Development Coordinator

The Social Development Coordinator was employed in November 1997 to manage the CPP program. As this role did not exist as part of the ACRO model, a list of responsibilities was prepared (see appendix B). In effect, the Social Development Coordinator acted as secretary to the Central Board, assembling material for its consideration, and relaying Central Board responses to the partnerships. The Social Development Coordinator attended most meetings of local partnerships and was an ex officio member of the Central Board.

Again, the role was new and experimental, and changed during the period of the pilot. According to the Social Development Coordinator himself, he was initially employed 'to give operational effect to all the things that had been put in place', but this gradually broadened:

When I first took on the duties, I just felt it related solely to the management of the coordination of the seven partnerships, and that everything was in place. I knew there would be problems with any community thing, and it was far beyond what I ever envisaged as being the problems, so I really had to adapt my role to meet whatever circumstances came up ... It's not an easy job. *Social Development Coordinator*

The Social Development Coordinator was responsible for managing a range of competing interests, a task which often made the role unpopular:

That's the criticism I've got of the Social Coordinator ... I've raised those issues with him, that they [local partnerships] tend to go outside of the terms of the Charter and he won't pull them back in line. *Police representative*

I think some things were tasked back to the Social Development Coordinator's office to be done. When we look at the number of things that were tasked back there, no one person could ever have done all that. *Coordinator*

He was supposed to run the whole project. He was supposed to identify these efficiencies that were going to generate money to move other things, but he was also supposed to knock heads together. So, where departments weren't coordinating properly, he was going to get them together and say 'there's a problem in this area, you guys do some executive decision making so that we can get on with it'. *Central Board member*

[Social Development Coordinator's name] was working so hard, I think the trouble was that he had too many masters down there [Brisbane], rather than a clear direction, because he was trying to get all the organisations going at the one time and each one was having a different performance structure. *Chair*

It was all through [Social Development Coordinator's name]. It was all verbal, and one week he'd tell us one thing and the next week something else. *Council representative*

[Social Development Coordinator's name] spent 50 per cent of his time putting out the fires and problems ... and we felt guilty because actually every time we used to get a problem we'd go 'you've got to look after it'. *Policy advisor*

All in all, the Social Development Coordinator was expected to be managing the program, directing the Central Board, responding to requests sent to the Central Board by liaising with government departments, advising the Minister, troubleshooting, providing training and support for coordinators, and providing general guidance to local partnerships. Later in the pilot, the Social Development Coordinator became the Minister's advisor on crime prevention more generally, requiring him to represent the Minister in a national capacity. The Office of Crime Prevention was established in May 1998, and the Social Development Coordinator was appointed Executive Director. What had initially involved a program management role culminated in a CEO-equivalent responsibility.

Overlap with other groups

The advent of a CPP in some areas sometimes meant the closure of some other initiative. For example, in one community, the council's Crime Prevention Advisory Committee was abandoned when the CPP was established, while in another community, the CCC already in existence was publicly critical of the CPP, making it difficult for the CPP to overcome resistance to its work in the community.

The ACRO model was cognisant of the importance of consulting with other agencies:

These subcommittees should utilise the human resources of CCCs where such committees already exist (CPP Charter, section 9.4).

Bring projects such as Neighbourhood Watch, Commercial Watch, School Watch, Rural Watch, Adopt-a-Cop, Youth Liaison Programs, local community based schemes and other such programs under the umbrella of the Partnership via subcommittee structures (CPP Strategic Plan, section 5.1.4.1).

Most police representatives did not convene subcommittees to include groups such as Neighbourhood Watch and CCCs, leading in some cases to these groups feeling excluded:

First of all I thought they were trying to emulate Neighbourhood Watch, and I said, 'No, no, you don't copy Neighbourhood Watch'. *Community representative*

There was a lot of contention with the CPP in the way, and I'll probably put it this way, the way the coordinator approached my district coordinator and Neighbourhood Watch ... Some of the things that [he/she] wanted to do, [he/she] said 'We're going to start a Commercial Watch', or 'We're going to do this', or 'We're going to do that in Neighbourhood Watch', well [that's] not the way to go in today's environment. People want to have input, they want to have their participation. *Police representative*

And they'd say, 'Well I'm from Neighbourhood Watch, and we're told we're excluded from the loop because the police are supposed to be representative of the Neighbourhood Watch opinion'. *Business representative*

Well initially they got their noses out of joint because they didn't know how they fitted into that. *Police representative*

It would seem that the failure to take account of mechanisms already in operation, and the poor management of the relationship between the CPP and groups such as CCCs, resulted in some serious problems for the pilot.

Summary of structural problems

In summary, there were several problems identified by interviewees that arose from the structure of the program:

- **Composition of local partnerships.** Partnerships consisted of seven representative community members who were supported by a full-time paid coordinator. Each partnership role had its own difficulties, and most interviewees from local partnerships were under the impression that flexibility of membership was not permitted, or at least that alternative memberships were to be avoided.
- **Subcommittee work.** There was some feeling that the numerous subcommittees tended to fragment the work of the partnership, and many partnership members dispensed with a subcommittee altogether (notably media representatives). Some interviewees expressed a preference for issue-based subcommittees, although participants were under the impression that this was not an acceptable practice under the agreed model.
- **Role of coordinators.** Coordinators were required to perform a large range of tasks, which included a great deal of paperwork. Several coordinators experienced isolation and over-work, and some were daunted by the requirements of the job. There was significant variation between coordinators and the way they worked within their partnerships. Several interviewees felt, however, that the involvement of a full-time paid worker was integral to the success of the partnership.
- **Role of the Central Board.** The Central Board was intended to provide a cross-government structure to respond to issues and problems raised by local partnerships. In practice, the Central Board largely failed, most probably due to inappropriate membership (there were no government departments represented on the Board) and its location within the Police Minister's portfolio. Several interviewees stated that the initiative was always intended to be sited within the Premier's portfolio, but that circumstances had prevented this at the time.
- **Role of the Social Development Coordinator.** The role of the Social Development Coordinator was unclear, and the position was overburdened with responsibilities during the course of the pilot.
- **Overlap with existing initiatives.** There was poor communication sometimes between CPPs and other local, community-based crime prevention initiative bodies, such as CCCs and Neighbourhood Watch.



Chapter 5: Future directions for CPPs

This final chapter presents the key results of the evaluation, and provides some ideas for government and for existing local partnerships to improve future outcomes.

Key findings of the evaluation

The partnership approach to community-based crime prevention was considered by participants in the program to be a concept with strong potential for local communities. In particular, the evaluation found that:

- Most of those involved in the CPP initiative endorsed the principles embodied in the partnership approach, even if they were critical of how the approach had been applied in their particular case. There was clearly enthusiasm for community and local government involvement in crime and crime prevention issues, and a desire to pursue this approach in the future.
- Of the seven pilot CPPs, only two — at Gold Coast and Logan — could be considered to have failed in that they were discontinued prior to the completion of the pilot. Even in these locations the need for involving the council and local community in crime prevention has been recognised, and other strategies have been developed to facilitate this.
- The remaining five partnerships — at Sunshine Coast, Thuringowa, Toowoomba, Hervey Bay–Maryborough and Mackay — were keen to continue, subject to some modifications and the securing of ongoing funding for the coordinator's position.
- Many interviewees felt that the partnership provided an important focus for crime prevention in the local community.
- Most members of CPPs (other than the Logan and Gold Coast partnerships) agreed that the initiative had contributed to better working relations among the agencies and groups represented on the partnership.
- Innovative strategies developed by partnerships illustrate the potential for partnerships to devise successful and effective initiatives.

While the partnership concept had considerable support from interviewees at all levels of the program, the evaluation has found a range of problems. The following lists detail the key findings of the research about the establishment, structure and operation of the pilot program.

Establishment of the program

- There was an unsystematic approach to site selection.
- Difficulties were encountered in attracting the right participants for involvement in the program.
- Training provided to participants, particularly representative members, was inadequate.
- There was an unrealistic funding target for business representatives.
- The funding for initiatives was inadequate.

Structural issues

- The prescribed membership of CPPs was overly restrictive, and a number of interviewees commented that the requirements did not suit their community.
- The subcommittees established by each partnership were generally not effective in providing the envisaged 'conduit' between the CPP and the local community, and several interviewees felt that the work of the partnership was fragmented as a consequence.

- Coordinators often felt overwhelmed by the range of tasks required of them.
- The Central Board did not function as intended, and there was little evidence that the Board ever acted on issues raised by CPPs.
- The role of the Social Development Coordinator was unclear, and the position was overburdened with responsibilities during the course of the pilot.

Operational issues

- Partnerships tended to rely on limited information to identify crime and disorder problems.
- Partnerships generally did not develop prioritised plans to guide their work, but rather operated on a more reactive or ad hoc basis, addressing issues ‘as they arose’.
- Partnerships generally developed a limited range of strategies in response to crime problems.
- There were problems with consistency of attendance and stability of membership in some partnerships, particularly with the media, ethnic/Aboriginal and Torres Strait Islander communities, and youth representatives.
- Reporting and record-keeping requirements for CPPs proved to be very onerous and may have hampered the work of the partnerships.
- There was considerable frustration among some interviewees about the failure of CPPs to achieve results quickly, leading to a feeling that momentum and community confidence in the partnerships were lost.
- There was insufficient knowledge about the aims of the program among partnership participants.
- The operation of the program was generally characterised by conflict both locally and at the State level.
- There was a perception that the program overlapped with other local initiatives, or did not properly communicate with them.

Future directions

The partnership approach to community-based crime prevention work is clearly an appropriate and potentially beneficial one for Queensland. It is our view that there are strong grounds for continuing to pursue this approach, and that, given better planning and adequate support, CPPs could make some important contributions to local communities. This section presents a range of possible solutions to the problems highlighted by the evaluation.

Site selection

Siting of partnerships is one of the most critical factors to be settled if the initiative is to continue. As the pilot has shown, partnerships do not suit every community. Before any new initiative is introduced locally, careful consideration must be given to existing structures. When deciding whether to introduce a CPP to a community, the following questions should be answered:

- Is the proposed area too large or too small to support a CPP?
- Is there sufficient work for a CPP? Smaller rural communities, and even some suburban areas, may not have substantial enough crime and disorder problems to justify setting up a formal partnership arrangement.
- Is there a CCC in operation locally? If so, does the committee have the potential to fulfil the aims and objectives of the proposed partnership?
- What does the local council already have to address crime and disorder issues? The existence of a council advisory group on crime prevention, for example, may negate the need for a CPP.

- Are there any other local inter-agency groups in the community, for example, a youth justice group or a drugs forum? If so, how effective are the groups? Could they be tasked with the aims of a CPP?

These considerations are only a guide, and arise directly from the results of the evaluation. A set of criteria should be developed to facilitate a planned approach to the introduction of partnerships more broadly.

Training for participants

Training for crime prevention workers has recently been given some consideration nationally. National Crime Prevention¹² has been working towards documenting the sorts of training opportunities required by crime prevention workers, and the range of training courses currently available. The 1998 report *Crime Prevention Training Needs Assessment* examines the training needs of crime prevention practitioners. The document is based on research which provided crime prevention workers with the opportunity to express their most pressing training needs.

The following five areas of knowledge were identified as the areas of highest need:

- crime prevention planning
- the law/legal system/policies
- project management
- criminology
- strategic planning models.

In addition, the following skills were identified as areas of highest need:

- collaboration, teamwork
- training design/delivery/evaluation
- public relations, marketing
- project management
- negotiation
- change management
- strategic planning.

These knowledge and skill needs may be useful when considering the requirements of the coordinator's position — they could very well form the basis of a position description and selection criteria. National Crime Prevention is currently developing a training strategy for crime prevention workers, which will be available towards the end of 1999.

It is clear from the CPP evaluation that partnership coordinators and members alike require sound induction in the aims of the program, and clear direction as to their objectives. Partnerships will be required to identify and understand quantitative information, recognise when specialist assistance is required, conduct community consultation, and compile and execute strategies for crime prevention. Coordinators and Chairs need thorough information about crime prevention concepts, advice about potential initiatives, and direction about record-keeping processes. Coordinators, in particular, need to have strong skills in community networking with other crime prevention workers to ensure good networks are established and to avoid feelings of isolation. Most importantly, partnerships need to know how to monitor and evaluate initiatives.

¹² National Crime Prevention is part of the Federal Attorney-General's Department and was formerly known as the National Campaign Against Violence and Crime. The aim of National Crime Prevention is to find and promote ways of preventing violence, crime and fear of crime in Australian communities.

In addition, partnerships clearly have an interest in conducting their own surveys to assist them in identifying crime problems and potential solutions. Given this interest, some thought must be given to equipping partnerships with the skills to conduct surveys successfully. This could be achieved by using one or more of the following options:

- training coordinators in survey design, sample selection, data collection and interpretation of information
- instructing partnerships step-by-step on how to conduct a survey
- assisting partnerships conduct a survey.

Such training would also assist partnerships in overseeing a larger and more comprehensive survey, such as the ACRO 'attitudes and perceptions survey', should they so wish.

In summary, there is clearly a need for an ongoing training plan for all those involved in the partnership initiative, but particularly for coordinators and chairpersons.

Funding

Once there are suitable administrative and monitoring arrangements, partnerships should be assured that core funding will continue, subject, of course, to satisfactory performance. Consideration should be given to the length of time for which core funding should be provided, bearing in mind the time required for partnerships to become established, undertake audits of crime and disorder, compile a strategic plan, develop effective crime prevention initiatives, and evaluate the outcomes of their activities. It would assist partnerships in their long-term planning to have the security of several years of recurrent funding.

As reported in chapter 4, partnership members felt seriously hamstrung by the shortage of funding for initiatives, and there was clearly some confusion about the ability of partnerships to raise funds themselves. Consideration should also be given to providing partnerships with some additional funding, perhaps on a matched funds basis, for which they could compete to resource specific crime prevention proposals. In addition, it would be beneficial if the legal capacity of partnerships to raise funds could be clarified.

The partnership structure

While it is appropriate to have a designated core membership, such as representatives from the local government and police, there must be some capacity for partnerships to vary their structure according to local circumstances (as with similar initiatives in other jurisdictions). Future partnership initiatives need to include representatives of relevant government departments and agencies such as Education, Health or Families, Youth and Community Care. It is neither necessary nor desirable to have such agencies represented as a matter of course, but they should be included where the partnership has identified ongoing issues that can only be handled effectively with the assistance of these other agencies.

The role of some partnership members needs further consideration by partnerships. In particular:

- The main police representative should be a senior officer with direct responsibility for the area covered by the CPP (in most cases the District Officer), rather than the regional Assistant Commissioner. Police should also take steps to ensure continuity in attendance at partnership meetings and to restrict the number of other officers who attend meetings. The role of police in relation to partnerships needs clarification and strengthening, with police specifically tasked to provide the following information to local partnerships on a regular basis:
 - data on reported crime
 - information about police responses (and constraints) to identified problem
 - advice on crime prevention strategies being applied or developed by police.

It should be stressed to police that they have a particular responsibility for ensuring that there is adequate communication between partnerships and local community policing programs that are already in operation in the local community (such as Neighbourhood Watch groups or CCCs).

- There is little to be gained from retaining a designated position of ‘community representative’, given the near impossibility of a single individual representing the community as a whole. However, this should not preclude community members being invited to join a partnership where they have particular expertise to contribute.
- Given that most partnerships experienced difficulty in obtaining a media representative, and that several media representatives felt uncomfortable with their role, there should not be a designated media position on the partnership. However, partnerships should certainly be encouraged to involve the local media wherever possible and to establish strategic alliances with major media groups. In addition, one of the partnership members should be assigned the role of ‘media liaison officer’.
- Young people could be effectively represented by an adult who has good links and communication with local young people, rather than placing the onus of representation directly on a young person.
- There clearly needs to be separate representation for Aboriginals, Torres Strait Islanders, and ethnic communities, rather than these groups being represented by a single individual. This is particularly important in communities with significant numbers of particular cultural groups.

Finally, the use of mandatory subcommittees under each representative did not work well and should be abandoned. Partnerships should consider forming subcommittees as required, convening discrete groups with relevant representatives to work on specific issues.

The use of information

Partnerships need to be encouraged to consult a broad range of information sources to identify and address issues. Conducting a crime and safety audit of the local community may be a more successful way for partnerships to identify crime and disorder problems systematically (see Box 1 opposite for more details).

It should not be obligatory for future partnerships to conduct community surveys along the lines developed by ACRO, but committees may wish to conduct smaller, more targeted surveys to gather specific information as part of a crime and safety audit.

As part of this process, partnerships need to consider their processes of community consultation. As one coordinator commented: ‘If you’re going to consult, then you need to do it properly. It’s not just about organising general forums and please turn up. You have to think about who you’re dealing with’. Community consultation requires careful planning, and needs to be clear in what it aims to achieve (see Box 2 opposite for details).

In particular, partnerships need to be mindful of the characteristics and needs of specific groups in the community such as young people or Aboriginals and Torres Strait Islanders. Consultation with these groups will require a different approach to consultation with, say, the local Neighbourhood Watch group.

Box 1: Conducting an audit of crime and disorder

An audit of crime and disorder aims to provide information for strategic priority setting. Ideally, partnerships should aim to compile a written report consisting of an introduction, the findings of the audit, current crime-reduction work being done in the community, and possible policy options. While the document should not pre-empt decisions about crime-prevention priorities, it should provide an objective basis on which decisions about priorities can be made by the partnership. The audit should consult existing data and should include any other information collected specifically for the audit.

Examination of existing data sources

Police calls-for-service data and arrest data

Department of Housing data on vandalism, antisocial behaviour and evictions

Department of Education data on exclusions and truancy

Department of Health data on needle exchange numbers

Local council data on property damage and other common disorder complaints

Chamber of Commerce data on costs of retail crime and criminal damage

Hospital data on injury related to crime and disorder

Examination of specially collected data

Surveys of the population on their experience of crime and disorder, and their priorities for tackling these problems, are potentially very useful sources of data. However, they are expensive to run (large sample sizes are required to produce robust findings), and they tend not to be good measures of sensitive crimes such as sexual assault or domestic violence. In addition, people can often be poorly informed about crime and disorder issues, and respondents to surveys tend also to be utopian in their responses (favouring lower taxes and greater social services at the same time). Users of specially designed surveys need to bear these limitations in mind.

Source: Hough & Tilley 1998

Box 2: What's best in community consultation?

Instead of conducting consultation to help identify crime problems, consultation might be better used after an audit of crime and disorder has been done. Community consultation is then used to:

- confirm the findings of the audit
- ensure the audit has not overlooked anything important
- ensure that the audit has not misunderstood or misrepresented the community
- seek public opinion about proposed priorities and strategies to deal with problems.

Consultation should aim to reach a broad and representative cross-section of the population.

Planning consultation requires careful consideration of:

- the importance of a clear purpose and desired outputs or outcomes
- the role of the chairperson
- an appropriate venue
- frequency of meetings and number of groups
- the desirability of convening single-issue groups.

Proper planning will ensure that meetings and consultations are more productive and effective.

Sources: Elliott & Nicholls 1996; Hough & Tilley 1998

When planning consultation with Aboriginal and Torres Strait Islander peoples, useful resources are *Protocols for Consultation and Negotiation with Aboriginal People* (1998) and *Proper Communication with Torres Strait Islander People* (1998), which can be obtained through the Department of Aboriginal and Torres Strait Islander Policy and Development.

When planning consultation with young people, a useful resource is *Promoting Youth Participation: A Rights Perspective* by M. Kaplun (1995), which can be obtained through the National Children's and Youth Law Centre at the University of New South Wales.

Strategy development

It must be expected that initiatives will take time to plan and implement, and a degree of patience is required on everyone’s part. In the meantime, however, it may be wise to provide new partnerships with a series of relatively simple and immediate objectives to achieve until the planning process can be completed. Commencing a discrete and achievable project is a way of helping to launch a partnership, and provides a vehicle for partnership members to work together. Such a project would be one that has the potential to create immediate, concrete and quite public results, is well documented, and is easily achievable.

When developing strategies to address crime problems, partnership members require information about the range of effective crime prevention strategies available to them. A central database of crime prevention initiatives could be compiled to provide information about potential initiatives, and about their documented outcomes in other jurisdictions. Other essential sources are the Internet and organisations such as National Crime Prevention and the Australian Institute of Criminology.

Reporting requirements

While some ongoing process of external accountability is clearly required for partnerships, particularly if they are to continue to receive funding from the State Government, the nature and frequency of reporting needs closer attention. Partnership members (particularly coordinators) and Central Board members alike commented on the onerous nature of the pilot’s reporting and record-keeping systems. Now that the pilot is over, a quarterly reporting cycle could be used to determine:

- if there are changes that could be made to the members and/or focus of a partnership which would assist it to become more effective
- if the objectives of the partnership could be better achieved by using or adapting some other existing mechanisms (such as a council worker or some other local inter-agency forum), or setting up an alternative structure (such as some project specific task forces, or establishing one or more CCCs)
- if there is any continuing community need for a partnership, or equivalent body, to be maintained.

A quarterly reporting system could perhaps be developed along the following lines:

1st quarter	commencement of the planning cycle and presentation of a strategic plan for the following year (see Box 3 opposite)
2nd and 3rd quarters	brief progress reports indicating what amendments, if any, have been made to the strategic plan and flagging issues for attention by the oversight body
4th quarter	presentation of a comprehensive annual report on the work and achievements of the partnership

This system of regular reporting could be supplemented by periodic audits by the oversight body to ensure that partnerships are on track to achieve their local objectives, and the objectives of the statewide approach. The ultimate aim of the quarterly reporting system would be to ensure evidence of concrete outcomes in order to justify continuation of funding for individual partnerships.

Box 3: What does a strategic plan look like?

A strategic plan should begin with a statement of purpose, which is a clear and simple statement of the aims of the partnership. It should then go on to outline up to half a dozen central objectives, which can be expressed in the following ways:

- in terms of geographic area, e.g. 'to reduce crime in the mall'
- by crime type, e.g. 'to reduce residential burglary'
- by victim characteristics, e.g. 'to reduce crime against small business'
- by offender characteristics, e.g. 'to reduce alcohol-related violence'.

It is important that the strategic plan documents the basis on which these objectives have been chosen as primary aims for the partnership — this information will already be available from the audit of crime and disorder.

Once the objectives have been set and prioritised, strategies and initiatives can then be built into the plan.

When a set of strategies has been articulated, the strategic plan needs to document how they will be monitored and evaluated. In particular, the plan should identify the performance measures that will be used to judge the results of each initiative. Measures can include changes in numbers or rates of offences/victimisation/complaints reported, increased savings relative to the costs of the initiative, or improvements in community satisfaction. The plan should list the kinds of outcomes or targets that the initiative should ideally produce.

Targets should be 'SMART':

- specific
- measurable
- achievable
- realistic
- time scale attached.

The strategic plan could then include a financial plan which lists available resources and documents funding required to fulfil the strategic plan. Finally, the plan could include a 'communications and marketing' strategy which documents what the partnership will do to publicise the work of the partnership.

Some excellent resources are available to assist partnerships in compiling their strategic plans:

Crime Prevention Agency & Crime Concern 1998, *Reducing Neighbourhood Crime: A Manual for Action*, The Crime Concern Trust, London.

Crime Prevention Division 1998, *How to Develop Local Crime Prevention Plans*, New South Wales Attorney-General's Department, Sydney at <<http://www.legaid.nsw.gov.au/cpd.nsf/pages/cpddevelopindex>>.

Department of Justice Victoria, 1997, *Safer Cities and Shires: A Guide to Developing Strategic Partnerships*, Melbourne.

Hough, M. & Tilley, N. 1998, *Auditing Crime and Disorder: Guidance for Local Partnerships*, Home Office Police Research Group, London.

National Crime Prevention Centre 1998, *Building a Safer Canada: A Community-based Crime Prevention Manual*, Department of Justice, Canada at <<http://www.crime-prevention.org/ncpc/publications/build/index.htm>>.

Management of the initiative

Finally, and perhaps most importantly, the structure and function of the oversight body is instrumental to the success of local partnerships. It is our recommendation that effective management and support for the initiative would be best achieved in the following way:

- Locate responsibility for managing future partnership initiatives in a central department, such as Premier and Cabinet, rather than in the Police Minister's office, because of the cross-agency nature of the issues involved.
- If the partnership approach is to be retained over the longer term, establish a properly resourced central unit to support, guide and inform individual partnerships, train coordinators and other key personnel, and regularly monitor and report on the activities of partnerships.
- Make the development of an effective and rigorous process for selecting new sites for partnerships a core responsibility for this central unit.
- Assign the role of overseeing and addressing issues identified by the partnerships to the newly established Crime Prevention Taskforce, rather than a stand-alone Central Board.

The proposed central support unit could fulfil a number of roles. In particular, it could:

- help partnerships produce a crime and disorder audit of their local community
- provide training and advice in the interpretation of data and the use of appropriate consultative mechanisms
- compile a database of crime prevention activities for partnerships to access, and keep partnerships informed about new initiatives and programs available to local communities
- facilitate communication between coordinators via periodic meetings and/or a written newsletter between partnerships
- administer any separate funding for individual initiatives
- assist partnerships with the strategic planning and annual reporting process
- manage the monitoring and evaluation process
- advise the central department and the Crime Prevention Taskforce about the partnership program and indicate any action required.

Summary

For the partnership initiative to succeed and to produce concrete outcomes, this report has documented a series of issues that require attention. They include:

Site selection. Correct selection of locations for siting partnerships must take account of those agencies and groups already in operation in the local area.

Training. Participants in the partnerships need strong induction in the aims and objectives of the partnership approach, and coordinators and chairpersons need special training and professional development for their unique roles on the partnership.

Funding. Assurance of core funding is required for partnerships to engage in proper planning for long-term outcomes, and funding for initiatives, perhaps on a matched funds basis, would enable partnerships to resource specific proposals.

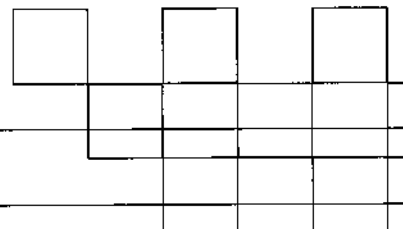
Partnership structure. A more flexible approach to membership should be taken, and partnerships should be encouraged to involve government departments and agencies where relevant. Partnerships need to give some consideration to the roles of some of their members, particularly police, the community representative, the media representative, youth representation, and representatives of ethnic/Aboriginal and Torres Strait Islander groups.

Use of information. Partnerships need to be encouraged to consult a range of information when identifying crime and disorder problems. Conducting an audit of crime and disorder in the local community, and producing a written report, is a methodical means of compiling useful information and prioritising issues for action.

Strategy development. Partnerships need access to information about crime prevention strategies used in other jurisdictions and their outcomes. Until a comprehensive planning process has been conducted, new partnerships would benefit from engaging in a discrete and achievable project in order to gain their confidence, and the confidence of the community, in their ability to reach outcomes.

Reporting requirements. A quarterly reporting cycle, supplemented by periodic audits, would best achieve the aims of monitoring and evaluating the work of partnerships.

Overall management of the initiative. Responsibility for the partnership initiative would be best located in a central department to give voice to the cross-departmental nature of the program. The initiative would greatly benefit from support from a properly resourced central unit.



Appendix A: Partnership initiatives in other jurisdictions

Partnerships in the United Kingdom

Recent legislation (*Crime and Disorder Act 1998*) in Britain has placed statutory requirements on local authorities (local councils and police services) to establish statutory crime and disorder partnerships. The partnership is to include any probation committee or health authority in the local area, and gives the Secretary of State the power to name any other agencies for mandatory inclusion.

Crime and disorder partnerships are tasked with preparing and implementing a detailed, three-year strategy for the reduction of crime in the area. In compiling the crime reduction strategy, the Act stipulates that the partnership is to prepare a report detailing the results of an analysis of crime and disorder, which is to provide the basis for the strategy. The Act also includes a provision requiring partnerships to consult with the local community to obtain their views.

The Act specifies that the crime and disorder strategy should provide:

Objectives to be pursued by the responsible authorities, by cooperating persons or bodies or, under agreements with the responsible authorities, by other persons or bodies; and long-term and short-term performance targets for measuring the extent to which such objectives are achieved (s.6[4] *Crime and Disorder Act 1998*).

The partnership is then instructed to report to the Secretary of State on the progress of the strategy's implementation.

To assist partnerships in the tasks assigned to them in the Act, the Home Office has produced a document entitled *Guidance on Statutory Crime and Disorder Partnerships* (1998) which contains information on partnerships, auditing, staff training and the sharing of information. It is not intended to be prescriptive, leaving the question of committee structure up to individual partnerships to resolve, but it contains many examples of existing partnership arrangements and crime prevention initiatives that have been implemented.

The document can be found on the Internet at <http://www.homeoffice.gov.uk/cdact/cdaguid.htm>.¹³

Partnerships in Canada

The Canadian Department of Justice has developed a four-phase model (Building a Safer Canada) to assist in the implementation of the National Strategy on Community Safety and Crime Prevention. The model is presented in a step-by-step document entitled *Building a Safer Canada: A Community-based Crime Prevention Manual* (1998). The model, presented below, emphasises collaboration with individuals and organisations who are interested in crime prevention:

1. Identifying and describing problems

The first phase of the process involves collecting information to inform the action plan. The manual identifies several sources of data that could be used to identify community problems, and provides some basic information about how to interpret statistical information. Options for community consultation are presented and guidance is provided for prioritising community problems.

2. Developing an action plan

The action plan details the strategies intended to address the problems identified in phase one. The manual provides advice on how to determine the level of intervention required; how to select participants for planning and implementation; how to develop a range of options to choose from; how to select the best option; how to formulate goals and objectives; and how to prepare a work plan.

¹³ Documents may only be available online from time to time. If the document cited here is unavailable, contact the relevant institution for information about the publication.

3. Carrying out the action plan

This phase of the process relates to the implementation of the strategies compiled in the action plan. The manual describes how best to maintain community support for initiatives, and how to sustain the program itself.

4. Monitoring and evaluating the program

The final phase of the model concerns the conduct of a monitoring and evaluation strategy for the action plan. The manual stresses the importance of planning the evaluation before implementing strategies in order to establish, at an early stage, the data required to conduct effective monitoring and evaluation. A second publication, entitled *Step by Step: Evaluating Your Community Crime Prevention Efforts* (1998), provides a detailed guide in the design and conduct of a program evaluation.

Both the publications described above are available on the Internet at:

<<http://www.crime-prevention.org/ncpc/publications/build/index.htm>> for *Building a Safer Canada: A Community-based Crime Prevention Manual* (1998)

<<http://www.crime-prevention.org/ncpc/publications/s-by-s/index.htm>> for *Step by Step: Evaluating Your Community Crime Prevention Efforts* (1998)

Partnerships in Australia

Following the international lead, partnership approaches to crime prevention have been established in several States in Australia, notably New South Wales, Victoria and South Australia. These are described in turn.

New South Wales

The Crime Prevention Division of the New South Wales Attorney-General's Department is promoting a partnership approach to crime prevention for local government and has produced a resource manual, entitled *How to Develop Local Crime Prevention Plans* (1998), to assist local government agencies in developing a plan and selecting successful crime prevention strategies. The manual establishes the following core operating guidelines for convening successful partnerships without prescribing the membership itself:

- legitimacy through representativeness
- involvement of key agencies
- a skilful chairperson
- an optimal number of members for effective functioning (12–15)
- employing wide community consultation
- articulation of clear objectives
- maintaining the prevention of crime as the central goal.

Similar to the United Kingdom and Canada, the manual provides detailed advice to partnerships on how to conduct the planning process in five stages: defining the problem, deciding what to do, publicising the draft plan, implementing the plan, and assessing progress. The document gives an example of an action plan, and provides the following advice on how to ensure the success of the plan:

- have consistent leadership
- prepare an achievable plan
- obtain commitment from key agencies
- focus effort/do enough to make a difference
- draw on technical expertise
- be coordinated by a 'driver' to hold people to task
- undergo training
- pay close attention to project design, management and evaluation.

Finally, the material developed by the Crime Prevention Division includes an extensive list of examples of crime and disorder problems and associated strategies for tackling them.

The material can be found on the Internet at: <<http://www.legalaid.nsw.gov.au/cpd.nsf/pages/localindex>>.

Victoria

The Victorian Government's (Department of Justice) Community Safety and Crime Prevention Strategy, VICsafe, is based on the development of strategic partnerships with the community, non-government agencies, and the private sector. The Safer Cities and Shires program, like similar initiatives in New South Wales, the United Kingdom and Canada, identify local government as the lead agency in convening a senior management team (essentially a partnership), tasked to compile a community safety plan. The process of developing community safety plans is described in the publication *Safer Cities and Shires: A Guide to Developing Strategic Partnerships* (1997), which presents a seven-stage process to follow:

- Stage 1: Initiating the community safety plan, and articulating the vision and mission
- Stage 2: Conducting a comprehensive needs assessment
- Stage 3: Creating a management and coordination structure
- Stage 4: Devising a communication and marketing strategy
- Stage 5: Developing a financial plan and resource map
- Stage 6: Developing key result areas and implementing the action plans
- Stage 7: Evaluating and reviewing the results.

The Safer Cities program has the following three principles as its foundation:

- a comprehensive local community safety plan
- a senior management team in each municipality
- a process of community consultation and involvement.

The guide provides comprehensive direction in how to develop and implement a community safety plan, and identifies four key objectives and 14 key issues and outcomes which local plans can choose to include.

The guide can be obtained by contacting the Community Safety and Crime Prevention Unit in the Victorian Department of Justice.

South Australia

South Australia's local crime prevention committees have been in operation since 1989. The 16 committees are funded by the Crime Prevention Unit of the Attorney-General's Department and are sponsored by local government authorities. Local crime prevention committees have been established in areas where there is a high crime rate, and employ a full-time project coordinator. Committees are encouraged to develop a broad community involvement in their program, and report annually to the Attorney-General (annual reports include information about both financial and program performance). The Crime Prevention Unit provides training seminars for project coordinators.

Crime prevention committees employ a problem-solving approach to crime prevention as a means of tackling potentially complex and overwhelming crime problems. This approach involves the following process:

- data collection
- data analysis and interpretation
- strategy design
- implementation of strategies
- monitoring and evaluation.

A recent evaluation of crime prevention committees found very strong support by program participants for the problem-solving approach (Panton 1998). In particular, the evaluation found that police, local councils, project officers and several state government agencies were in favour of the approach because it improved accountability mechanisms.

Conclusion

Partnership approaches are quickly being developed overseas and within Australia, and share similar aims, objectives and methods. It is important to note that many of these initiatives are very new and have not yet undergone thorough evaluation. Most partnership models appear to be very flexible in terms of committee

structure, to allow for variation between local communities. All of the programs described here encourage a systematic approach to information collection for identifying crime and disorder problems, and all demand that the activities of the partnership are documented according to a careful planning process. Monitoring and evaluation is also an integral part of all the partnership models presented.

Some excellent resource material is available, both on paper and on the Internet, to guide local government in the development of a strategic approach to partnerships in crime prevention.

Appendix B: Role of the Social Development Coordinator

1. Manage the CPP Program and establish effective working arrangements with key individuals and groups in each of the pilot areas.
2. Identify urgent, pressing problems from the perspective of all major stakeholders within the criminal justice system and those that deal with the system (establish effective links with relevant ministers and agency CEOs as well as the judiciary and the courts).
3. Establish effective links with relevant ministerial policy advisors.
4. Within each relevant agency, nominate a senior executive to be a point of contact for the coordinator. Develop a network of planners and policy advisors from all appropriate agencies who have the confidence of, and can speak on behalf of, their CEO.
5. Identify current plans for policy changes.
6. Scan national and international experience for the most successful models.
7. Develop priorities and strategies for addressing urgent matters with a network of key planners.
8. Undertake initial stakeholder interviews and Queensland-based research — including regional and remote issues.
9. Work with agency planners and policy advisors on a project basis to achieve agreed cost milestones using seconded assistance, preferably from agencies in, or interacting with, the criminal justice system.
10. Progressively establish a database of relevant agencies, key issues and best practice from other jurisdictions.
11. Determine incentives for agencies contributing to and achieving criminal justice system improvements — use formal authority or legislative approach only if clearly necessary after other incentive-driven approaches.
12. Establish strategic plans to deal with two issues of concern — violence against women and community dislocation because of crime on Aboriginal and Islander communities.

Appendix C: Interview schedules

Interview schedule for interviews of CPP members

1. Do you think the work of the partnership was of value to the community?
If not, why not?
If yes, in what ways?
2. Was the partnership successful at identifying problems?
If so, can you give examples? If not, why was the partnership unsuccessful?
How were problems identified Was non-success to do with lack of planning,
by the partnership? lack of expertise, lack of central support?
3. Was the partnership successful at developing and implementing workable initiatives at the local level?
If so, can you give examples? If not, why was the partnership unsuccessful?
What steps did the partnership follow Was non-success to do with lack of planning,
for developing strategies? lack of expertise, lack of central support?
4. Were issues addressed as they arose, or as part of a more long-term strategy developed by the partnership?
5. Has the partnership led to more cooperative working relations between the various agencies and community groups represented on the partnership?
If so, how?
If not, why not?
6. Do you think all the appropriate agencies or groups were represented on the partnership?
If not, which agencies or groups should have been included?
Were there agencies or groups on the partnership that were unnecessary to the work of the partnership?
7. Do you think the people attending the partnership were the most suitable representative for their agency or group?
If not, why not?
If not, who else should have been included?
8. What sort of community consultation was conducted by partnership members?
Was this adequate?
What other sorts of mechanisms do you think could have been used to improve community consultation?
9. Do you feel you had the necessary skills and training for your role in the partnership?
If not, what other skills or training did you need?
10. Were there any problems with the partnership?
What were they?
What do you think were the reasons for (the problem)?
11. Do you think the partnership should continue?
12. If the partnership were to continue, what would you change about it?
13. Was the partnership a unique group in the local area?
That is, was there any other body that could (or already was) doing the same sorts of things as the partnership?

The CPP model

14. Do you have a personal copy of the CPP Policy and Procedures Manual?
15. Have you read the CPP Policy and Procedures Manual? (If the interviewee is unfamiliar with the manual, skip down to questions 18–21).
16. Do you think your partnership conformed to the Policy and Procedures Manual?
How was the partnership different?

What was the reason for any differences between the partnership and the model as described in the manual?

17. Do you think the model (as defined in the manual) was appropriate in your community?
18. Are you familiar with the role of the CPP Central Board? (If the interviewee is unfamiliar with the Central Board, conclude the interview.)
19. Was the Central Board effective for channelling issues raised by the partnership to relevant government departments?
20. Was government action taken in relation to any issues raised at the Central Board?
If not, why not?
21. Do you think the operation of the Central Board was satisfactory?

Interview schedule for interviews of Central Board members

The operation of local partnerships

1. Do you think the work of local partnerships was of value to the community?
If not, why not?
If yes, in what ways?
2. Were local partnerships successful at identifying problems and developing initiatives to address them?
3. What were the problems with the partnership concept?
What do you think were the reasons for [the problem]?
4. Do you think the partnerships should continue?
5. If the partnership concept were to continue, what would you change about it?

The operation of the Central Board

6. Do you have a personal copy of the CPP Policy and Procedures Manual?
7. Have you read the CPP Policy and Procedures Manual?
8. Do you think the Central Board conformed to the Policy and Procedures Manual?
How was the Central Board different?
What was the reason for any differences between the Central Board as intended and the way it actually ran?
9. Do you think all the appropriate agencies or groups were represented on the Central Board? If not, which agencies or groups should have been included?
Were there agencies or groups on the Central Board that were unnecessary to the work of the Board?
10. Do you think the people on the Central Board were the most suitable representative for their agency or group?
If not, why not?
If not, who else should have been included?
11. Did the partnership concept lead to more cooperative working relations between the various agencies and community groups represented on the Central Board?
If so, how?
If not, why not?
12. Do you feel you had the necessary skills and training for your role on the Central Board?
If not, what other skills or training did you need?
13. What was the main focus of the Central Board from your perspective?
14. What sorts of issues came to the Central Board from individual partnerships?
Were these the kinds of issues you were expecting?

15. How were issues addressed by the Central Board?
16. Do you think the model (as defined in the manual) was appropriate?
17. Do you think the operation of the Central Board was satisfactory?
18. If not, what changes would you make?

Interview schedule for interviews with other key personnel

This interview is structured to address four areas of the partnership model: local CPPs, the Central Board, the Social Development Coordinator and the consultant, ACRO. If possible, please limit your answers to each section — there will be opportunity at the end of the interview to add any further comments if the interview schedule has not provided enough opportunity.

1. Just broadly, what was the intention behind the CPP program?
What did it hope to achieve?
2. Why was the ACRO model chosen to achieve this/these aims?
3. In your view, what were the strengths of the ACRO model over other existing structures such as CCCs?

The operation of local partnerships

4. Were local CPPs successful at identifying problems and developing initiatives to address them?
5. Do you think all the appropriate agencies or groups were represented on the CPPs?
If not, which agencies or groups should have been included?
6. How were individual CPP members selected?
How were the coordinators selected?
7. Do you think the individuals selected were the most suitable for their role?
If not, why not?
8. What were the problems with the overall partnership model/design?
What do you think were the reasons for (the problem)?
9. What were the problems with the day-to-day operation of the partnerships?
What do you think were the reasons for [the problem]?

The operation of the Central Board

10. Do you think the Central Board operated as intended?
Why/why not?
11. What sorts of issues came to the Central Board from individual partnerships?
Were these the kinds of issues you were expecting?
12. How were issues addressed by the Central Board?
13. Do you think all the appropriate agencies or groups were represented on the Central Board? If not, which agencies or groups should have been included?
Were there agencies or groups on the Central Board that were unnecessary to the work of the Board?
14. Do you think the Board members were the most suitable representative for their agency or group?
If not, why not?
If not, who else should have been included?
15. Do you think the operation of the Central Board was satisfactory?

The role of the Social Development Coordinator

16. What role was intended for the Social Development Coordinator?

17. Did the role of the Social Development Coordinator operate as intended?
If not, why not?
18. Do you think the role of the Social Development Coordinator was appropriate?
19. Do you think the operation of the Social Development Coordinator was satisfactory?

The role of the consultant ACRO

20. Apart from the initial design of the CPP model, what continuing role was intended for ACRO?
21. Did ACRO operate as intended?
22. Do you think the involvement of ACRO was appropriate?
23. Do you think ACROs work was satisfactory?

... and finally ...

24. Do you think the partnerships should continue?
25. If the partnership concept were to continue, what would you change about it?
Do you have any further comments to add about the CPP program?

Appendix D: Attendance at CPP meetings by nominated representatives up to and including August 1998

Partnership location

Representative	Thuringowa	Mackay	Logan	Sunshine Coast	Gold Coast	Maryborough— Hervey Bay	Toowoomba
Chair	Complete attendance of mayor.	Strong attendance of mayor.	Strong attendance of mayor.	Three mayors attending — Chair delegated to one mayor who shows complete attendance.	Complete attendance of mayor.	Two mayors sharing Chair — strong attendance of both.	Local councillor chairing — complete attendance.
Police	Three police attending with very strong attendance of Assistant Commissioner.	Three police attending (Assistant Commissioner attends twice), with representation clearly shared between three officers.	Seven police attending with complete attendance of nominated representative (Assistant Commissioner shows reasonable attendance).	Six police attending with nominated police representative only missing one meeting (single attendance of Assistant Commissioner).	Nine police attending — nominated police representative shows reasonable attendance.	Seven police attending, plus the Assistant Commissioner — nominated police representative shows strong attendance.	Three police attending — nominated police representative shows complete attendance.
Youth	Changeover of youth representative with patchy attendance of new representative.	Poor attendance of two youth early on, but youth worker attending regularly since May.	Poor attendance of single representative.	Three young people comprise the 'youth team'; attendance at all but one meeting.	Four youth representatives attending, with fairly poor attendance rate.	Poor attendance of six different young people.	Only achieved a youth representative at most recent meeting.
Business	Changeover of business representative with strong attendance of first representative.	Almost complete attendance of two business representatives.	Poor attendance of single business representative.	Changeover of business representative with complete attendance of new representative.	Complete attendance of single business representative.	Strong attendance by single business representative.	No designated business representative.
Ethnic/Aboriginal & Torres Strait Islander	Poor attendance of single ethnic/Aboriginal & Torres Strait Islander representative.	Complete attendance of Aboriginal & Torres Strait Islander representative, although the representative has resigned since September 1998.	Complete attendance of single Aboriginal & Torres Strait Islander representative and poor attendance of three ethnic representatives.	Strong attendance of Aboriginal & Torres Strait Islander representative since March.	Strong attendance of single ethnic representative.	Complete attendance of single Aboriginal & Torres Strait Islander representative.	Reasonable attendance of single Aboriginal & Torres Strait Islander representative.
Media	Complete attendance of single media representative.	Poor attendance of single media representative.	Poor attendance of single media representative.	Strong attendance of single media representative early on, but has missed meetings since May.	Media representative lost early on.	Poor attendance of media representative.	Complete attendance of single media representative.

Partnership location

	Thuringowa	Mackay	Logan	Sunshine Coast	Gold Coast	Maryborough-Hervey Bay	Toowoomba
Community	Complete attendance of community representative.	Reasonable attendance of single community representative.	Reasonable attendance of single community representative.	Changeover of community representative, with patchy attendance of new representative.	Changeover of community representatives, with consistent attendance before/after changeover.	Two community representatives (one for each local area) show reasonable attendance.	Complete attendance of single community representative.
Other	One-off attendance by one.	One-off attendances by two.	Reasonable attendance of council representative and a one-off attendance of a councillor.	Attendance by seven extra others, four of whom were one-off attendances.	Also included a women's representative and an elderly representative.	Also included a seniors' representative, and there were one-off attendances by six.	There are many additional attendances, notably from Departments of Housing, police, Education and Department of Family, Youth and Community Care.

Appendix E: Members' perceptions of individual CPP representatives

Representative	When working well ...	When working poorly ...
Local Government	<p>The involvement of local government was considered by many to be crucial. In particular, the involvement of the mayor was considered important because:</p> <ul style="list-style-type: none"> – the mayor is a significant symbolic figure; – he/she is the elected representative of the community and is familiar with the electorate; – the mayor is a central decision-maker in local government. <p>Theoretically, the mayor has skills in facilitation, negotiation and chairing meetings, knows how to manage community members, and is familiar with bureaucratic processes. These are an asset to the CPP. Many interviewees praised the input and commitment of the mayor/s in the CPP.</p>	<p>Several interviewees commented on the lack of skill of the mayor in the Chair, and the importance of having a skilled chairperson. The Chair may require particular training.</p>
Police	<p>Police are clearly a lead agency for CPPs — they have specialist knowledge and experience in dealing with crime and disorder in the community, and have long been involved in community-based crime prevention initiatives. Information about crime hot spots and calls-for-service data are invaluable to the process of identifying crime and disorder issues. Police have a strong presence in local communities. Many interviewees were appreciative of the police involvement in the CPP, particularly those two CPPs with strong involvement from the Regional Assistant Commissioner.</p>	<p>There appears to have been some confusion about the level of involvement required of police. Several police interviewed believed that the Assistant Commissioner of the local area was obliged to attend, although a QPS dispatch circulated prior to the commencement of the project stated that: 'It will be mandatory that the District Officer attend each CPP meeting and that the Regional Assistant Commissioner attend twice each year'. Several interviewees commented that there were too many police attending local partnership meetings. Indeed, CPP records show that some CPP meetings had three or four police present, and, according to one interviewee, as many as eight attended one particular meeting.</p>
Youth	<p>Several interviewees spoke about the effect of having young people involved in the CPP. In one CPP, the young people were able to 'open a lot of people's eyes and challenge popular myths about young people as troublemakers'. Youth issues were identified by all partnerships as a priority area for the attention of the CPP — the involvement of youth representatives was particularly important.</p>	<p>All partnerships experienced some difficulty obtaining and retaining youth representation. Several interviewees referred to the daunting task for many young people of sitting in a formal meeting with community authority figures. The other problem was that there was disagreement about what sort of person the youth representative should be. Several partnership members, most often police officers, did not agree that the youth representative should come from an 'at risk' or offending background as was originally intended for the program.</p>
Business	<p>The business representatives, with their experience in strategic planning and their desire for decisive action, are a resource that could potentially assist partnerships in achieving concrete aims and objectives. The business community is often the victim of crime and disorder and is a useful ally to have when attempting to address property damage and theft. The business community may also have access to resources which could be used for funding initiatives.</p>	<p>There was sometimes a clash between the problem-solving approach taken by business representatives, and the community development approach to solving problems adopted by other members of the CPP. This difference in approach was probably not successfully managed on some partnerships, and led to a degree of frustration for some business representatives. The CPP Policy and Procedures Manual included a requirement for the business representative of each partnership to raise \$100,000 funding during the first twelve months of the CPP's operation (Policy and Procedures 2.4). This caused the dissatisfaction of several business representatives early in the life of the pilot, requiring the clause to be dropped from the role description.</p>

Representatives	When working well ...	When working poorly ...
Ethnic/Aboriginal & Torres Strait Islander	<p>The potential for these groups to be an integral part of partnerships is an important step. Aboriginal and Torres Strait Islander peoples, for example, are often seen as the source of local problems. They can provide important insight into crime and disorder issues in their own communities and the leadership required to find solutions.</p>	<p>It is unrealistic to expect that an individual can effectively represent the diverse views of Aboriginals, Torres Strait Islanders and ethnic groups. Consulting with indigenous and ethnic populations requires particular thought and planning, and partnerships may need to think carefully how they choose a representative, and how they go about conducting consultation with these groups.</p>
Media	<p>Several media representatives were very active on their partnerships, and were seen as a 'powerful ally to the whole partnership'. Media representatives were most successful at assisting partnerships in promoting their work, and in producing media stories that aimed at improving the image of particular groups in the community, such as young people.</p>	<p>All of the media representatives experienced difficulty understanding their role, and most of them stopped attending meetings altogether. Three interviewees felt that some of this reluctance related to the restrictions placed upon media representatives by the program. Aside from this, the main problems for media representatives was that the competitive nature of the media industry meant that a single individual was neither able to represent the wider spectrum of 'the media', nor to convene a media subcommittee (as required in the CPP Policy and Procedures Manual at paragraph 2.6).</p>
Community	<p>Community representatives who did not feel they represented 'the community' made steps to involve representatives of other community agencies on their subcommittee. This allowed community representatives to draw on a broader range of the community and to represent their views.</p>	<p>It was clear from interviews that the most difficult aspect for community representatives was the task of representing 'the general community'. It is questionable that any one individual can effectively represent and consult with an entire community. In many cases the community members on the partnerships represented only one section of the community (e.g. aged, Neighbourhood Watch) and were not necessarily well informed about broader community issues. This role worked less well than others, and it might be better to dispense with it altogether.</p>

Appendix F: Position description for CPP coordinators

Source: CPP Policy and Procedures Manual

Position objectives

1. To coordinate the activity of the Community Policing Partnership.
2. To assist the Community Policing Partnership to develop a sense of community ownership and 'whole-of-community' response to crime prevention through the creation of consultative processes from both the 'top down' and the 'bottom up' and the implementation of best practice principles which will be transportable through all Community Policing Partnerships and community structures.
3. To assist the Community Policing Partnership and the local authority in which the partnership is established, to gather information on public safety with an emphasis on personal and community safety issues and an examination of groups at 'risk' within that community. In this context the position will ensure that the Community Policing Partnership responds to those issues which are consistent with public opinion.
4. To assist in the development of a set of strategies that address the issues identified by the local citizenry.
5. To assist in implementing strategies at a local level which effect will be to reduce crime and the fear of crime and thereby reduce feelings of insecurity and vulnerability experienced by members of the community.
6. To assist in ensuring that the most appropriate persons are co-opted for inclusion on the subcommittees whose contribution will be based upon experience, community connectedness, ability to perform both individually and as part of a team and capacity to engage community and business resources in strategically determined projects.

Principal responsibilities

Subject to the terms of the Charter for Community Policing Partnership, policies and procedures adopted by the Community Policing Partnership Central Board, Executive Direction by the Community Policing Partnership, and written instruction from ACRO, the Australian Community Safety & Research Organisation on matters approved by the Community Policing Partnership Central Board, the position of Community Policing Partnerships Coordinator will:

1. In consultation with ACRO the Australian Community Safety & Research Organisation, strategically guide the Community Policing Partnership in the achievement of goals and objectives for the program.
2. In consultation with ACRO, the Australian Community Safety & Research Organisation, ensure that the individual goals and objectives for constituent members of the Community Policing Partnership are being met.
3. Ensure that the regular monthly meetings of the Community Policing Partnership are convened.
4. Ensure that a comprehensive monthly report is prepared on the progress of the Community Policing Partnership which will be forwarded to the Community Policing Partnership Central Board. This report will summarise the work of the Community Policing Partnership, detail progress on each strategy in place for both the Community Policing Partnership and its constituent members, detail progress on personal strategies in relation to community development of the program and other interventions that impact on the work of the program.
5. Ensure compliance with any and all directions from the Community Policing Partnership Central Board.
6. Ensure that effective lines of communication are developed between the members of the Community Policing Partnership and immediately seek to resolve any conflict that may arise between those members at a local level.

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7. In response to information obtained from surveys on attitudes and perceptions to crime conducted within the Community Policing Partnership area will: assess the information, assist the partnership to prioritise needs and assist the Community Policing Partnership to determine a strategic response to those matters disclosed as problematic within the community that can be addressed locally.
 8. In response to those needs expressed from surveys conducted within the Community Policing Partnership area that required resourcing and intellectual problem solving potentially involving a number of State and/or Federal Government Departments, ensure that a thorough briefing on same, outlining the nature of the problem(s), the priority with respect to potential resolution and any and all other issues in relation to the problem(s) is provided to the Community Policing Partnership Central Board.
 9. Ensure that all records in relation to the Community Policing Partnership are maintained in a professional manner.
 10. As required by the Community Policing Partnership, capably represent that body in dealings with the media, officers of the public sector, officials to non-government and service organisations and members of the public.
 11. Support initiatives sponsored by the Community Policing Partnerships by providing strategic direction, coordination of human and other resources and advice.
 12. Actively seek financial support at the local level for the funding of Community Policing Partnership sponsored initiatives.
 13. Provide assistance, support and strategic advice to all subcommittees of the Community Policing Partnership and ensure that all issues of substance from those subcommittees are raised to the Community Policing Partnership for discussion and/or resolution.

Appendix G: Role of the Central Board

Source: CPP Policy and Procedures Manual

Objectives for the CPP Central Board

1. To maintain locally constituted Community Policing Partnerships in nominated areas across Queensland and ensure popular support by citizens for the work of same.
2. To respond creatively to public safety issues determined by participating Community Policing Partnerships by adopting a 'whole-of-government' and 'whole-of-community' approach that utilises, but not duplicates, existing government departmental resources and encourages inter-departmental consultation and resolution.
3. To assist in the development of appropriate strategies that address the issues identified by citizens to Community Policing Partnerships.
4. To augment the work of Community Policing Partnerships in the implementation of strategies which effect will be to reduce the fear of crime and thereby reduce feelings of insecurity and vulnerability experienced by members of the community.
5. To nurture a sense of community ownership and 'whole-of-community' response to crime prevention through the creation of consultative processes from both the 'top-down' and the 'bottom-up' and advise locally constituted Community Policing Partnerships on the implementation of best practice principles which will be transportable through all Council and community structures.

Roles of the CPP Central Board

1. Liaise with government departments with a view to solutions concerning issues from Local Community Policing Partnerships that require infrastructure or financial support beyond the capacity of the local community.
2. Mediate between government departments and local authorities to ensure cooperation on issues from Local Community Policing Partnerships that impact on several government departments and across government departments. In this regard the Board will have the authority to seek briefings from any government department as required and convene inter-departmental meetings. The Board will also have the authority to require departments to work collaboratively in the resolution of locally based problems raised by Local Community Policing Partnerships.
3. Oversight the conduct of Local Community Policing Partnerships and ensure compliance with defined objectives for the Program.
4. Interpret information from Local Community Policing Partnerships and advise on policy implications to government resultant from Local Community Policing Partnership work.
5. Coordinate information from Local Community Policing Partnerships, publish documentation in relation to Community Policing Partnerships, and generally provide support, assistance and information to Local Community Policing Partnerships.
6. Promote the work of the Community Policing Partnership statewide and nationally as determined by the Minister.

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