

**EVALUATION OF THE QUEENSLAND POLICE SERVICE
ABORIGINAL AND TORRES STRAIT ISLANDER
YOUTH DRUG AND ALCOHOL DIVERSION PROJECT**

AUGUST 1998

**Queensland Police Service
and
Criminal Justice Commission**

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ABBREVIATIONS

PCYC	Police-Citizens Youth Club
PLO	Police Liaison Officer
QPS	Queensland Police Service
YACCA	Youth and Community Combined Action

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- Mr Wayne Connolly, Chair, Aboriginal Coordinating Council, Cairns
- Police project officers and others who responded to surveys and interviews (see Appendix A).

EXECUTIVE SUMMARY

This report is an evaluation of a project undertaken by officers of the Queensland Police Service in 1996/97 to divert young Aboriginal and Torres Strait Islander people away from the influences of drugs and alcohol. The project was initiated by the Policing Advancement Branch, Service Operational Programs and Procedures, and was funded through the National Drug Strategy Law Enforcement Funding Committee to a total of \$42,000. The evaluation was carried out in consultation with the Research and Prevention Division of the Criminal Justice Commission.

The report is in three sections. Section 1 summarises the background and development of the project and details the methodology used in the evaluation. Section 2 gives an evaluation of the project outcomes and makes several recommendations for future activities. Section 3 provides further details of the individual programs undertaken by officers throughout the State and the main items of expenditure.

- *OUTLINE OF THE PROJECT*

The project was designed to provide access to small amounts of funding for police officers working in remote Aboriginal and Torres Strait Islander communities throughout the State, in order that they could develop and implement local strategies to divert Aboriginal and Torres Strait Islander youths from drug and alcohol environments.

Alcohol and drug abuse are significant problems in many indigenous communities. Factors such as chronic unemployment, loss of culture and traditional lifestyle, weakening of social structures, poor housing and isolation from support services often exacerbate problems which can lead to alcohol and drug dependence. High levels of drug and alcohol abuse can lead to increased crime, particularly crimes involving violence. While the causes of and solutions to alcohol and drug abuse are complex matters, any project that diverts young people from drug and alcohol environments, and assists in developing better relationships between police and the community, supports and reinforces the Service's corporate goals, as set out in its Vision Statement, Guiding Principles and Mission Statement.

Because the project represented an innovative approach to policing in indigenous communities, the potential value of the project needed to be marketed to officers in target areas. Key strategies were a presentation to the Cape (York) Communities Officers in Charge Conference at Weipa in 1997, and the publication of an article in the QPS *'Bulletin'* magazine. Police were advised that projects should be designed to suit local needs and innovation was encouraged. Projects that conducted a number of activities over a period of time and involved interaction between police and other service providers (for example, health services, schools and local councils) were particularly encouraged.

Twenty-one applications were approved by a QPS steering committee, although one project was later cancelled after the project officer was transferred, and a maximum of \$2,000 was provided to each program. Although the individual projects varied in their objectives and outcomes, most fell into the following categories:

- camping trips
- sporting trips
- regular sporting activities
- cultural activities involving community elders.

Many of the programs included awareness sessions on drug and alcohol issues, often conducted in combination with health services.

Funds were administered centrally from Service Operational Programs and Procedures in Brisbane. Project officers were required to obtain an invoice from their preferred supplier and forward it with an expenditure voucher for payment.

After twelve months it was decided to evaluate the success of the project and identify any problems in the process. Because of the financial and time constraints, visits to each community where programs were undertaken were not feasible. Consequently the evaluation relied largely on responses to written surveys of project managers and some community agencies. Interviews were also conducted during two field trips to four locations in Far Northern Region and a fifth in Cherbourg.

RESULTS OF THE EVALUATION

The extent to which the program had long-term effects on young people's consumption of alcohol and drugs was hard to gauge, given the lack of empirical data about their patterns of behaviour before and after the project. However, positive indicators, such as young people's increased involvement in drug-free activities during and after the project, were reported by many respondents. Several project officers noted that, at the very least, the young people who had participated in the various activities had been diverted from drug and alcohol consumption during the life of the project. Other respondents emphasised the enjoyment the young people had during the project, and its positive effects in emphasising the value of a 'natural high'.

It was also hard to gauge accurately the extent of any reduction in the incidence of criminal offending associated with drug and alcohol use amongst the young people in the project, given the lack of recorded data to compare criminal offending before and after the project was run. In addition, in at least one area, the program had a preventative focus in that it targeted younger children who were not yet involved in criminal behaviour. However, officers in several locations reported a significant decrease in the incidence of participants coming to police attention since the project commenced.

A range of other improvements in the behaviour and skills of the young participants was also noted. These included their increased self-esteem and self-confidence; their increased involvement in other activities after the project ended, such as attending Aboriginal youth centres or high school discos; improved school attendance; and in some cases greater knowledge of Aboriginal culture.

Project officers also reported significant improvements in relationships between police and indigenous people in the following ways:

- improved attitudes of young people towards police
- greater respect from other community members towards police
- better understanding amongst police of issues facing young indigenous people.

Increased willingness by some Aboriginal community members to approach police on a range of matters was noted as a positive outcome. Several project officers also stated that the project had been particularly beneficial to Police Liaison Officers in terms of increasing their contacts within the indigenous community.

These benefits were echoed by community members. More generally, an improved relationship between indigenous and non-indigenous people was reported in some towns such as Laura and Cooktown, where both groups were involved in project activities.

Almost all responses from both police and community members urged continued funding by the Service for projects because of the benefits. The success of two of the projects was recognised in the 1997 QPS Commissioner's Lantern awards for innovative policing programs (finalists in the State awards being the Bulbarin Cultural Dance Group in Mt Isa and the Innisfail Youth At Risk program).

It was evident that the success of projects depended heavily on the individual commitment of police officers. Often a large number of hours of officers' personal time was dedicated to ensuring the projects ran successfully. Where a project officer is subsequently transferred, as in Cooktown, the project may lapse despite strong community support for its continuation. Consequently there may be a need for a stronger commitment by the Service as a whole to recognising such projects as core components of effective problem-oriented policing, as well as giving due recognition to officers' contributions.

While it is important not to discourage police from being involved in such initiatives by requiring 'too much paperwork', limited evaluation does not give police adequate opportunity to clearly establish the success of their programs. The evaluation team has suggested that future projects include further assistance for individual officers in evaluating project outcomes, for example, through including in project Application Kits standard survey forms for young participants.

RECOMMENDATIONS

Recommendation 1:

The Queensland Police Service should continue to fund projects of this nature.

Recommendation 2:

Responsibility for project administration should be assigned to a particular central unit in the Queensland Police Service, such as Crime Prevention or the Drug and Alcohol Coordination Unit.

Recommendation 3:

The issue of proper recognition by the Service of individual officers' contributions to projects of this type, namely proactive policing programs in indigenous communities, should be referred to the Director, Human Resources Division, and the Assistant Commissioner, Operations Support Command, for further consideration.

Recommendation 4:

Future Application Kits for projects of this nature should include additional assistance for project officers in evaluating project outcomes, such as by the inclusion of survey forms for project participants and relevant community agencies.

SECTION 1
PROJECT OUTLINE



INTRODUCTION

This report is an evaluation of a project undertaken by officers of the Queensland Police Service (QPS) in 1996/97 to divert young Aboriginal and Torres Strait Islander people away from the influences of drugs and alcohol. The evaluation was carried out in consultation with the Research and Prevention Division of the Criminal Justice Commission.

The report is in three sections. Section 1 summarises the background and development of the project and details the methodology used in the evaluation. Section 2 gives an evaluation of the project outcomes and makes several recommendations for future activities. Section 3 provides brief details of the individual programs undertaken by officers throughout the State.

OUTLINE OF THE PROJECT

The project was an initiative of the Policing Advancement Branch, Service Operational Programs and Procedures, and was funded through the National Drug Strategy Law Enforcement Funding Committee. It was designed to provide access to small amounts of funding for police officers working in remote Aboriginal and Torres Strait Islander communities throughout the State, in order that they could develop and implement local strategies to divert Aboriginal and Torres Strait Islander youths from drug and alcohol environments.

BACKGROUND TO THE PROJECT

Alcohol and drug abuse are significant problems in many indigenous communities. Factors such as chronic unemployment, loss of culture and traditional lifestyle, weakening of social structures, poor housing and isolation from support services often exacerbate problems which can lead to alcohol and drug dependence. While many indigenous people are non-drinkers, those who do drink show patterns of usage at levels which are much more likely to endanger their health than the general Australian population (Thomas and Nash 1996, pp. 41-42). In the 1994 national survey of Aboriginal and Torres Strait Islander people, a large proportion (59 per cent) of respondents aged 13 years and over considered alcohol to be one of the main health problems in their area (Australian Bureau of Statistics 1995, p. 14). Drugs were considered to be the next most serious health problem (by 30 per cent of those surveyed).

High levels of drug and alcohol abuse can lead to increased crime, particularly crimes involving violence (Alexander 1990, p. 26). The Royal Commission Into Aboriginal Deaths In Custody found that alcohol and drug abuse are factors commonly associated with the disproportionate representation of indigenous people in custody (1991, vol 2, pp. 297-334).

There have been particular concerns about the abuse of alcohol and other drugs by many young indigenous people. In communities with few organised leisure activities, it is harder for young people to avoid following the path of adults who are involved in excessive drinking, fighting and subsequent involvement in the criminal justice system.

While the causes of and solutions to alcohol and drug abuse are complex matters, any project that diverts young people from drug and alcohol environments, and assists in developing better relationships between police and the community, supports and reinforces the Service's corporate goals, as set out in the Vision Statement, Guiding Principles and Mission Statement.¹

The project provided support for operational police, in partnership with the community, to develop and implement appropriate problem-solving and crime prevention strategies, with a view to reducing the number of incidents which require enforcement action. Accordingly, the project was considered to be a legitimate function of operational policing.

PROJECT OBJECTIVES

The major objectives of the project were to:

- divert young Aboriginal and Torres Strait Islander people from alcohol and drug using environments
- reduce social disruption and the rate of crime associated with alcohol and drug use by young Aboriginal and Torres Strait Islander people.

Other key objectives of the project were to promote relationships between police and indigenous communities by:

- providing a forum for police and people in Aboriginal and Torres Strait Islander communities to interact in a more socially conducive arena than is often available
- providing cross-cultural training for both police and Aboriginal and Torres Strait Islander youth
- promoting positive relations between Aboriginal and Torres Strait Islander youth, community service providers and members of the broader community.

In February 1996, the Service submitted an application for funding to the National Drug Strategy Law Enforcement Funding Committee. In March 1996 the Committee approved the proposal and provided total funding of \$42,000.

DEVELOPMENT OF THE PROJECT

An Application Kit was developed to assist applicants to access available funds and meet all necessary reporting requirements. The application form required officers to briefly describe the proposed program, its background, objectives and anticipated outcomes, as well as providing a breakdown of proposed expenditure and time frames. Applications had to be consistent with the project objectives set out above, although it was not mandatory to address each objective. The relevant District Officer's approval and noting by the Regional Project Officer was also required prior to submission. The closing date for submissions was 31 July 1996.

Police were advised that the project should be designed to suit local needs, and innovation in developing projects and strategies was encouraged. Projects that involved a number of activities over a period of time

¹ In particular, the Guiding Principles include the following:

'In partnership with the Queensland community, as well as with other law enforcement agencies, provide responsive policing services to meet the Service's statutory responsibility to preserve peace and good order and to prevent, detect and investigate breaches of the law by the use of problem-solving approaches.
Help create a safe environment for all Queensland residents and visitors.'

and interaction with other service providers (for example, health, education, legal groups, women's shelters, health services and the local council) were particularly encouraged. Police were also advised that the funding was to be provided on a 'one off' basis, although it was noted that a clear demonstration of the success of a project might assist in attracting funding at a district or regional level, or from other external sources.

In most locations, police working in remote indigenous communities have a high work load and it was considered that they might have been reluctant to assume more tasks. Because the project represented an innovative approach to policing in indigenous communities, project staff considered that the potential value of the project needed to be marketed to officers in target areas. Consequently Senior Sergeant Wayne Preston (who was principally responsible for developing and administering the grant project) and Sergeant Bruce Moy (at that time also in Service Operational Programs and Procedures) attended the Cape (York) Communities Officers in Charge Conference at Weipa in 1997. Those attending included the District Officer, the Commissioned Officer responsible for the Cape York communities, and the officers in charge in Cape communities, including Thursday Island. At the conference the objectives of the project, application process and project management requirements were outlined and copies of the Application Kit were distributed to all participants. A second marketing strategy was the placement of an article on the project in the QPS 'Bulletin' magazine.

Twenty-one submissions were subsequently received and considered by a steering committee, which comprised Inspector Col Dillon (Cultural Advisory Office), Inspector Trevor Adcock (Project Officer, Central Region), Inspector Peter Martin (Drug and Alcohol Coordination Unit), and Senior Sergeant Preston. While further information was required from several applicants, all applications were ultimately approved. A maximum of \$2,000 was provided to each of the programs listed in Table 1.

Another application from Mareeba was approved but was later cancelled after the initiating officer was transferred to another location.

Funds were administered centrally from Service Operational Programs and Procedures. Project officers were required to obtain an invoice from their preferred supplier and forward it with an expenditure voucher for payment. Invoices were checked by the Officer in Charge, Service Operational Programs and Procedures, to ensure that expenditure was authorised. Details of program expenditure are provided in Section 2.

TYPES OF ACTIVITIES FUNDED

Although the individual projects varied in their objectives and outcomes, most fell into the following categories:

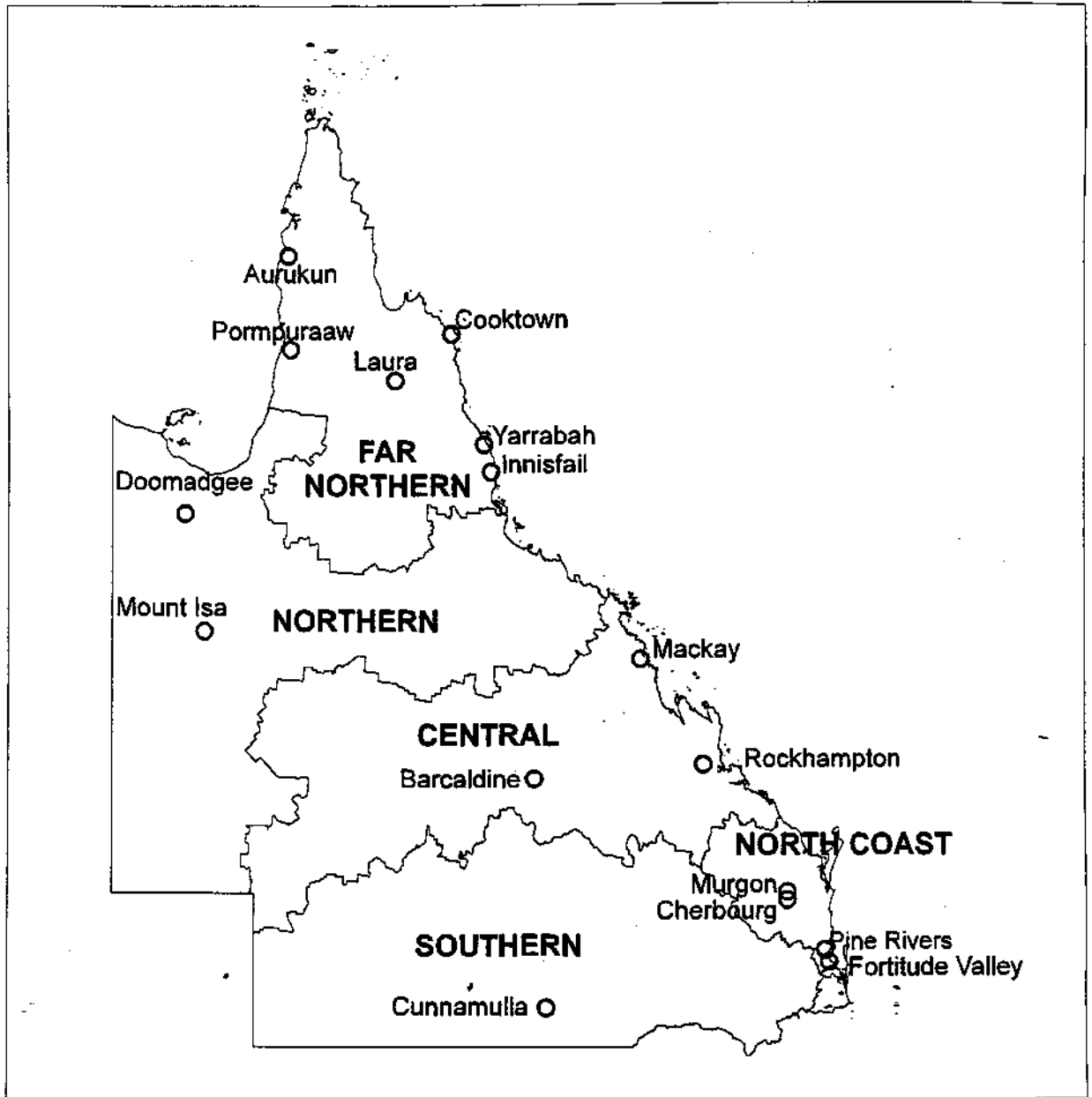
- camping trips
- sporting trips
- regular sporting activities
- cultural activities involving community elders.

Many of the programs included awareness sessions on drug and alcohol issues. Brief details of the program activities and project officers are included in the following table. Further details of each program, including the target groups, further description of program activities and the project officers' comments, are given in the next section.

Table 1 — Summary of individual projects

LOCATION	PROJECT NAME	PROJECT DESCRIPTION	PROJECT MANAGER
Aurukun	Youth Program	Fishing and hunting trips for more than 12 juveniles who had previously offended. Youths were also taken to Kowanyama Football Carnival.	S/Const Greg Cruise
Barcaldine	Cultural Awareness	Excursions to communities and significant cultural sites in north-west Queensland, in conjunction with community elders.	Sgt Pat Ring
Brisbane — Fortitude Valley	Kids at Risk	Camp for 25 youths at Toogoolawah.	PLO Debbie deBree
Cherbourg	Wanyee Goolerra (Which Way Old Man)	Three camping trips in the local area and an excursion to Dreamworld for 20 youths.	Sgt Roger Malcolm
Cooktown	My Choice/ I Decide	Purchase of sporting equipment and a variety of weekly sporting activities conducted from the local community centre.	S/Const Darren Hunt
Cunnamulla	Boxing & Sporting Excursion	Trip to Sydney for selected members of the local youth boxing club to visit two boxing clubs and attend the Rugby League grand final.	Sgt Barry Winter
Doomadgee	Petrol Project	Lectures to school children on the dangers of petrol sniffing and a competition to design a screen print for T shirts, plus free T shirts.	Sgt B Kennedy
Innisfail (two programs)	Bridging the Gap; Camp Unity	Two five day camps, and supervised visits to Lotus Glen Correctional Centre for male participants to talk to inmates.	Sgt Grant Steele
Laura	Blue Light Discos	Purchase of stereo equipment to hold regular community discos.	S/Const Brett Jenkins
Laura	Camping Trip	Two day camping trip, including participation by elders and health workers.	S/Const Brett Jenkins
Mackay	Me Drug and Alcohol Free - You See	Three camps for ten youths considered to be at risk.	Sgt Richard Mactagart
Mt Isa	Bulyarín Cultural Group	Instruction in cultural dance and costume-making, followed by group performances.	S/Sgt Al Magarry
Mt Isa	Under the Bridge	Employment of a youth worker to develop a one-act play for performance by Aboriginal youths.	S/Sgt Al Magarry
Murgon	'Y' Skate	Transport of youths from the skating rink to their homes, plus excursions to Brisbane Ice Skating and Wet and Wild Theme Park.	S/Sgt Pat Ryan & Sgt Steve McReight
Pine Rivers	Camping	Two school holiday camps for 14 youths.	Sgt Pat Flemming
Pormpuraaw	Cultural Enhancement Day Trip	Regular day excursions/fishing trips held in conjunction with elders.	S/Const Brad Reynolds
Rockhampton	Drug and Alcohol Free Discos	Interested youths were engaged to conduct discos for young people.	Sgt Ian Hall
Rockhampton	A TOP Program - Cultural Island Escape	Fishing/camping excursion.	S/Const Ewan Finlater
Yarrabah	Activity Centre	Purchase of stereo equipment for regular discos and family movie nights at Yarrabah.	Sgt Kel Clarke & S/Sgt David Bird

The following map shows the location of the programs in the relevant QPS Regions. Eight of the twenty programs were conducted in Far Northern Region (which includes the Cape York Peninsula).



THE PROJECT EVALUATION

At the end of twelve months it was decided to evaluate the extent to which the project had been successful and any problems which had been identified in the process. The Policing Advancement Branch sought the assistance of the Criminal Justice Commission in conducting the evaluation.

An evaluation team comprising Sergeant Lisa Rosier (facilitator), Senior Sergeant Wayne Preston and Ms Louise Gell, Senior Research Officer at the Criminal Justice Commission, was formed to carry out the evaluation. Sergeant Rosier has an extensive background in the area of project management, development and implementation of a number of programs within the Service. Senior Sergeant Preston has been a project manager on issues involving Aboriginal and Torres Strait Islander communities for the past eight years. The evaluation team was responsible for identifying appropriate methods for use in the evaluation, conducting interviews and surveys, and preparing this report.

It was decided that the involvement of an indigenous person would be very beneficial in conducting interviews with young indigenous people and other community members. Following a request by the Service, the Chair of the Aboriginal Co-ordinating Council in Cairns, Mr Wayne Connolly, arranged for Ms Gwen Seru, a Community Justice Officer with the Council, to assist the team during its visits to remote communities in northern Queensland.

METHODOLOGY

It was clear that the size and cost of the evaluation needed to be commensurate with the relatively small total funding for the project. Because of the financial and time constraints, visits to each community where programs were undertaken were not feasible, particularly since locations were scattered across the State. Consequently the evaluation relied largely upon responses to written surveys, with some interviews in selected locations. While feedback from police involved in developing and administering the programs was crucial, the evaluation team considered that the views of members of the community and the young people who participated would also provide a valuable perspective.

The following strategies were employed:

- written surveys of project officers and District/Regional officers
- written surveys of community members involved in the project
- interviews of community members and young people involved in the project during visits to communities in two field trips: one to Far Northern Region, and a day trip to Cherbourg.

While the range of questions differed between groups, the central questions asked during the interviews and in the surveys were: To what extent did the program meet the objectives? How can your response be measured? What benefits, if any has this project had for police, community and young people? Do you think police are the most appropriate agency to manage this type of project and why? Were there any problems experienced with the projects undertaken?

SURVEYS

Four questionnaires were developed: one for each of the police project managers, District/Regional officers, community members and young participants.

POLICE

Police were sent surveys via internal e-mail in order that access would be easy and results simpler to compile. Each officer was notified by telephone prior to the survey being sent. Both quantitative and qualitative questions were included, aimed at establishing if the project's overall objectives had been met and how those outcomes were measured. Officers' views on whether the project was worthwhile and whether they experienced any problems with the process were also sought. Examples of the surveys are at Appendices C (project officers) and D (District/Regional officers).

Eighteen surveys were sent to project officers (as three officers managed two projects each). Twelve were returned, many of which arrived after the nominated return date. The failure to return six surveys was due to the following:

- the transfer of officers to other locations
- officers absent on leave during the evaluation period
- one officer's response that he would not complete the survey as he 'did not have the time'
- no response from two officers.

Unfortunately only two of the thirteen Regional/District Police Project Co-ordinators who were sent surveys responded. Similar problems to those experienced by project officers were reported (that is, District/Regional officers being absent on leave, transferred or unfamiliar with the programs).

COMMUNITY MEMBERS

Project officers were asked as part of the written survey to supply the names and addresses of appropriate community members whose views could be requested. Those individuals or agencies were then sent a survey (see Appendix E), explanatory letter and return address envelope to facilitate the return of responses.

A total of sixteen questionnaires was sent out and eight responses were received.

YOUNG PEOPLE

Although questionnaires were developed for the young people who participated in the various projects, it was concluded that this method was unlikely to produce many responses if copies were sent by mail. Consequently it was decided to use the proposed questionnaires as a basis for interviewing young people at the communities visited during the field trips. A flexible approach was adopted in the interviews since it was found that not all questions were appropriate to each child, either because of the child's age (interviewees ranged from 7 to 14 years), or, in the case of Innisfail, because some children who were interviewed had been selected for participation in program activities as appropriate role models, rather than being youth who were identified as 'at risk'.

VISITS TO COMMUNITIES

Two field trips were undertaken by the evaluation team: a week-long trip to Far Northern Region, in which the communities of Laura, Cooktown, Yarrabah and Innisfail were visited, and a day trip to Cherbourg. This selection reflected a good cross-section of the various activities run under the project. Three of the

communities visited had organised camps, one had run regular sporting activities and sporting excursions, and other activities were included such as a visit to a correctional centre for youths identified to be 'at risk', the establishment of an activity centre and regular discos.

In each of these locations, the responsible project officer was asked prior to the evaluation team's visit to arrange a group of people who had been involved in the program to be available for interview. Those interviewed included Police Liaison Officers (PLOs), parents, teachers, community members, representatives of other agencies and young people. As noted above, in the visit to Far Northern Region, the evaluation team was assisted by the presence of an Aboriginal Community Justice Officer, Ms Gwen Seru. Interviewees were asked questions based on the written surveys, as well as questions which developed as the interview progressed.

A small number of the young people who took part in the program were available for interview during the team's field trips to Laura and Innisfail. Other young people were unavailable either because of time restraints, school commitments or, in Cherbourg, their absence on a trip during school holidays.

LIMITATIONS OF THE EVALUATION

In the communities selected for interviews, some problems were experienced by the evaluation team in interviewing young participants and other community members, particularly in Cherbourg and Yarrabah. On arrival at Cherbourg, the evaluation team discovered that community and council members were not available for interview, due partly to the fact that many people had a regular half-day off work that afternoon and that a sporting competition during school holidays had led to many of the young people being away from the community. Unfortunately the key player in the project, a community elder, had also recently passed away. Consequently only the Officer In Charge of the station and a Community Police Officer were interviewed.

In Yarrabah, different problems made it very difficult to gain detailed information about the operation of the program. Most importantly, project funds had been joined with the funds of the Cairns Branch of the Police/Youth Citizens Welfare Association for the establishment of an Activity Centre in Yarrabah. This factor, and the inability to interview the responsible police officer from Cairns, made it difficult to evaluate the extent to which program funding had achieved its planned outcomes. The evaluation team did visit the local primary and high schools, but the large groups of students and the limited time available during the visit made it difficult to obtain detailed feedback on the success of the program.

By contrast, visits to Laura, Cooktown and Innisfail provided valuable feedback on the operation of the programs as well as evidence of strong support from the local community for police efforts. Further details are discussed in the third section of this report. In addition, the project officer at Cooktown submitted a comprehensive and useful written report on the process and outcomes of the program.

Because only a small number of community members and children who participated in the programs were available for interview or responded to the survey, the findings in this report are largely based on the responses of police project officers.

SECTION 2
PROJECT EVALUATION



RESULTS OF THE EVALUATION

The success of the project is discussed below against the two main criteria:

- diverting indigenous youths from drug and alcohol related activities and reducing offending associated with that use
- improving relationships between the police and the community by:
 - providing a forum for police and people on Aboriginal and Torres Strait Islander communities to interact in a more socially conducive arena than is often available
 - providing cross-cultural training for both police and Aboriginal and Torres Strait Islander youth
 - promoting positive relations between Aboriginal and Torres Strait Islander youth, community service providers and members of the broader community.
- Problems and issues arising from the operation of the project, such as the interaction between police and other relevant agencies, the demand on police time and funding issues, are also discussed.

DIVERTING INDIGENOUS YOUTHS FROM DRUG AND ALCOHOL RELATED ACTIVITIES AND REDUCING OFFENDING ASSOCIATED WITH THAT USE

ALCOHOL AND DRUG ABUSE

The extent to which the program had long-term effects on young people's consumption of alcohol and drugs was hard to gauge, given the lack of empirical data about their patterns of behaviour before and after the project. However, positive indicators, such as young people's increased involvement in drug-free activities during and after the project, were reported by many respondents. As one project officer commented:

'... while the immediate changes have not always been obvious I believe that we have made inroads into providing a real alternative to alcohol and substance abuse for Aboriginal youth' (Mt Isa)

In Murgon, the Barambah Aboriginal Community Care Agency reported more noticeable results:

'As an agency we did not investigate or get as many complaints about youths on drugs while the program was operational and high profile ... The [kids who took part] are staying away from drugs and trying to influence others, however without much success.'

Several other project officers who responded to the survey noted that, at the very least, the young people who had participated in the various activities had been diverted from drug and alcohol consumption during the life of the project.

Other responses emphasised the enjoyment the young people had during the project, and its positive effects in emphasising the value of a 'natural high':

'I believe they had a lot of fun nights. They met a lot of new [non-indigenous] people ... in a relaxed fun atmosphere. I hope they understood you can have fun without drugs and alcohol' (Rockhampton)

'I am sure they enjoyed themselves and this is borne out by the fact they are staying with the program even after the funding was exhausted.' (Mt Isa)

Project officers in Pompuraaw and Rockhampton also reported that while not all the young participants had necessarily been diverted from drinking and drug-taking, there was an improved awareness amongst them about the negative effects of those behaviours. The value of having police rather than health agencies delivering awareness sessions on drugs and alcohol to children was particularly emphasised by staff from the school in Laura. They noted that while the community was often 'told to be healthy' by the local health workers, the presence of police had an extra impact in reinforcing the link between drug and alcohol abuse and crime, and that message had 'created a big awareness amongst the kids'.

REDUCING CRIMINAL OFFENDING

Project officers were also asked whether there had been any reduction in the incidence of criminal offending associated with drug and alcohol use amongst the young people in the project. Again, this was hard to gauge accurately, given the lack of recorded data to compare criminal offending before and after the project was run. In addition, in at least one area, the program had a preventative focus in that it targeted younger children who were not yet involved in criminal behaviour.

However, officers in Cunnamulla, Innisfail, Pine Rivers and Mt Isa reported a decrease in the incidence of participants coming to police attention since the project commenced. Some officers reported that none of the young participants had been in any trouble since that time, while others reported that the vast majority of participants had stayed out of trouble. In Cherbourg a decrease in property crime was reported. As one project officer noted, the reduction in offending behaviour had a direct positive impact on police workload by reducing callouts.

In Laura, where part of the funds had been applied to purchasing stereo equipment for monthly discos attended by the whole community, staff at the local school commented that general alcohol consumption on those nights dropped markedly and that there also seemed to have been some decrease in the incidence of domestic violence, although other factors such as increased employment were probably also involved in that change.

OTHER BENEFITS

A range of other improvements in the behaviour of young people was also noted by most project officers. Responses from Pine Rivers, Innisfail, Mt Isa, Rockhampton and Pompuraaw reported an increased involvement by young people in other activities after the project ended, such as greater attendance at an Aboriginal youth centre which had been involved in one of the projects, and participation in high school discos. In Pompuraaw, the police reported feedback from 'elders who have noticed the youth are less inclined to sit around all day doing nothing, but instead are keen to get out and about'. In Mt Isa and Pompuraaw, school attendance by the young people involved in the project was also reported to have increased.

The project officer in Pine Rivers (where camping activities were organised) referred to young people's improved 'behavioural skills such as tolerance, understanding, group living, self support etc'. In Mt Isa, where the Bulyarin Cultural Dance Group was formed to teach young Aboriginal people about dance, costume-making and other aspects of their culture, improved self-esteem was seen by the project officer to be a tangible benefit of the project:

'They have also developed a sense of pride in themselves which is evident at their performance in front of large crowds. Previously they were shy and reclusive when dealing with people. Now they mix freely and perform well.'

In other projects which involved Aboriginal cultural activities, such as in Barcaldine, young people's knowledge of their own culture was reported to have increased. At least one project officer noted that the changed behaviour of the young people involved in the project had a spin-off effect on other young people.

These benefits were echoed by the community representatives who responded to the survey. Responses included the following:

1. The kids were kept 'meaningfully' occupied for over two hours daily over a period of two and a half months.
2. The kids saw the police as their 'friends' - there to help. Barriers were broken.
3. The community were able to see the kids perform and so set a better 'value' on them.
4. The kids' self-esteem was raised.
5. The Aboriginal culture was taught and put into practice.' (Mt Isa)

One parent in Innisfail stated:

'There seems to be a bit more respect in the way that the children come back and talk about the camp and they can see that people do want to help them as well as the community. They talk to their friends and hopefully a seed has been planted.'

Another respondent stated 'I believe we have given them the confidence needed to go out into the workforce or whatever they choose and be more effective, rather than committing crimes'. Other responses noted that 'the kids have a different perspective of school and the relationship schools have with the local police', that more students had been attending school since the program and that four young participants in one town were now involved in TAFE training programs.

IMPROVING POLICE/COMMUNITY RELATIONS

Project officers reported significant improvements in the following areas:

- the attitude of young people towards police
- the attitude of other community members towards police
- better understanding amongst police of issues facing young indigenous people.

These benefits were echoed by community members who responded to the survey.

ATTITUDE OF YOUNG PEOPLE

Police reported 'a definite change' in the attitude of young people towards police, as evidenced by the comments below:

'Youths [who] were once anti social towards police have made a complete turnaround and are now much more friendly to police and those in authority with their general attitude'. (Innisfail)

'They now know a few police that they can talk with, without being afraid of them, and they have got to know the [PLOs] better' (Rockhampton)

'Police have observed that the youths involved have become more friendly and open with police, mostly due to our increased involvement with them ... [They] have come to trust police and on occasion offer to assist police in various duties' (Pompuraaw)

'I developed a rapport with the youths... I believe that this [program] has shown the youths that the police are not just there to lock them up and that they do care about their future.' (Mt Isa)

A PLO reported that the kids 'stop more often to have a chat and ask about the job, not only about PLOs but police work as well and how to get in the Service'. One of the young people interviewed by the evaluation team, when asked whether participating in the project had improved his relationship with police, said that he strongly agreed and added 'It was like they were a normal person.'

Other community members noted positive changes coming from the program. Their comments included 'the building of a bond between these kids and police'; 'allowing kids to see beyond the uniform'; and 'giving the children a better understanding of the officers' role in the community'.

More generally, an improved relationship between indigenous and non-indigenous people was also reported in some towns where both groups had been involved in project activities. In Rockhampton, an improvement in the relationships between indigenous and non-indigenous young people was reported. In Laura, staff at the local school observed that the monthly discos in which the whole community was involved 'have brought two cultures together' and had lessened the division in the town between black and white.

ATTITUDES OF PARENTS AND OTHER COMMUNITY MEMBERS

All project officers who responded to the survey reported positive effects of the program in terms of their relationships with other members of indigenous communities. One project officer said that more approaches were being made to police on a range of matters:

'Respect has been gained from the parents of the young people who are Aboriginal and Torres Strait elders in the community and these parents have been more forthcoming in speaking with police rather than by taking matters into their own hands. I believe that there is increased respect [for] police and in turn this has brought about Aboriginal persons attending the police station and conversing with them about problems they are facing ... [There has also been] an increase in police assistance sought in regards to a wide range of issues with Aboriginal elders seeking cooperation [from] members of the police service with regards to diversionary projects ...' (Cunnamulla)

Other comments included:

'[The project] also gave the community a chance to see police doing something for their children and the children themselves a chance to spend time with police off duty in a friendly environment. I think it gave everyone involved an insight that police are not the enemy and should not be feared or hated ... [Such projects give] the community more faith in their police force and the knowledge that police are working for the community.' (Cherbourg)

'[The project] was viewed very favourably by the Council of Aboriginal Elders who were involved in teaching the youths about their heritage and culture.' (Mt Isa)

'Police are more trusted when dealing with Aboriginal issues.' (Barcaldine)

In Laura, community members also said that respect for the local police officer had increased because he was seen to be mingling with the community.

BETTER UNDERSTANDING AMONGST POLICE

Project officers in Innisfail and Rockhampton reported better awareness amongst police of the issues facing young people, and noted that this change had been particularly beneficial to the PLOs in terms of increasing their contacts within the indigenous community:

'Through meeting with the youths' families, police gained a better knowledge of the problems which indigenous youths face.' (Innisfail)

'The police who attended also stated it allowed them to see a different side of some of the youths who in the past had been persistent offenders and regularly came to the attention of police' (Rockhampton)

One PLO confirmed this benefit, noting:

'It got me to understand what was really going on in the street with the kids and what their thoughts were about things that [were] happening'.

One project officer noted the wider benefits he had derived from his involvement:

'The project has opened many doors for me. It has given me a new group of contacts that is still growing. It has allowed me to become known by a larger number of Aboriginal people (if you work with Aboriginal people you can understand how important this is. You cannot communicate unless you are known to them.) It has increased my understanding and awareness of the people.' (Rockhampton)

OVERALL

As noted above, it was not possible to provide empirical evidence of a decrease in the rate of offending by juveniles at risk, although some responses noted that the majority of young people involved had not come to police attention since the project was run. Nevertheless, other significant benefits of the project were reported. These included an increased awareness of the effects of alcohol and drug abuse; the improved self-esteem of many young participants; greater involvement by at least some young people in other activities after the project had finished; improved school attendance by some participants; and increased respect from other members of indigenous communities for both police and the young participants.

Most responses also stressed that both police and the community had improved their knowledge and understanding of each other through the cross-cultural experiences gained from informal interaction, as a response from Rockhampton noted:

'The project allowed police and the youths to discuss the problems created by drugs and alcohol. The exchange of cultural differences and problems was also achieved. All involved felt it was very successful in allowing informal social interaction.'

When asked to rate the overall success of the project, five of the eight community representatives who responded rated it as 'very successful', and the other three as 'quite successful'. Some suggestions were made for improvement to the projects and these are discussed in the next section.

The success of two of the projects was also recognised in the 1997 Commissioner's Lantern awards for innovative policing programs (finalists in the State awards being the Bulyarin Cultural Dance Group in Mt Isa and the Innisfail Youth At Risk program).

THE CONDUCT OF THE PROJECT

Three operational issues are discussed below:

- interaction between police and other agencies
- amount of police time involved
- funding issues.

INTERACTION BETWEEN POLICE AND OTHER AGENCIES

There are significant benefits to be gained from police working with other agencies in conducting programs of this nature. A cooperative approach reduces the risk of duplication of services and allows for the sharing of resources, both in terms of money and personnel. This can be particularly important in smaller communities. Youth targeted for a project may often be clients of other services and any positive outcomes in terms of changed behaviour or attitudes will benefit all service providers. In addition, different perspectives from different agencies can help to identify problems, plan the type of event which is most likely to be beneficial, and conduct and evaluate the program so as to ensure the best possible outcomes. Involving other agencies can also lead to an increased sense of community, as was reported in Laura.

The Application Kit encouraged police to develop programs in liaison with other agencies. Many of the programs relied on support from other agencies, either in terms of liaising with schools to identify youths at risk; supplying equipment or transport for activities; or providing personnel to assist in running the activities. For example, the Innisfail program involved the Police and Citizens Youth Club, the Goondi Scout Group, the Queensland Scouting Association, the Lotus Glen Correctional Centre and members of the indigenous community, as well as police staff members. In Laura, a trip to Hann River involved ten adults, only one of whom was a police officer: there were also three teacher aides, a teacher, three health clinic workers and two elders. In Cooktown, the Gungaarde Aboriginal Corporation made their hall available at no cost for activities, the Apunipima Cape York Health Council donated gym equipment for use in the program, local community members and school staff helped to supervise activities and coach sports teams, local councils at Hope Vale and Wujal Wujal provided transport for young people from their communities to attend activities, and agencies such as the Family Resource Centre assisted in distributing posters and literature about alcohol and drugs. A further development was assistance by police in the preparation of the Family Resource Centre's successful submission to the Department of Families, Youth and Community Care for a Rural Youth Worker for Cooktown and surrounding areas.

Respondents to the surveys showed strong support for involving agencies besides police in the activities, particularly schools which were able to reinforce the drug and alcohol education sessions. For example, in Laura the school had reinforced the anti-drug message by using the theme in other lessons such as art and creative writing. A community response from another location suggested that the school should acknowledge the program by including it in 'social/cultural studies, thus enabling the kids to score marks for their exams in this unit.' In Mt Isa the school had allowed young people to be collected to attend rehearsals of the dance group.

Other agencies which survey respondents suggested were appropriate for involvement in project activities included health centres and youth centres. Unfortunately, in two locations project officers expressed disappointment at the lack of participation in the project by officers from the Department of Families, Youth and Community Care, despite approaches by police.

The involvement of parents and elders was also seen as particularly valuable in certain programs, especially where cultural activities were involved. A teacher at Yarrabah strongly supported cultural awareness activities, commenting to the evaluation team, 'The children will listen to talks by their elders for hours'.

The community representatives were asked to rate the level of cooperation between the police and other agencies in the program in their area, rated from 1 (not at all cooperative) to 5 (very cooperative). Of the eight who responded, three rated the level of cooperation as '5', and the other five rated it as '4'. Most responses commented on the desirability of increased involvement by other agencies:

'Maybe more staff [should] be involved from other community groups e.g. more Aboriginal health workers ... re drug and alcohol health problems, more from PCYC or any other youth workers'.

'Get the whole community involved in sporting and disco activities for the kids.'

'There is always room for improvement. More parents could get involved.'

'Agencies need to sit down and liaise with police more, rather than criticize.'

In some locations, agencies other than police not only participated in activities but also made financial contributions. For example, the Apunipima Cape York Health Council donated \$1,500 worth of gym equipment for use in the Cooktown sports program. In Laura where stereo equipment was purchased for monthly discos, funding was obtained from the Parents and Citizens Association, the Laura and District Progress Association, and the Ang Gnarra Aboriginal Corporation. Community members interviewed for this evaluation felt that this arrangement was positive in that 'Ownership belongs to everybody' and that the discos had become a community event.

POLICE TIME INVOLVED

Project officers were asked to estimate the amount of time spent both within and outside work hours on the project. Most officers reported a large commitment of their personal time, ranging between 10 hours and 168 hours. In only one program was the work reported to have been carried out solely in work time (to a total of only 10 hours).

The estimated amount of work time allocated to the project also ranged widely between 10 hours and 'at least two weeks'. Where camps or excursions were held, such as in Barcaldine and Innisfail, it was reported that some work days were granted and other days were taken in the project officer's own time.

Most police did not express any concerns about the amount of time the programs required. For example, one officer who estimated that he had spent about 30 hours and two of the five days on the excursion in his own time, in addition to work time of 10 hours plus three days on the excursion, said:

'The time (both on duty and off duty) could not be considered significant and did not in any way impede on any other ongoing police functions.'

Another officer commented:

'I believe the time and energy that was put into this project by all concerned was worthwhile, especially with the outcomes we received.'

However, the responses of three project officers to a question about future involvement in a similar program reflect some concern about the amount of time and commitment needed from the project officer, although each response strongly favoured the continuation of such activities. One officer said that he would be

involved, 'but probably as a coordinator and encourage other staff to be actively involved'. The second officer, who had been responsible for organising two programs in his community, responded, 'I would encourage another officer to undertake a similar project in this area. I am already involved in other projects and have enough on my plate at this time.' A third officer made the following comment:

'Being stationed at a busy two man station and having to plan and organise everything can be onerous to say the least. There is also a perception that when you are away on a project excursion, that you are having a bludge for the day and that it is not fair that other police have to attend to jobs in your division.'

Two community members called for greater police involvement in the program, either through involving more police in the activities or by 'freeing of police time' to ensure responsible officers were available.

Project officers were also asked whether they received support from their Region in running the project. Of the seven responses to this question, six said they had received support, with descriptions of the level of support ranging from 'adequate' to 'very supportive'. One response also commented that 'perhaps in future projects the Regional office could volunteer support and encouragement rather than waiting to be asked'. The seventh respondent stated that he did not ask for support at a regional level, but praised the 'very comprehensive support' from staff in Service Operational Policies and Programs.

The two District Officers who responded to the survey supported continued involvement by their staff in such projects:

'Police human resources were volunteered and staff performed many of the duties in their own time ... These projects definitely had positive benefits for the QPS in that the police and communities were working together to address local issues.'

'I consider that the project was a complete success, apart from the very small minority of youths who have since come to police attention ... (I) look forward to having my staff involved in future projects of a similar nature.'

It is clear that the success of the individual programs relied heavily on the willingness of project officers to commit sometimes significant amounts of personal time.

FUNDING ISSUES

As previously noted, all projects were allocated a maximum of \$2,000, with funding costs and approvals coordinated through a central budget allocation in Service Operational Programs and Procedures. Table 2 gives a breakdown of funding for the project, showing the individual program totals, marketing, administration and evaluation costs. Further details of how funding was applied in each program are provided in Section 3.

As can be seen, most of the programs used less than the maximum amount, with one (Cherbourg) receiving additional funds during the course of the program.

All project managers reported that the level of funding was appropriate to the project, although some commented that additional assistance had been given by other agencies. For example, the project officer in Cunnamulla referred to considerable assistance from businesses and the local PCAP Committee, stating that 'If everything had to be paid for a cost of \$5,000 would be conservative.' Two responses noted that while the amount of funding was adequate for the purposes of the project, it pre-determined how many young people could participate in the programs.

- Most project officers commented that the funding process was relatively simple, the forms were easy to complete and the Application Kit and assistance from administrators provided clear guidelines as to what was required. However, some project officers referred to problems in the process, in that on occasions they had to use their own money and claim reimbursement from the Service where suppliers would not accept vouchers. For example, the project officer from Cherbourg stated:

'The application process was no problem. The receiving of the funds was the problem. I never again want to go through a system of payment by voucher. The reason was that most people we dealt with wanted cash and the voucher system was an alien concept which had to be explained and explained and explained again. Also you can't obtain discounts with a voucher.'

Similar problems in having vouchers accepted by suppliers, especially for food, were reported by officers in Innisfail, Barcaldine and Cunnamulla.

In terms of time taken to process payments, one officer said the process 'was extremely quick', while another said that the process was 'a little slow', given that on many occasions suppliers 'only offered 7 day terms and we took a little longer'.

When asked to suggest changes to the funding process, three project officer asked for greater flexibility to allow for direct access to funds in advance for items such as food. A fourth project officer commented that 'perhaps if the invoices were forwarded straight to Brisbane without going through the regional office it would speed the process up.'

Table 2 — Project expenditure

Aurukun — Youth Program	\$1,505.08
Barcaldine — Aboriginal Youth Cultural Awareness and Training Excursion	\$1,523.02
Brisbane (Fortitude Valley) — Kids At Risk	\$1,860.54
Cherbourg — Wanyee Goolerra (Which Way Old Man)	\$2,734.85
Cooktown — My Choice	\$1,798.35
Cunnamulla — Interstate Boxing and Sporting Excursion	\$1,635.39
Doomadgee — Petrol Project	\$1,140.00
Innisfail — Camp Unity, Barabadeen	\$1,972.48
Innisfail — Bridging the Gap	\$1,989.02
Laura — Laura and District Blue Light Discos	\$1,300.00
Laura — Police and Aboriginal youth camp out	\$ 455.00
Mackay — Me! Drug and alcohol free: You see	\$1,222.94
Mt Isa — Bulyarin Cultural Group	\$2,000.00
Mt Isa — Under the Bridge	\$2,008.67
Murgon — Police “Y” Skate	\$1,280.00
Pine Rivers — Aboriginal and Torres Strait Islander youth motivation and recreation activity choices participation project	\$1,763.00
Pormpuraaw — Cultural Enhancement Day Excursions	\$1,608.38
Rockhampton — Drug and Alcohol Free Discos	\$1,546.25
Rockhampton — A TOP Program: Cultural Island Escape	\$1,052.08
Yarrabah — PCYC	\$1,937.00

Total for local projects: \$32,332.05

Funding project

Marketing \$2,326.10

Administration \$ 394.90

Evaluation \$2,926.20

Total: \$5,647.20

Total project expenses to 30/6/98 \$37,979.25

THE FUTURE OF THE PROJECT

Many positive effects of the programs funded by this project were reported during the course of this evaluation. They included:

- improved awareness amongst young people of the negative effects of drug and alcohol consumption
- in some locations, a decrease in the incidence of offending by young participants
- other benefits such as increased self-esteem, more involvement in other leisure activities and less truancy
- changed attitudes of young people towards police
- increased respect from other community members for police and, in some cases, an increased willingness to approach police for assistance
- better understanding amongst police of issues facing young indigenous people.

The project was only intended to provide 'seeding funding' for activities, with the future of such programs to be provided from alternative sources if they were shown to be successful. This part considers whether the Service should be involved in similar programs in the future and makes several recommendations on those issues.

IS IT APPROPRIATE FOR POLICE TO BE INVOLVED IN CONDUCTING THESE ACTIVITIES?

Police can play an important role in initiating activities and getting the whole community involved. Both police and community members were asked if they considered it appropriate for police to be involved in conducting such programs. Project officers were overwhelmingly in favour of police involvement for a variety of reasons, as the following examples show:

'One of the greatest problems confronting police is the anti-social behaviour of ATSI youth. Our camps have proven that this type of interaction has long term benefits to all who participate.'

'Police are in a good position to provide information and [their involvement] also allows for receipt of information and breaking down cultural barriers.'

'We used a lot of other agencies and became involved with them to our benefit. If another agency carried out the project, I wonder if the same amount of response and following benefit would come from the police. If the police do not become involved we cannot get or expect any benefit. We need to be involved.'

As noted above, comments from community members strongly supported police involvement in such projects. As one respondent stated,

'The Aboriginal community need to view the police as 'user friendly' personnel. Further involvement with 'problem youths' will prove very productive and will break down 'bad feelings' the community may have with the police.'

The particular benefits of having police involved in alcohol and drug education in terms of reinforcing the link with criminal behaviour and its consequences was also noted by community members. This is an accepted role of the Service, as evidenced by the establishment of the Drug and Alcohol Coordination Unit and the development of the Competency Acquisition Program unit on Drug Education.

The level of community support and the results reported by the project officers in terms of improving relationships between police, the young people and the wider community strongly support the continued involvement of the Service in projects of this type. In the words of one project officer, the benefit to the QPS of conducting such activities is that it 'demonstrates the Service and members of the Service are prepared to be involved in proactive initiatives'.

Moreover, the conduct of such projects is in accordance with the report of the Queensland Police Service Review (1996, pp. 184-185) and the findings of the Royal Commission into Aboriginal Deaths In Custody (1991, vol 2, chapters 14 and 15). In particular, the Queensland Police Service Review referred to the need for a whole-of-government approach to community policing, with essential aspects including support by government, through the police and other agencies, for 'the development of alternative activities to engender pride, skills and encouragement'.

SHOULD QPS FUNDING FOR THESE ACTIVITIES CONTINUE?

It was made clear from the start of the project that funding was to be made available on a 'one off' basis in order to develop pilot programs around the State, but that, depending on the results of the project, other sources of funding within the Service might be available in the future.

As part of the evaluation, project officers were asked whether the one-off nature of the funding was appropriate. While in the words of one officer 'one opportunity is better than none', almost all responses urged continued funding by the Service because of the potential benefits. Their comments included the following:

'I believe that this funding should be continued to enable a flow on effect, to show the youth that they were not 'just an experiment'. These projects will, in time, show a real return in youth behaviour.' (Mt Isa)

'If this type of project was ongoing, it may provide the encouragement for other ATSI youth to put more effort into staying out of trouble as well as educating police on cultural problems faced by these youths' (Rockhampton)

'Further funding would allow for further development of relations between parties.' (Pormpuraaw)

'The one off nature is not appropriate as you have to keep reinforcing what you are doing by further action. That way what you are doing is at the forefront of people's minds and the youths have something to look forward to.' (Cherbourg)

The evaluation showed strong community support for the continuation of the activities which had been started with project funds. As one respondent noted, 'The community likes it immensely ... [They] see the kids in an organised fun activity rather than hanging out with drunks.' Interviews with community members from Cooktown revealed strong support for police to reinstate the sports activities program, which had lapsed with

the transfer of the project officer. In Laura, where discos had become regular monthly events, there was strong support from the school for police to run further excursions and drug/alcohol awareness sessions. Similarly, the project officer in Cherbourg commented:

'I received a lot of feedback from the people involved that more projects of this type should be run and the children themselves keep asking when the next project is being run.'

All community members who responded to the survey or took part in interviews said they would be willing to be involved in future projects of the same or a similar nature, as did all but one of the project officers (who cited other demands on his time as the reason).

Some responses noted that the initiation of the project by police has led to other activities such as the high school running discos (Rockhampton), the indigenous community approaching police to get other programs up and running (Cunnamulla), and continuation of the Bulyarin Cultural Group by the special care centre in Mt Isa. In Cunnamulla, the project officer reported an increase in Aboriginal elders seeking police assistance for other diversionary projects. In Innisfail, the program has been recognised by the local magistrate who has remanded several juvenile offenders prior to sentencing and directed them to attend.

Estimates by project officers of the number of hours of personal time involved in developing and conducting these projects revealed great personal commitment. The evaluation also showed that there are problems in relying on such intense personal commitment by the project officer. When he or she is transferred, the program may lapse, as it did in Cooktown despite strong support from community members for its continuation. Consequently there may be a need for a stronger commitment by the Service as a whole to recognising such projects as core components of effective problem-oriented policing.

There are various options for funding this program in the future. The Queensland Government has recently announced the formation of a Crime Prevention Taskforce, which is to coordinate crime prevention measures across all areas of government. In future some funding may become available for projects of this type. Alternatively the Service may wish to seek further funding from the National Drug Strategy Law Enforcement Funding Committee. In the longer term, it is hoped that the Service will recognise the importance of such proactive problem-oriented strategies and the many benefits to police, and consider incorporating funding for such projects as part of base Regional budgets.

Recommendation 1:

The Queensland Police Service should continue to fund projects of this nature:

SHOULD THERE BE ANY CHANGES TO THE PROJECT?

In the course of this evaluation, some issues were raised for further consideration. These are: funding processes; recognition of project officers' contributions; and evaluation processes.

PROJECT FUNDING PROCESSES

As noted above, some project officers reported problems such as lack of flexibility where suppliers were unwilling to accept vouchers, or delays in payment. The issue of whether funds should be administered on a District or Regional basis was considered by the evaluation team.

Reconciling the need for financial accountability with the need for project officers to have direct access to project funds is not easily achieved within the Service's existing financial management systems. Under the

voucher system, delegations authorising the purchase of goods and services and expenditure of funds are separated. This ensures that one officer purchases items, a second officer examines the appropriateness of such purchases prior to approving payment. The risk of inappropriate expenditure is therefore minimised.

The only alternate remedy currently available to introduce greater flexibility into the system is the use of petty cash. Officers may access small amounts of money from petty cash to purchase goods and services and later reimburse same through the voucher system. However, in some of the cases where project managers were required to use their own money and later seek reimbursement from the Service, the amount of expenditure exceeded that available to officers through the petty cash system.

While project officers' concerns about accessing project funds are legitimate, the central project administrators supported the view that maintaining the overall integrity of the program through stringent financial accountability mechanisms should remain the overriding concern. In support of the view, the central project administrators noted that while literally hundreds of purchases had been made and approved using the voucher system, at no time was the financial integrity of the program ever compromised or questioned.

Consequently no change to project funding processes is recommended at this time, assuming that the project continues to be overseen from a centralised area. Responsibility for administering the project should be given to a particular area of the Service, so as to ensure that the project is given sufficient recognition and staff resources to facilitate its smooth operation. The central coordination of such projects allows the sharing of experiences and insights gained in different locations and the establishment of a network of contacts. It also allows a project coordinator to ensure that programs are properly targeted, to liaise with outside bodies such as research agencies, and to provide advice to project officers on evaluation (discussed at more length below).

Recommendation 2:

Responsibility for project administration should be assigned to a particular central unit in the Queensland Police Service, such as Crime Prevention or the Drug and Alcohol Coordination Unit.

RECOGNITION OF OFFICERS' CONTRIBUTIONS

As noted above, the success of the project relied heavily on the motivation and commitment of individual project officers and, in some locations, also on the commitment of other Service members, particularly PLOs. Those valuable contributions have many benefits for the Service, particularly in terms of improved relationships with the community, and should be recognised in a tangible way.

In 1996 the Queensland Police Service Review urged the Police Commissioner to consider amongst other matters:

'whether there is adequate professional recognition by the QPS of the difficulties faced, and achievement of officers in these [indigenous] communities, particularly those officers who have made personal commitments to these communities by lengthy postings, and who have worked successfully with the communities to reduce crime rates, initiate alternatives and develop harmonious relations between the police and the communities they serve' (1996, p. 184).

The evaluation team understands that Operations Support Command is currently considering related issues and recommends that these matters be referred to it for consideration. While two of the current projects were recognised in the 1997 Commissioner's Lantern Awards, a range of other options, such as acknowledgement of officers' efforts at a Regional level, reporting details of successful initiatives in Service publications such as the *Bulletin*, or giving emphasis to such initiatives in QPS position descriptions, should also be considered, so as to ensure that officers are rewarded for their commitment.

Recommendation 3:

The issue of proper recognition by the Service of individual officers' contributions to projects of this type, namely proactive policing programs in indigenous communities, should be referred to the Director, Human Resources Division, and the Assistant Commissioner, Operations Support Command, for further consideration.

EVALUATION

As noted in Section 1, there were various difficulties in seeking to evaluate the success of a project which involved twenty programs of quite different types, target groups and duration. However, there are some suggestions which may assist the evaluation of similar programs in the future.

The application process required police to outline how they would measure the extent to which project objectives had been met (for example, by reporting a decrease in crime), and suggested measures which might be relevant. Many responses to the survey provided good insight into changes considered to have occurred either amongst young people or in the community generally, particularly in terms of changed attitudes and improved relationships between police and the community. However, few project officers referred to quantitative measures in their responses, making it more difficult to gauge the extent of reported changes such as decreased offending.

The problems of having detailed breakdowns of data such as crime rates at District or station level are acknowledged. Indeed, it was never intended that a small scale project would require major recording of statistics. However, in some cases more detail could have been supplied. For example, some officers did not report the number of young people who had been involved in the project, or estimate the number whose behaviour was considered to have improved in particular ways, such as decreased truancy. In other cases project officers said reported crime had dropped as a result of the program, but very few referred to how much or over what period of time this decrease was estimated to have occurred.

The independent perspective of outside groups, such as local drug and alcohol agencies, can provide compelling evidence of the success of a program, for example, through informed observations about young people's changed behaviour. The example cited earlier in this report from Murgon provided such support, and it was disappointing that more agencies did not provide their comments when requested.

While it is important not to discourage police from being involved in such initiatives by requiring 'too much paperwork', limitations in the evaluation do not give police adequate opportunity to clearly establish the success of their programs. In addition, projects which can be shown to be particularly successful in terms of achieving their stated objectives can be used as examples of 'best practice' for future projects.

There may be a need at the outset of such projects in the future to provide more detailed evaluative measures, in order to assist individual officers to set up suitable data collection systems. Alternatively, project officers could be given further assistance in evaluating outcomes, for example, through including in project 'kits' some standard survey forms for young participants. It may also be appropriate to design and carry out more intensive evaluation of a few key projects, in order to provide quantitative evidence of the success of these interventions in terms of reducing drug and alcohol abuse and offending behaviour. These suggestions underline the need for such projects to be centrally coordinated, as recommended above.

Recommendation 4:

Future Application Kits for projects of this nature should include additional assistance for project officers in evaluating project outcomes, such as by the inclusion of survey forms for project participants and relevant community agencies.



SECTION 3
INDIVIDUAL PROGRAMS



LIST OF PROGRAMS

LOCATION	PROJECT NAME	PROJECT MANAGER
Aurukun	Youth Program	S/Const Greg Cruise
Barcaldine	Cultural Awareness	Sgt Pat Ring
Brisbane — Fortitude Valley	Kids at Risk	PLO Debbie deBree
Cherbourg	Wanyee Goolerra (Which Way Old Man)	Sgt Roger Malcolm
Cooktown	My Choice/I Decide	S/Const Darren Hunt
Cunnamulla	Boxing & Sporting Excursion	Sgt Barry Winter
Doomadgee	Petrol Project	Sgt B Kennedy
Innisfail	Bridging the Gap	Sgt Grant Steele
Innisfail	Camp Unity	Sgt Grant Steele
Laura	Blue Light Discos	S/Const Brett Jenkins
Laura	Camping Trip	S/Const Brett Jenkins
Mackay	Me Drug and Alcohol Free — You See	Sgt Richard Mactagart
Mt Isa	Bulyarin Cultural Group	S/Sgt Al Magarry
Mt Isa	Under the Bridge	S/Sgt Al Magarry
Murgon	'Y' Skate	S/Sgt Pat Ryan and Sgt Steve McReight
Pine Rivers	Camping	Sgt Pat Flemming
Pormpuraaw	Cultural Enhancement Day Trip	S/Const Brad Reynolds
Rockhampton	Drug and Alcohol Free Discos	Sgt Ian Hall
Rockhampton	A Top Program — Cultural Island Escape	S/Const Ewan Finlater
Yarrabah	Activity Centre	Sgt Kel Clarke and S/Sgt David Bird

AURUKUN YOUTH PROGRAM

PROJECT MANAGER/INITIATOR

Senior Constable Greg Cruise

LOCATION

Aurukun is an Aboriginal community situated 50 kilometres south of Weipa (two and a half hours' drive) on Cape York Peninsula, and approximately 800 kilometres north of Cairns. Pormpuraaw, a Deed of Grant in Trust Aboriginal community, is 650 kilometres from Cairns and about 150 nautical miles from Weipa.

OBJECTIVES

- To encourage greater confidence and trust between young juvenile offenders and police working in Aurukun
- To have juveniles occupied on weekends when they are more prone to commit offences of break and enter.

BRIEF PROJECT DESCRIPTION

The project was undertaken in close consultation with Saki Canaweka, a youth worker employed by the Aurukun Shire Council. Juveniles were selected from the Aurukun community to participate in fishing and hunting trips to various coastline areas. The Aurukun police vessel and the air sea rescue vessel were used to transport more than 12 juveniles on 6 occasions.

In addition to the hunting and fishing trips, youths were transported by boat to Pormpuraaw and driven from Pormpuraaw to Kowanyama to attend the Kowanyama Football Carnival.

TARGET GROUP

Aboriginal youth from Aurukun who had previously offended.

DIVERSION PROJECT FUNDED EXPENSES

Fuel	\$1318.28
Food	\$186.80
Total:	<u>\$1505.08</u>

PROJECT MANAGER'S COMMENT

During the course of the project, there was a marked positive change in the behaviour of those who were involved in the excursions. However, due to the lack of diversionary options for the youth, the petrol sniffing and criminal behaviour returned once the project was finalised.

BARCADDINE ABORIGINAL YOUTH CULTURAL AWARENESS AND TRAINING EXCURSION

PROJECT MANAGER/INITIATOR

Sergeant Pat Ring

LOCATION

Barcaldine is a busy outback centre with a lively tourist trade which adds seasonally to the static population of about 1900 people, of whom approximately 100 are Aborigines. Barcaldine is situated 108 kilometres east of Longreach and 765 kilometres west of Rockhampton on the Capricorn Highway. The area of the division is approximately 10,000 square kilometres and the divisional population is about 2900.

Aboriginal youth are over-represented as offenders in alcohol and drug related crime statistics.

OBJECTIVES

- Divert Aboriginal youth from alcohol and drugs using environmental influences
- Provide a forum for police and Aboriginal youth of Barcaldine to interact in a more socially conducive arena than is normally available
- Encourage Aboriginal youth of Barcaldine to consider alternate activities to drug and alcohol use.

BRIEF PROJECT DESCRIPTION

Police together with Aboriginal community members organised and selected Aboriginal youth from Barcaldine to participate in an excursion visiting Dajarra, Boulia, Marmanya (Urandangi) and Urlambe communities, as well as Aboriginal sites in North West Queensland. Participants were exposed to Aboriginal history through appropriate Aboriginal elders and visits to culturally significant sites. In addition, the project provided a participative atmosphere allowing the youth and police to work together.

TARGET GROUP

Aboriginal youth who were selected by a committee of police and Aboriginal community members.

DIVERSION PROJECT FUNDED EXPENSES

Fuel	\$406.77
Food	\$951.25
Accommodation	\$165.00
Total:	<u>\$1523.02</u>

PROJECT MANAGER'S COMMENT

The youth who were targeted by the project were not considered to be users of alcohol or drugs or involved in crime. It was the project manager's intention to offer the learning and information related to the excursion as a means to an alternative direction in life (i.e. without drugs and alcohol, and crime-free). Because of this, it would be difficult to measure specific success.

BRISBANE (FORTITUDE VALLEY) — KIDS AT RISK

PROJECT MANAGER/INITIATOR

Police Liaison Officer Debbie DeBree

LOCATION

Brisbane (Fortitude Valley) — a camp was held at Toogoolawah.

OBJECTIVES

- Provide an opportunity for Aboriginal and Torres Strait Islander youths to experience activities that are alcohol and drug free.
- Provide youths with a greater awareness of the short and long-term effects of continued alcohol and drug abuse both mentally and physically and how it affects their families and communities.
- - Provide youths with the opportunity to learn about their culture, develop self-esteem, pride and motivation.

BRIEF PROJECT DESCRIPTION

This project involved a camping excursion at Camp Duckadan, Toogoolawah, for approximately 25 youths. Activities included canoeing, tennis and swimming. The excursion involved police from the Juvenile Aid Bureau, YACCA, parents and PLOs.

TARGET GROUP

Aboriginal and Torres Strait Islander youth from Metropolitan North region.

DIVERSION PROJECT FUNDED EXPENSES

Accommodation	\$665.90
Food	\$960.40
Camping expenses	\$234.24
Total:	<u>\$1860.54</u>

PROJECT MANAGER'S COMMENT

Youths from Alderley Division were coming under adverse attention from police and much of this behaviour was alcohol related. The object of the camp was to bring those youths and police together in an effort to stem youth related incidents. The camp was used as a stepping stone to reduce those types of activities, provide Aboriginal and Torres Strait Islander youth with a more positive outlook towards police and provide police an insight into Aboriginal and Torres Strait Islander culture and what motivates these kids into doing what they do.

CHERBOURG — WANYEE GOOLERRA (WHICH WAY OLD MAN)

PROJECT MANAGER/INITIATOR

Senior Constable Roger Malcolm

LOCATION

Cherbourg is a Deed of Grant in Trust Aboriginal community situated 6 kilometres from Murgon and approximately 280 kilometres north west of Brisbane. The community has a population of about 2000 Aboriginal people and an unemployment level of about 60 per cent. There are high levels of drug and alcohol abuse which contribute to a high level of crime.

OBJECTIVES

- Engender better general relations between police, community and Cherbourg youth
- Re-establish links between the elders and community youth
- Reduce property related crime
- Provide opportunity for Cherbourg community youth to be informed of the impact of alcohol and drug abuse in the community.

BRIEF PROJECT DESCRIPTION

This project builds on existing community infrastructure. It involved holding three camping trips in the local area with an excursion to Dreamworld for 20 youth who successfully met criteria established and evaluated by the local committee.

The project involved the local schools, representatives from the Department of Families, Youth and Community Care, community elders and community police.

TARGET GROUP

Aboriginal youth from Cherbourg who were selected by a committee of police and Aboriginal community members.

DIVERSION PROJECT FUNDED EXPENSES

Food	\$862.70
Entertainment	\$599.30
Camping Expenses	\$403.09
Transport	\$815.76
Other	\$54.00
Total:	<u>\$2734.85</u>

PROJECT MANAGER'S COMMENT

Interaction was mainly with those parents/relatives/guardians whose children were involved in the project and the youths themselves. It gave the community a chance to see police doing something for their children and the children themselves a chance to spend time with police off duty in a friendly environment. It gave everyone involved an insight that police were not the enemy and should not be feared or hated.

COOKTOWN — MY CHOICE

PROJECT MANAGER/INITIATOR

Senior Constable Darren Hunt

LOCATION

Cooktown is situated approximately 400 kilometres north of Cairns on Cape York. There are two Aboriginal communities close to Cooktown: Wujal Wujal to the south and Hopevale to the north. A large percentage of Aboriginal youth who live in the area attend school in Cooktown. An estimated 1000 young people live in the area covered by the project.

Due to the isolation of the area, there are no organised activities for the youth. The subsequent boredom often results in alcohol and drug abuse which increases street offences and inter-clan fighting.

OBJECTIVES

- Provide alternative activities to drug and alcohol use
- Encourage youth of the area to consider the effect of drug and alcohol abuse on their respective communities
- Reduce the incidence of inter-clan fighting which is often increased by drug and alcohol use
- Establish links between various services and the youth of the community and decrease the fear of authority figures such as police.

BRIEF PROJECT DESCRIPTION

The project established a local working group/advisory committee made up of a large cross-section of the community. The committee organised sporting activities including netball, soccer, weights, juggling, rollerblading, basketball, touch football, boxing and board games for youth on a weekly basis.

From the planning stage, the project manager worked in conjunction with staff from the Gungarde Aboriginal Corporation, Family Resource Centre, Cooktown Youth Association, community councils, schools, Cape York Health Council and other local community members. In addition to the equipment purchased with the funds provided by the Service, the Cape York Health Council donated a new gym set valued at over \$1500. Information about the adverse effects of drug and alcohol abuse was provided during the activities by the Family Resource Centre, coaches and police.

TARGET GROUP

This program catered for youth between the ages of 3 and 15 years (male and female). While the primary focus was Aboriginal young people, non-Aboriginal youth were also involved. Large numbers of youth took part in the activities (70-90 per week).

DIVERSION PROJECT FUNDED EXPENSES

Sporting Equipment	\$1634.00
Transportation Cost	\$49.60
Hardware Items	\$114.75
Total:	<u>\$1798.35</u>

PROJECT MANAGER'S COMMENT

While the project was operational it was a substantial success attracting the support of a wide variety of people from most local community groups. The small amount of funding was the catalyst to accessing other available resources to assist with diverting youth from drug and alcohol use.

The forum developed by the project provided a neutral setting where youth could interact regardless of clan groups. This has assisted in the decrease in tension between the Aboriginal clans and other groups. The greatest outcome was the interaction between a large and diverse group and police. It allowed police to meet a large cross section of the community and helped build trust. The project also saw the various groups work together and support each other for the common good of the youth of their community.

During the project no youths (under 25 years) were arrested for drunkenness or alcohol related street offences.

CUNNAMULLA — INTERSTATE BOXING AND SPORTING EXCURSION

PROJECT MANAGER/INITIATOR

Sergeant Barry Winter

LOCATION

The town of Cunnamulla, situated on the banks of the Warrego River, was first settled by Europeans in 1862. Cunnamulla has a steady population of 1600 with a 50/50 makeup of European and Aboriginal cultures. Situated 970 kilometres west of Brisbane, it is in the heart of the Golden West and is surrounded by several smaller communities and tourist attractions.

Drug and alcohol abuse is a common problem amongst youth in this town. Cunnamulla police are actively involved in all facets of community policing.

OBJECTIVES

- To divert Aboriginal youth from the alcohol and drug using environments
- To provide an opportunity for Aboriginal youth at Cunnamulla to gain information on drug and alcohol issues
- To establish greater interaction between members of the Queensland Police Service and Aboriginal people in Cunnamulla.

BRIEF PROJECT DESCRIPTION

Young people in Cunnamulla are drawn to contact sports such as football and boxing. The Cunnamulla & District Youth Club Boxing Club has been successful in attracting the interest of Aboriginal youth and police officers have been actively involved in the club. This project provided a sporting trip for Aboriginal youths to meet well-known identities in boxing and rugby league, and to view at first hand their training procedures.

Police officers, elders and members of the Cunnamulla & District Youth Club Boxing club spent six days together interacting in a relaxed and friendly environment without drugs and alcohol. They travelled to Sydney where they attended the Sydney Rugby League Grand final between St George and Manly. They also visited the famous Newtown Police Boys Club where Johnny Lewis had trained champion fighters Jeff Fenech and Jeff Harding. There they watched elite fighters training and heard about their training techniques and the discipline and sacrifices that are required of a champion. They also participated in training and boxing sparring sessions at the Bankstown PCYC.

TARGET GROUP

Selected Aboriginal youth from the Cunnamulla and District Youth Club Boxing club

DIVERSION PROJECT FUNDED EXPENSES:

Meals and accommodation	\$895.30
Travel expenses	\$740.09
Total:	<u>\$1635.39</u>

PROJECT MANAGER'S COMMENT

There has been a gradual improvement of police and Aboriginal relations over the past two and a half years and this project was another step towards that gradual improvement. The project manager has been personally invited to attend Aboriginal functions in the township and also asked to write letters of support for various schemes Aboriginal people wish to put in place for the local youth. For example, the project manager was invited to attend an Aboriginal dancing ceremony sponsored by the South West Aboriginal Co-operative.

DOOMADGEE PETROL PROJECT

PROJECT MANAGER/INITIATOR

Sergeant Bryan Kennedy

LOCATION

Doomadgee is a Deed of Grant in Trust Aboriginal community located 630 kilometres north of Mount Isa by road and 1200 kilometres west of Cairns by road. The division covers approximately 40,000 square kilometres and is bordered by the northern coast of Australia and the Northern Territory border. Burketown is the closest township, situated 100 kilometres to the east. Doomadgee is usually isolated to varying degrees by road during the wet season.

The population of the division is approximately 1600, with 1500 persons residing in the main township. Caucasian residents account for only five per cent of the population.

OBJECTIVES

- Educate children on the dangers of petrol sniffing from a police and health perspective
- Involve children in promoting anti-petrol sniffing slogans within their community
- Provide entertainment for children and enforce the anti-sniffing theme over a period of time.

BRIEF PROJECT DESCRIPTION

Police and health workers delivered lectures to children at school on the dangers of petrol sniffing. The children were then invited to enter a competition to design a screen printing theme for T-shirts. Judging was conducted at the school disco and prizes were awarded for the best three designs. The winning design was printed on T-shirts which were provided to all children.

TARGET GROUP

School age children at Doomadgee.

DIVERSION PROJECT FUNDED EXPENSES

Clothing	\$920
Prizes	\$220
Total:	<u>\$1140</u>

PROJECT MANAGER'S COMMENT

This project involved the police, Education and Health Departments in a joint effort to reduce the incidence of petrol sniffing and juvenile crime in Doomadgee. The implementation of this project in the community was very rewarding in that it achieved two of its primary goals. It has, at the present time (June 1998), totally reduced the incidence of petrol sniffing in the community. It also reduced by 70 per cent the number of break and enter offences being committed by the group targeted for this project.

INNISFAIL — (A) BRIDGING THE GAP; (B) CAMP UNITY

PROJECT MANAGER/INITIATOR

Senior Constable Grant Steele

LOCATION

- (a) Innisfail; and
- (b) Atherton, Mareeba and Innisfail districts.

OBJECTIVES

- To encourage young people to break down the barrier between police and themselves and also encourage cultural exchange between the white and the Aboriginal and Torres Strait Islander younger community
- To encourage and foster youth to consider alternatives to alcohol and drug abuse by becoming involved in sporting and other activities
- To deter Aboriginal and Torres Strait Islander youth from anti-social behaviour and the effects of drinking and drug use which may lead to crime and police intervention.

BRIEF PROJECT DESCRIPTION

Two separate but similar projects involving camps for young people at risk were funded. The first targeted youth from Innisfail and the second also included youth from Atherton and Mareeba. The project was an initiative of the Aboriginal and Torres Strait Islander PLOs from Innisfail, following extensive consultation within the Innisfail indigenous community. A list of young people at risk was compiled by Innisfail police and PLOs.

The two five-day camps were held in October 1996 and April 1997. Activities included a ropes course, abseiling, orienteering, canoeing, catching red claw, night walks and movies. Those activities emphasised that drugs and alcohol did not have to play any role in the enjoyment and general physical wellbeing of young people. Lectures on drug and alcohol issues were also given during the camps. The program was supported by the Goondi Scout Group, the Queensland Scouting Association, the Innisfail Police Citizens Youth Club and parents.

A second component of the program was a supervised visit to Lotus Glen Correctional Centre by the young male participants. Inmates described their lifestyle, including their abuse of drugs and alcohol, which led to long terms of imprisonment. The youths gained first hand knowledge of what would happen if they continued to lead a life of anti-social and unacceptable behaviour.

TARGET GROUP

At risk Aboriginal and Torres Strait Islander youth between the ages of 12 and 17 (male and female)

DIVERSION PROJECT FUNDED EXPENSES

Camp Unity

Camping Goods	\$285.00
Food	\$1013.48
Transportation	\$315.00
Camping Fees	\$359.00
Total:	<u>\$1972.48</u>

Bridging the Gap

Food	\$649.27
Transport	\$584.75
Camping Expenses	\$755.00
Total:	<u>\$1989.02</u>

PROJECT MANAGER'S COMMENT

Male and female youths at risk were encouraged to participate in a five day camp which allowed them the opportunity to work together as a team without being influenced by peer pressure etc.

Forty-seven youths have participated in this project, all of whom were leading a life of crime or in danger of doing so. Five of the youths have offended or reoffended since October 1996 (at the date of response). Staff have noticed a significant behavioural change through the course of this project and good progress has been gained. Youths who were once anti social towards police have made a complete turnaround and are now much more friendly to police and those in authority with their general attitude.

The local magistrate in Innisfail has on some occasions remanded juvenile offenders and directed them to attend the program prior to sentencing.

The project was a finalist in the 1997 Commissioner's Lantern Awards.

LAURA AND DISTRICT BLUE LIGHT DISCOS

PROJECT MANAGER/INITIATOR

Senior Constable Brett Jenkins

LOCATION

Laura is situated 320 kilometres north of Cairns. Cooktown is 170 kilometres to the east and Coen is 250 kilometres to the north. The town is isolated during the wet season due to flooding.

The township of Laura originally developed as a proposed rail link from Cooktown to the goldfields around Palmerville and Maytown, west of Laura. In the mid to late 1800's, these two areas attracted a huge influx of miners, both European and Chinese. Since the decline of the gold fields, Laura has become a small town surrounded by cattle stations and Lakefield National Park. Primary production and tourism now sustain the town. During the dry season up to 30,000 vehicles pass through Laura on the way to the tip of Cape York.

The majority of the 70 person population at Laura is of Aboriginal descent. The local corporation, Ang Gnarra, co-ordinates the Community Development Employment Scheme which provides employment for the Aboriginal population. Sporting activities and other entertainment are extremely limited in Laura.

OBJECTIVES

- To encourage young people of Laura and district to participate in supervised drug and alcohol free entertainment.

BRIEF PROJECT DESCRIPTION

Funds were used to assist in the purchase of stereo equipment to enable Blue Light Discos to be held regularly. The Laura and District Progress Association also raised \$1600 for the equipment and is meeting ongoing costs of the discos.

TARGET GROUP

While the focus of this project was young people, the whole community has become involved in the discos.

DIVERSION PROJECT FUNDED EXPENSES

Stereo equipment	\$1300.00
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PROJECT MANAGER'S COMMENT

This project has provided an ongoing forum for Aboriginal people and non-Aboriginal people of all ages to interact socially in a drug and alcohol free environment. The Laura community is supportive of and committed to the project.

LAURA POLICE AND ABORIGINAL YOUTH "CAMP OUT"

PROJECT MANAGER/INITIATOR

Senior Constable Brett Jenkins

LOCATION

Laura is situated 320 kilometres north of Cairns, and is isolated due to flooding during the wet. There are very limited sporting and entertainment activities. The project involved an excursion to Hann River.

OBJECTIVES

- To educate Aboriginal youth on drug and alcohol use
- To increase relations between police and Aboriginal youth
- Educate Aboriginal youth on activities other than drug and alcohol use
- Increase respect between Aboriginal youth and Laura elders through cultural learning and interaction.

BRIEF PROJECT DESCRIPTION

The two day trip was conducted with the assistance of the school principal and two Aboriginal teacher aides, a nursing sister and an Aboriginal health worker, three Aboriginal elders and the Laura police tracker. The trip was drug and alcohol free and a lecture to the children on drug and alcohol issues was given by the police and health worker. Activities on both days included fishing, nature walks and story telling of the dream time and the elders time at Lakefield, which has significant cultural value to people in Laura.

TARGET GROUP

Aboriginal youth

DIVERSION PROJECT FUNDED EXPENSES

Food	\$300.00
Camping	\$155.00
Total:	<u>\$455.00</u>

PROJECT MANAGER'S COMMENT

The project provided a forum for the small community of Aboriginal and non-Aboriginal people to work together to provide entertainment for youth. The funding was an essential ingredient to facilitate this problem-solving exercise. The trip was a success and the community is looking to organising similar events.

MACKAY — ME! DRUG AND ALCOHOL FREE — YOU SEE

PROJECT MANAGER/INITIATOR

Constable Richard Mactaggart

LOCATION

Islands off the coast of Mackay.

OBJECTIVES

- To identify "at risk" Aboriginal and Torres Strait Islander youth
- To develop harm-minimisation strategies.

BRIEF PROJECT DESCRIPTION

- The project was a collaborative effort between members of the indigenous communities, police and community welfare organisations. It involved a series of three camps for Aboriginal and Torres Strait Islander youths. The camps were designed to increase the participants' self esteem, motivation, leadership and cultural awareness, with the anticipated outcome of reducing their reliance on alcohol and drugs.

TARGET GROUP

At risk Aboriginal and Torres Strait Islander youth (ten participants)

DIVERSION PROJECT FUNDED EXPENSES

Transportation	\$260.00
Food	\$892.94
Insurance	\$70.00
Total:	<u>\$1222.94</u>

PROJECT MANAGER'S COMMENT

- Three camps were conducted with the same ten young people participating on each occasion. A series of activities was devised with the aim of increasing the youths' self esteem, motivation, leadership and cultural awareness. The camps were considered successful with a major reduction in the offences committed by the participating young people in the months following the project.

At the conclusion of this project the target young people were referred to YACCA who provided follow up, thus continuing the focus on these young people for a much greater length of time than was possible under this project. No major problems were experienced and all involved believed that it was a worthwhile experience, with the objectives being met. It is believed that the project is worth repeating in the future.

Mt Isa — Bulyarin Cultural Group

PROJECT MANAGER/INITIATOR

Senior Sergeant Alan Magarry

LOCATION

Mt Isa is an industrial town in north west Queensland, 700 kilometres west of Townsville. The town has a population of 25,000, of whom approximately 18 per cent are Aborigines.

OBJECTIVES

- To demonstrate to the community the need for community involvement to address drug and alcohol problems
- To educate youth on how to prevent law-breaking behavioural patterns from developing
- To involve potential (youth) offenders in the production.

BRIEF PROJECT DESCRIPTION

Fourteen Aboriginal youths (male and female) were provided with instruction in cultural dance and costume-making by an Aboriginal elder. Lessons lasted for two hours a day, three days a week. The program was also supported by other agencies such as the Department of Education, the District Health Service and the Arthur Petersen Special Care Centre.

On 26 January 1997 the group performed cultural dances at the Mt Isa Australia Day celebrations. In February the group again performed for the State Member for Mt Isa and in March at the Mt Isa Civic Centre. Participating youths were presented with gift vouchers in varying amounts directly related to their level of participation in the project.

TARGET GROUP

At risk Aboriginal school-aged youth

DIVERSION PROJECT FUNDED EXPENSES

Food	\$278.90
Prizes	\$564.00
Costumes	\$292.75
Youth Worker	\$864.35
Total:	<u>\$2000.00</u>

PROJECT MANAGER'S COMMENT

The project has worked to such an extent that it is now ongoing and being run by the Arthur Petersen Special Care Centre (the diversionary centre) in Mount Isa. It removed teenage children from the Leichhart River bed (where they had been living) and returned a majority of them to school. The participants have developed a sense of pride in themselves which is evident at their performance in front of large crowds. Previously they were shy and reclusive when dealing with people. Now they mix freely and perform well.

The project was a silver medal winner in the regional and a finalist in the 1997 Commissioner's Lantern Awards.

Mt Isa — UNDER THE BRIDGE**PROJECT MANAGER/INITIATOR**

Senior Sergeant Alan Magarry

LOCATION

Mt Isa is an industrial town in north west Queensland, 700 kilometres west of Townsville.

OBJECTIVES

- To demonstrate to the community the need for community involvement to address drug and alcohol problems
- To educate youth on how to prevent law-breaking behavioural patterns from developing
- To involve potential (youth) offenders in the production.

BRIEF PROJECT DESCRIPTION

The project formed a group to perform a one-act play titled "Under the Bridge" which aimed to attract young offenders in the Mt Isa area and give them an alternative to crime and unacceptable behaviour. Aboriginal youths attended numerous training sessions conducted by a youth worker, Ms Helen Harvison, and an Aboriginal elder, Mr Budley Escott, at the Arthur Petersen Special Care Centre.

The play was set down to be performed at the Mt Isa Civic Centre on 15 March 1997 at the Fun Day Celebrations. However, due to parental pressures resulting from family fighting and political alliances, the youths did not attend or perform. In late April 1997 the group performed at the Arthur Petersen Centre and were treated to a party/barbecue, during which they were presented with gift vouchers for their participation in the program.

TARGET GROUP

At risk male and female Aboriginal and Torres Strait Islander youth

DIVERSION PROJECT FUNDED EXPENSES

Food	\$143.00
Prizes	\$200.00
Administration	\$127.22
Youth Worker	\$1538.45
Total:	<u>\$2008.67</u>

PROJECT MANAGER'S COMMENT

The project encountered difficulty in that the youths' parents, because of inter family feuding and political alliances, forbade the youths to perform in public together. This is an ongoing problem in Mount Isa and created some concern to those involved in the project. However, the project did attain its goal by having the young people involved in a worthwhile pastime that did not involve criminal activity or substance abuse. The youths were all eager to perform and expressed some disappointment at their parents' intervention.

MURGON— "Y" SKATE

PROJECT MANAGER/INITIATOR

Senior Sergeant Pat Ryan

LOCATION

Murgon is situated approximately 260 kilometres north west of Brisbane and six kilometres from Cherbourg.

OBJECTIVES

- To support young people in alternative activities to drug and alcohol use
- Increased participation of police and community in activities for mutual benefits.

BRIEF PROJECT DESCRIPTION

This project provided transport for youth from the skating rink to their homes at Cherbourg and Murgon. The transportation was supervised by police and police liaison officers. In addition the project included excursions to Brisbane Ice Skating Rink and Wet and Wild Theme Park to demonstrate how they can achieve "highs" from physical sporting activities.

TARGET GROUP

Aboriginal youth

DIVERSION PROJECT FUNDED EXPENSES

Transportation	<u>\$1280.00</u>
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PROJECT MANAGER'S COMMENT

This project was a tremendous success. It developed an excellent rapport with police, parents and youth in the Murgon and Cherbourg communities. It also had the effect of reducing crime and conflict between groups in the Murgon and Cherbourg communities. Children and parents who were involved in the project were very positive in their comments on what had been achieved. Children were able to interact and achieve physical highs through their physical sporting activities.

PINE RIVERS — ABORIGINAL AND TORRES STRAIT ISLANDER YOUTH MOTIVATION AND RECREATION ACTIVITY CHOICES PARTICIPATION PROJECT

PROJECT MANAGER/INITIATOR

Sergeant Patrick Fleming

LOCATION

Pine Rivers Shire is situated adjacent to the northern suburbs of Brisbane.

OBJECTIVES

- Provide opportunity and encourage participation by Aboriginal and Torres Strait Islander youth in one or more of the PCYC youth programs offering alternative to drug and alcohol use
- Increase integration of youth of all backgrounds and lifestyles in an environment of group participation and achievement
- Increase and enhance relations between police, youth and community organisations within the Pine Rivers Shire
- Provide new experiences, life skills, lifestyle alternatives and motivation through acknowledgement of participation/achievement to Aboriginal and Torres Strait Islander youth.

BRIEF PROJECT DESCRIPTION

Aboriginal and Torres Strait Islander youth participation in the PCYC programs in this area was almost non-existent. This project provided the funding to sponsor Aboriginal and Torres Strait Islander youth to participate in PCYC sporting programs. In all, 14 Aboriginal and Torres Strait Islander youths participated in camping and instructional activities.

TARGET GROUP

Aboriginal and Torres Strait Islander youth

DIVERSION PROJECT FUNDED EXPENSES

Camping	\$1675.00
Instruction	\$88.00
Total:	<u>\$1763.00</u>

PROJECT MANAGER'S COMMENT

A total of 14 young Aboriginal and Torres Strait Islander people attended in two school holiday camps, integrating with other young people from diverse backgrounds. Feedback from referring agencies indicate that to a large extent the objective of the project was met. These people advise that some of the participants have learnt and retained options to a negative lifestyle. Specific statistics are not available: it is more an observation and positive feedback regarding their behaviour and their own responses.

PORMPURAAW — CULTURAL ENHANCEMENT DAY EXCURSIONS

PROJECT MANAGER/INITIATOR

Senior Constable Bradley Reynolds

LOCATION

Pormpuraaw is a Deed of Grant in Trust remote Aboriginal community situated on the western side of Cape York Peninsula, approximately 730 kilometres from Cairns. The population varies between 400 and 600 people.

OBJECTIVES

- To encourage Pormpuraaw youth to communicate with elders of the community, thus reducing drug and alcohol abuse
- To allow the elders of the community to understand youth problems and assist in solving these problems by becoming involved in youth activities.

BRIEF PROJECT DESCRIPTION

Consultation was undertaken between community elders, police, community workers and representatives from other government agencies. The group supported day excursions/fishing trips being held regularly in conjunction with the community elders to reduce drug and alcohol abuse amongst the youth of Pormpuraaw. The project provided the necessary resources to conduct the fishing expeditions.

TARGET GROUP

Aboriginal and Torres Strait Islander youths

DIVERSION PROJECT FUNDED EXPENSES

Fishing equipment	<u>\$1608.38</u>
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PROJECT MANAGER'S COMMENT

The project relied heavily on input from the school, especially with the non-attendees class (i.e. students with a high rate of truancy). Staff from the school and the project manager noticed an improvement in the awareness of alcohol abuse within the community. The project officer believes that although not all of the youth involved may have been diverted from drug and alcohol abuse, the majority of them became more aware of the problems caused by alcohol.

ROCKHAMPTON — DRUG AND ALCOHOL FREE DISCOS

PROJECT MANAGER/INITIATOR

Sergeant Ian Hall

LOCATION

Rockhampton is in central Queensland.

OBJECTIVES

- To encourage young people to find alternative activities to drug and alcohol use
- To encourage young people to become involved in other activities other than wandering the streets involved in street crime and wilful damage
- To encourage youth to consider the effect of drug and alcohol use on their own health, and the effect on their community
- To encourage better communication and co-operation between police, liaison officers and youth in a more social environment
- To encourage youth to be more involved and develop organisation skills, by allowing them to organise the events with supervision
- To encourage co-operation between Aboriginal organisations and the police Service and liaison officers.

BRIEF PROJECT DESCRIPTION

A group of interested youths was engaged to conduct discos for Aboriginal and Torres Strait Islander youths in Rockhampton. Aboriginal organisations and the schools were used to advertise the discos. Street groups were targeted and invited by Aboriginal and family service workers, liaison officers and interested youth worker as well as police. Posters and displays outlining the effects of alcohol and drug abuse were displayed in the hall.

TARGET GROUP

Aboriginal and Torres Strait Islander youth

DIVERSION PROJECT FUNDED EXPENSES

DJ and equipment	\$750.00
Hall rental	\$200.00
Prizes	\$596.25
 Total:	 <u>\$1546.25</u>

PROJECT MANAGER'S COMMENT

The project was intended to show that the youth could have fun without drugs or alcohol, and this was achieved. It would be impossible to determine the extent, if any, that the project reduced youths using alcohol or drugs. The project was developed to give youth something else to do away from drinking and causing trouble. It had a reasonable response, the interest from which is still ongoing.

ROCKHAMPTON—A TOP PROGRAM: CULTURAL ISLAND ESCAPE

PROJECT MANAGER/INITIATOR

Senior Constable Ewan Findlater

LOCATION

Humpy Island off the coast of Rockhampton, central Queensland

OBJECTIVES

- To encourage participants to find alternate activities to drug and alcohol use
- To encourage the participants to consider the impact of drug and alcohol use on themselves and their community
- To establish greater links between the police service and the participants.

BRIEF PROJECT DESCRIPTION

This project utilised the DEVETIR 'Alternative Training Options Programs' to provide participants with new skills to build their self esteem and deter them from committing offences. Written material and lectures were not considered to be appropriate methods for disseminating this type of drug and alcohol information to the target group. The project involved police and Aboriginal elders conducting a fishing/camping excursion.

TARGET GROUP

At risk Aboriginal and Torres Islander youth

DIVERSION PROJECT FUNDED EXPENSES

Transport	\$400.00
Fishing equipment	\$247.05
Groceries	\$176.03
Camping equipment	\$229.00
Total:	<u>\$1052.08</u>

PROJECT MANAGER'S COMMENT

The project provided a opportunity for the youth, police and Aboriginal elders to discuss such activities. Those involved stated the youth were willing participants in these discussions. The youths involved stated they had an increased awareness of the problems caused by drugs and alcohol.

YARRABAH — PCYC

PROJECT MANAGER/INITIATOR

Sergeant Kel Clarke & Senior Sergeant David Bird

LOCATION

The Yarrabah Aboriginal Community is situated about 12 kilometres east of Cairns on Cape Grafton and approximately 50 kilometres by road. The road is sealed and is accessible all year round. Yarrabah is bordered by World Heritage Rainforest Mountains in the west and the Coral Sea in the east.

Yarrabah was settled in 1893 as an Anglican Mission and since that time has been exclusively an Aboriginal community. The Yarrabah Police Division comprises the area of the Yarrabah Deed of Grant in Trust Area granted in 1987.

The area has a population of around 3,000 persons although this can vary. Forty-three percent of the population are under the age of 18 years. Yarrabah, like most Aboriginal communities, suffers from high unemployment and a high rate of alcohol abuse. These factors contribute to a high rate of domestic violence and many associated health problems. Overcrowding in the houses also causes social problems.

OBJECTIVES

- Support the establishment of a PCYC at Yarrabah.

BRIEF PROJECT DESCRIPTION

The funds for this project were used to purchase stereo equipment to enable Blue Light Discos and family movie nights to be held at regular intervals at Yarrabah.

TARGET GROUP

Aboriginal and Torres Strait Islander youth

DIVERSION PROJECT FUNDED EXPENSES

Stereo equipment	<u>\$1937.00</u>
------------------	------------------

PROJECT MANAGER'S COMMENT

This project was developed to target the youth at risk in the Yarrabah community. Research revealed that Yarrabah had the highest youth suicide rate per population in Australia. The introduction of this project has supported the reduction of youth suicides which has seen the suicide rate plummet to zero during the past 12 months.

Members of the community have supported the project with average attendance of youth being over 200 at discos and 60 families at movie nights. This in turn allowed for a closer liaison between police and young people, subsequently breaking down barriers and creating further community spirit.

REFERENCES

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Hunt, D (unpublished), *'My Choice' Project: Evaluation and Final Report*, Cooktown Police Station.

Queensland Police Service 1997, *Vedette*, no. 168, QPS, Brisbane.

Queensland Police Service Review 1996, *Review of the Queensland Police Service*, (the Bingham Review), Kingswood Press, Brisbane.

Royal Commission Into Aboriginal Deaths In Custody 1991, *National Report*, (Commissioner E Johnston QC), vols 1-5, AGPS, Canberra.

Thomas, K & Nash, J 1996, *Aboriginal and Islander Drug and Alcohol Problems and the Aboriginal and Islander Police Liaison Scheme: Issues, Perspectives and Measures*, Queensland University of Technology, Brisbane.



APPENDICES



APPENDIX A

PERSONS INTERVIEWED OR RESPONDING TO WRITTEN SURVEYS

Ron Appo, Commonwealth Service Delivery Agency, Innisfail
 Arthur Petersen's Special Care Centre Inc, Mt Isa
 Barambah Aboriginal Community Care Agency Inc, Murgon
 Fred Bramwell, Laura State School
 Eleanor Davis, Principal, Yarrabah State School
 Peter Evans, Department of Families, Youth and Community Care, Cooktown
 Tony Frisby, Department of Environment, Cooktown
 Ron Harrigan, Chair, Gungarde Aboriginal Corporation, Cooktown
 Marie Henry, teacher aide, Laura State School
 Rhonda Henry, teacher aide, Laura State School
 Glen Higgins, Deputy Principal, Yarrabah State School
 Warren Kelka, Sport and Recreation Officer, Gungarde Aboriginal Corporation, Cooktown
 Rodney Lousteau, Project Officer, Gungarde Aboriginal Corporation, Cooktown
 Mal Mackney, Principal, Laura State School
 Lesley Mackney, Secretary, Laura Parents & Citizens
 Jaymen Masina, Innisfail
 Shuana Philpot, Innisfail
 Fiona Rassip, Innisfail
 Cora Ross, Laura State School
 Michael Ross, Gungarde Aboriginal Corporation, Cooktown
 Fiona Schuler, Cooktown
 Janice Steele, Innisfail
 David Surha, Innisfail
 Kerry Thompson, Barcaldine State School
 Year 7 and 9 students, Yarrabah State School

Queensland Police Service

Snr Const Greg Cruise, Aurukun
 Sgt Pat Ring, Barcaldine
 PLO Debbie deBree, Fortitude Valley
 Sgt Roger Malcolm, Cherbourg
 Snr Const Darren Hunt, Cooktown
 Const Peter Macfarlane, Cooktown
 Sgt Barry Winter, Cunnamulla
 Sgt B Kennedy, Doomadgee
 Sgt Grant Steele, Innisfail
 Snr Const Brett Jenkins, Laura
 Sgt Richard Mactagart, Mackay
 Snr Sgt Al Magarry, Mt Isa
 Sgt Pat Flemming, Pine Rivers
 Snr Const Brad Reynolds, Pormpuraaw
 Sgt Ian Hall, Rockhampton
 Snr Const Ewan Finlater, Rockhampton
 Inspector Trevor Adcock
 PLO Donald Tabui & Const Adrian Smith, Rockhampton
 PLOs Lionel Henaway and Sandra Ambrum, Innisfail
 Robert Bond, Community Police Officer, Cherbourg



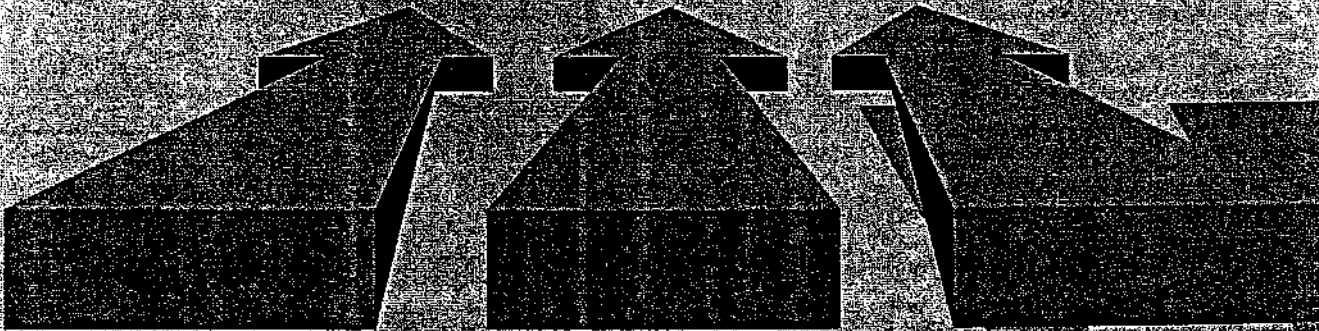
APPENDIX B



ABORIGINAL AND TORRES STRAIT
ISLANDER YOUTH

DRUG AND ALCOHOL DIVERSION PROJECT

APPLICATION KIT



SERVICE OPERATIONAL
PROGRAMS AND PROCEDURES

An Initiative funded by Drug and Alcohol Coordination through the National Drug Strategy Law Enforcement
Funding Committee

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1. **Assistant Commissioner's Foreword**

The Aboriginal and Torres Strait Islander Youth Drug and Alcohol Diversion Project has been designed to provide officers working in Aboriginal and Torres Strait Islander communities throughout the State with financial support to develop and implement local policing strategies.

The Diversion Project has been facilitated by the provision of external funding from the National Drug Strategy Law Enforcement Funding Committee.

Local projects that divert Aboriginal and Torres Strait Islander youths from drug and alcohol environments, and assist in developing cross cultural awareness between police and community members, support and reinforce the strategic direction and corporate goals of the Queensland Police Service. Accordingly, the development and implementation of these types of projects should be considered as a legitimate function of operational policing.

This Application Kit has been prepared to assist applicants to access available funds and meet all necessary reporting requirements. Officers from Service Operational Programs and Procedures, Operations Support Command, are available for further consultation and advice should it be required.

I am confident this project will encourage the development and implementation of innovative policing strategies to address local needs and I commend it to you.

R N McGIBBON
ASSISTANT COMMISSIONER
OPERATIONS SUPPORT COMMAND

2. Background

Largely because of socio-economic factors, many Aboriginal and Torres Strait Islander communities have high levels of drug and alcohol abuse. This is particularly the case in remote, isolated communities. Many young people become involved in drinking to excess, fighting and anti-social behaviour which often leads to police intervention.

There are few alternatives for young people in these communities. Both adult and juvenile related crime rates are high and interactions with police can be more often than not negative.

The Aboriginal and Torres Strait Islander Youth Drug and Alcohol Diversion Project (the Diversion Project) provides police officers throughout the State with the opportunity to develop and implement strategies to divert Aboriginal and Torres Strait Islander youth from drug and alcohol environments. Additionally, these strategies will provide an opportunity for positive interactions between police and members of the community.

Funding of up to \$2000 can be provided for approved projects and the application process is designed to provide easy access to these funds. Although funding is limited to \$2000 per project, police managers have, in the past, achieved a great deal with similar amounts of money.

Funded projects should provide an opportunity for police to develop and implement appropriate problem solving and crime prevention strategies, with a view to reducing the number of incidents which require enforcement action to be taken. Such initiatives should improve relations between the police and community members.

Drug and alcohol abuse can be clearly linked to a large proportion of incidents requiring a police response. The rationale for this project is that the diversion of people from drug and alcohol environments will reduce the number of incidents requiring a reactive police response.

Additional Funding

External funding of \$42,000 has been provided for this project by the National Drug Strategy Law Enforcement Funding Committee. These funds are provided on a 'one off' basis and accordingly, cannot be used to fund a project on a second occasion.

No person or agency has indicated that support will be provided for the continuation of any project. However, if an evaluation clearly demonstrates that a project is successful, it may assist in attracting funding at a district or regional level or from other external sources.

To maximise support for subsequent funding requests, projects should address at least one of the Queensland Police Service (QPS) corporate goals and where possible, address a priority area for the district and region.

3. Goals and objectives

The goals of the Diversion Project (through the individual projects that are funded) include but are not limited to:

Major Goals

- Divert young Aboriginal and Torres Strait Islander people from alcohol and drug using environments.
- Reduce social disruption and the rate of crime associated with drug and alcohol use by young Aboriginal and Torres Strait Islander people.

Other Goals

- Provide a forum for police and people on Aboriginal and Torres Strait Island communities to interact in a more socially conducive arena than is often available.
- Provide cross-cultural training for both police and Aboriginal and Torres Strait Islander youth.
- Promote positive relations between Aboriginal and Torres Strait Islander youth, community service providers and members of the broader community.

Note: All projects which are approved must be consistent with these stated objectives. Although it is not necessary to address every stated objective, projects which can demonstrate benefits across more than one of these areas are encouraged.

4. Application procedures

A minor funding application form has been designed for use in this project. Once completed, the application form constitutes the project plan. All references to your 'project plan' relate to the completed application form.

Officers are invited to complete an application form which describes their proposed project and outlines the target group, method, objectives and goals.

One of the contact officers listed on page 22 should be initially consulted. An electronic copy of the application form can be provided on request, and advice obtained to assist in the development of applications.

Application forms should be approved by the relevant District Officer and noted by the Regional Project Officer prior to submission (see page 7) and should address the criteria outlined on page 14.

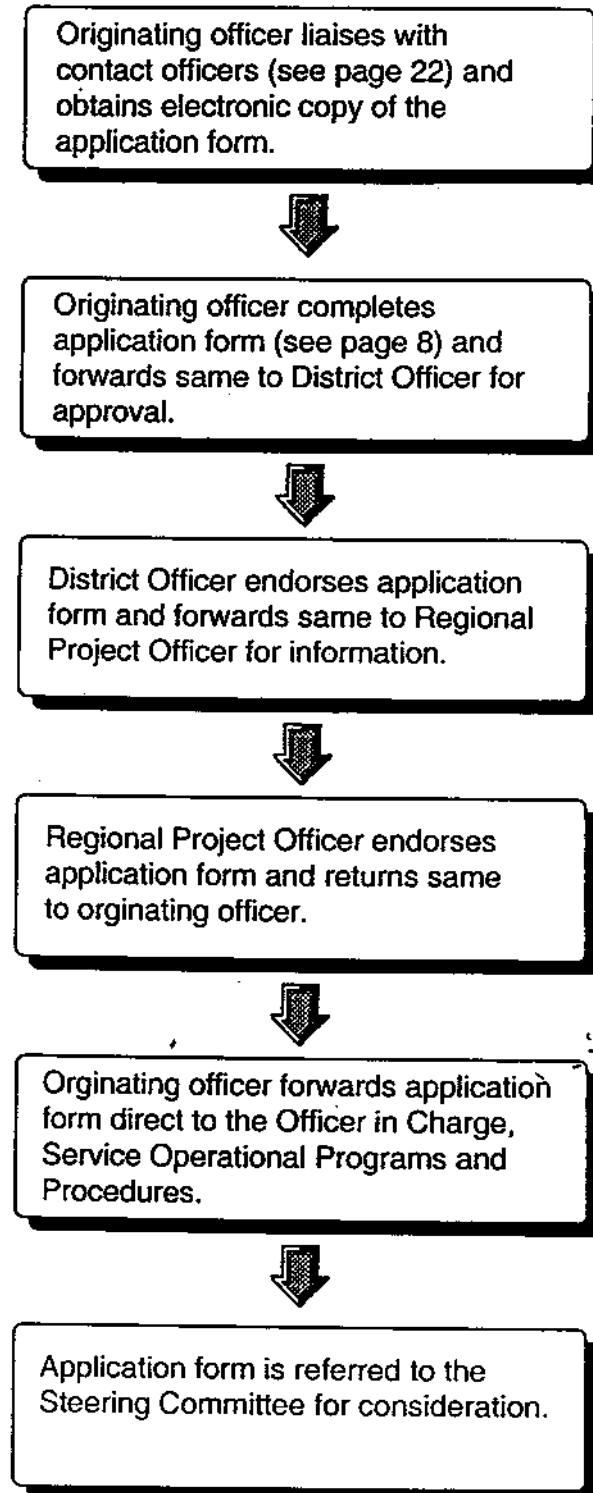
Applications will be received up to and including **31 July 1996**. All applications received by this date will be considered by the Diversion Project Steering Committee during August 1996 and available funding will then be allocated to successful project applications.

Examples of activities that may be considered as options include, but are not limited to:

- camping excursions (for school student for good attendance);
- regular organised sporting activities;
- cultural excursions involving appropriate members of the community;
- sporting/cultural trips to other communities; or
- any other youth community activities.

The project should, ideally, be designed to suit the local situation. Members are encouraged to be innovative in developing projects and strategies for consideration of the Steering Committee. Projects that involve a number of activities over a period of time and interaction with other service providers (for example, health, education, legal groups, women's shelters, alcohol and drug abuse associations and the local Council) are encouraged.

The process for applying for funding is as follows:





Aboriginal and Torres Strait Islander Youth
Drug and Alcohol Diversion Project

Minor Funding Application



Instructions

This application form may be used to apply for funding of up to \$2,000.

To complete this form, highlight the red text and type over according to the instructions. You will only need to triple click each area to highlight it. Black text should remain unchanged.

1. Project name:

Enter a short name for your project.

2. Description:

Enter a brief description of your project in no more than fifty words.

List your objectives - What are you going to do?

And your anticipated outcomes - What do you expect the project will achieve?

Approved

District Officer

Date / /

Seen

Regional
Project Officer

Date / /

3. Project Manager:

Name
Address

Ph:
Fax:

Signature_____

4. Background

Explain why there is a need for this project

5. Location

Where will this occur?

6. Timeframe

Break the project in major parts and enter the timeframes for the parts.

e.g. Consultation - begin 1/4/96 for 4 weeks
Establish community support - begin 1/4/96 continue
throughout project

7. Process

- (i) How do you expect to achieve the results you have outlined in s.2 of this form?
- (ii) How will you know when you have achieved those results?

8. Budget

Provide a breakdown of how the money will be spent
(Normal QPS financial procedures will apply to all expenditure)

9. Community Involvement

Detail how the community will be involved in the project and what plans there are to maintain the project after funding ends?

10. Anything Else?

Insert here anything else you would like the Steering Committee to know

Please Note:

Upon completion of the project, managers will be required to submit a report detailing project outcomes.



Aboriginal and Torres Strait Islander Youth
Drug and Alcohol Diversion Project



Minor Funding Application

Instructions

This application form may be used to apply for funding of up to \$2,000.

To complete this form, highlight the red text and type over according to the instructions. Black text should remain unchanged.

1. Project name:

Cultural Training Camping Excursion

2. Description:

Three camping excursions will be offered to indigenous young people at Kowanyama.

The objectives of this project are:

Objective 1 to encourage young people to find alternative activities to drug and alcohol use;

outcomes - increased involvement by young people in activities other than drug and alcohol use.
- decrease in police calls involving drug and alcohol abuse by young people.

Objective 2 to encourage young people at Kowanyama to consider the impacts of drug and alcohol use on themselves and their community;

outcome - increased understanding by the young people of Kowanyama of the impact of drug and alcohol abuse in their community.

Objective 3 to establish greater links between the services at Kowanyama and the community (particularly its young people);

outcome - increased participation of the police and community in activities for mutual benefit.

Approved

District Officer

Date / /

Seen

Regional
Project Officer

Date / /

3. Project Manager:

Sgt John Smith
OIC, Kowanyama

Ph: 070 60 5120
Fax: 070 60 5165

Signature_____

4. Background

Kowanyama Aboriginal Community is 680 km from Cairns and isolated by thick rain forest. The community has a population of 1200 people. Unemployment is around 90%.

The young people at Kowanyama have little opportunity to participate in structured or organised activities similar to those their suburban peers take for granted. Unfortunately alcohol and drug abuse is a precursor to crime on the community.

Written material and lectures are not appropriate methods for disseminating this type of information due to the low literacy levels. It is considered that a camp would also be more culturally appropriate.

5. Location

Kowanyama

6. Timeframe

Funding approval from the Steering Committee	Week 0
Consultation with community supervisors	Week 1
Discussions with youth people	Week 2
First camping excursion	Week 4
Second camping excursion	Week 10
Third camping excursion	Week 16
Conduct evaluation	Week 18
Write and forward evaluation report	Week 20

7. Budget

Salaries	0
General administration	
food (200 x 3 camps)	600
hire of tents (50 x 3)	150
fuel (70 x 3)	210
freight for camping equipment (40 x 3)	120
Travel	0
Equipment	
fishing gear (10 sets)	350
cooking utensils	150
sports equip (footballs etc.)	200
Total	\$1780

8. Community Involvement

Initial consultation with Kowanyama elders, school teachers and district health officers has established support for the project. Representatives from these areas will assist officers in supervising the young people participating in the camp.

It is envisaged that once the project establishes the opportunity for success, funding may be sought from the region, community and other government departments to continue holding camps.

9. Anything Else?

Similar diversion activities have been run for young people in metropolitan Brisbane and on less remote communities. The opportunity for young people at Kowanyama to experience such activities is severely limited by their isolation.

Please Note:

Upon completion of the project, managers will be required to submit a report detailing project outcomes,

7. Assessment of applications

Each application will be assessed by the Steering Committee.

Your application should address the following criteria:

- ☐ it must involve active participation by police;
- ☐ it must promote drug and alcohol free activities;
- ☐ it must involve Aboriginal or Torres Strait Islander youth;
- ☐ it must involve community consultation and support;
- ☐ it must be cost effective;
- ☐ it should involve collaboration with other service providers, including government and non-government agencies; and
- ☐ it should be concluded prior to 30 April 1997.

All applications received by the Steering Committee prior to 31 July 1996 will be considered. Applicants will be advised in August 1996 of the success or otherwise of their application.

Note: The total funding pool for this project is relatively small. The most competitive applications will clearly outline how the project will address all of the above criteria. An application while having merit, may fail to attract support where the criteria outlined above are not addressed.

8. Project management requirements

The QPS has established a project management system. The purpose of the system is to:

- allow project officers to effectively plan, manage and monitor the progress of a project including the scheduling of finances and human and physical resources; and
- effectively predict outcomes of potential projects;
- ensure accountability of government funds;
- consider the importance of a project in terms of the QPS corporate goals; and
- permit the QPS to monitor its commitment to projects.

To ensure that you meet your responsibilities under the QPS project management system you should:

- ensure the application form includes details of the method for completing the project, the target group, establishes objectives / goals and details proposed expenditure;
- ensure your project is forwarded to the District Officer for approval and the Regional Project Officer for information (The BC on the application form has been provided for this purpose);
- once approved, register your project on the Project Index on the QPS mainframe using [EIX] [user-id] [pword] [PROJECT]; and
- once completed, ensure that you evaluate the project, prepare a final report and update the mainframe.

It is not necessary to complete a separate project registration form for your project. The completed application is sufficient.

9. Evaluation requirements

Your project should be evaluated against your set objectives. When designing your objectives you should take this into account. Try not to use objectives like "increased understanding of...." because it is very difficult to measure such objectives.

An example of appropriate objectives and how you would measure them could be:

Suggested Objective	Suggested Outcome (measure)
To divert Aboriginal and Torres Strait Islander youths from alcohol and drug using environments.	Number of young people involved in the program.
To reduce social disruption and the rate of crime associated with alcohol and drug use by young Aboriginal and Torres Strait Islander people.	Decrease in alcohol and/or drug related incidents in the community - particularly those involving youth.
To provide an opportunity for Aboriginal and Torres Strait Islander youth at (Name of Community) to gain information on drug and alcohol issues.	Provision of information including amount of information and some measure of their acceptance of the information. For example, a small test or request for expression through art or dance may be suitable.
To provide a forum for police and people on Aboriginal and Torres Strait Islander communities to interact in a more socially conducive arena than is often available.	Increased interaction between the Community, its young people and police.
To provide cross-cultural training for both police and Aboriginal and Torres Strait Islander youth.	Police report a greater level of understanding of Aboriginal and Torres Strait Islander people and culture. Aboriginal and Torres Strait Islander youth report a greater understanding of police.

Any of the objectives outlined above may be used if they suit your project. A sample evaluation form for a project based on these objectives has been provided (see page 17).

10. Sample evaluation form

Objective 1

To divert Aboriginal and Torres Strait Islander youths from alcohol and drug using environments.

Evaluation

The project diverted _____ Aboriginal and Torres Strait Islander young people.

The project diverted Aboriginal and Torres Strait Islander young people on _____ occasions.

Aboriginal and Torres Strait Islander young people diverted by the project took part in project activities for a total of _____ hours.

Objective 2

To reduce social disruption and the rate of crime associated with alcohol and drug use by young Aboriginal and Torres Strait Islander people.

Evaluation

Police calls involving Aboriginal and Torres Strait Islander youth and drug and alcohol related social disruption and crime:

- ☐ decreased
- ☐ remained stable.
- ☐ increased

Objective 3

To provide an opportunity for Aboriginal and Torres Strait Islander youth at (Name of Community) to gain information on drug and alcohol issues.

Evaluation

The following agencies provided information to the young people.

- ☐ ATSIC
- ☐ Police
- ☐ Families, Youth and Community Care
- ☐ Support agencies (please name)
- ☐ Other
- ☐ Other

Increased knowledge of drug and alcohol issues was demonstrated through:

- ☐ Discussion
- ☐ Art
- ☐ Dance

Objective 4

To provide a forum for police and people on Aboriginal and Torres Strait Islander communities to interact in a more socially conducive arena than is often available.

Evaluation

Interaction between police, young people and the community:

- ☐ decreased
- ☐ remained stable
- ☐ increased

Objective 5

To provide cross-cultural training for both police and Aboriginal and Torres Strait Islander youth.

Evaluation

Police officers involved in the project reported that their level of understanding of Aboriginal and Torres Strait Islander people and culture:

- ☐ decreased
- ☐ remained stable
- ☐ increased

Aboriginal and Torres Strait Islander youth involved in the project reported that their level of understanding of police:

- ☐ decreased
- ☐ remained stable
- ☐ increased



EXAMPLE ONLY.
EXPENDITURE VOUCHER

THIS FORM MAY BE HANDWRITTEN

PAIDMENT OF THIS CLAIM WILL BE DELAYED IF REQUIRED SUPPORTING DOCUMENTATION RECEIPTS ARE NOT ATTACHED

Pay to: (NAME OF SUPPLIER ON INVOICE)

— 394 —

[illegible]

CONTROL DATE

Station 4 - Arroyo

SERVICE OPERATIONAL

PROGRAMS & PROCEDURES

[illegible]

If these checks are
to be met by a
third party, please
attach details

[illegible]

Fleet No. _____

ATTACH INVOICE HERE

QUANTITY	DESCRIPTION OF GOODS/SERVICES	PRICE
10	Purchase of 10 sets of fishing equipment for the Kawanyama ATSI Youth Diversion Project.	350.00
	Equipment not otherwise available	
	TOTAL VALUE	350.00

CERTIFICATES

EXPENDITURE APPROVAL	GOODS RECEIVED	CHECKING OFFICERS CERTIFICATE
<p>1. Expenditure approved by:</p> <p>Signature _____</p> <p>Designation/Rank _____</p> <p>Date _____</p> <p>or</p> <p>2. I certify that I have sighted the approval:</p> <p>Signature _____</p> <p>Designation/Rank _____</p> <p>Date _____</p> <p>Approval Reference: _____</p> <p>Approval Given by: _____</p> <p>Designation/Rank _____</p> <p>Date _____</p>	<p>I certify that:</p> <p>The goods were received in satisfactory condition and/or the services were performed satisfactorily.</p> <p>Signature _____</p> <p>Designation/Rank _____</p> <p>Date _____</p>	<p>To be completed by Accounts Payable Officer.</p> <p>I certify that:</p> <p>the transaction/purchase has been approved by a competent authority.</p> <p>Expenditure delegation has not been exceeded.</p> <p>Verification that goods received/services performed satisfactorily has been given.</p> <p>Amount conforms to agreed rates.</p> <p>All available discounts have been taken.</p> <p>This account has not been previously paid.</p> <p>Ledger accounts to be posted are correctly shown.</p> <p>Signature _____</p> <p>Designation/Rank _____</p>

SIGN HERE

11. Financial procedures

The cost centre code for the Diversion Project is 651 2481. To assist in financial administration funds will be maintained centrally.

To pay for goods and /or services the following procedure should be followed:

- Obtain invoice from preferred supplier

When a purchase is made an invoice should be received from the supplier.

- Complete Expenditure Voucher

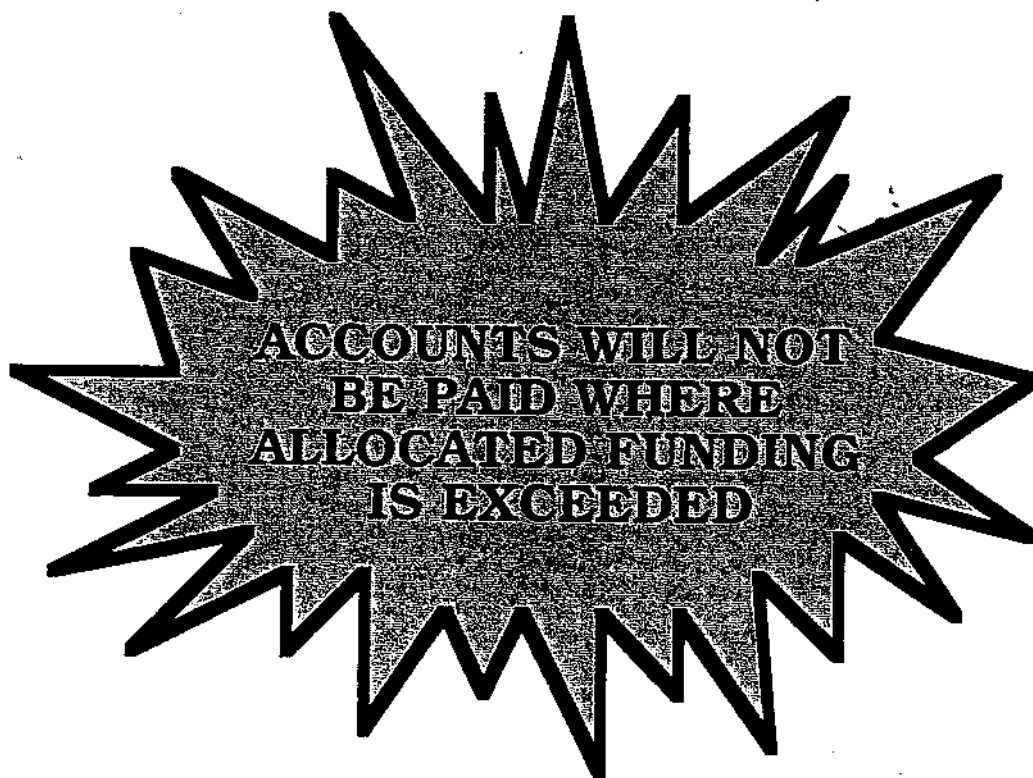
The QPS Expenditure Voucher should be fully completed and contain sufficient details to identify the goods purchased, the particular project they were required for and the reason for the purchase. An example follows on page 21.

- Forward for payment

Upon receipt of goods or services, officers are to sign the relevant section of the Expenditure Voucher.

The invoice should be attached to the Expenditure Voucher and both forwarded to the Officer in Charge, Service Operational Programs and Procedures for payment.

Retain a copy of the Expenditure Voucher and the Invoice for your records.



12. Contact officers

Should you require an electronic copy of the application form or any assistance in compiling your application or managing your project, please contact:

Wayne Preston
Senior Sergeant
Service Operational Programs and Procedures
Operations Support Command

Telephone: 07 3364 6881
Facsimile: 07 3364 4575
E-mail: Preston.wayne.....Ops Spt Cmd

Bruce Moy
Sergeant
Service Operational Programs and Procedures
Operations Support Command

Telephone: 07 3364 6911
Facsimile: 07 3364 4575
E-mail: Moy.bruce.....Ops Spt Cmd

APPENDIX C

ATSI YOUTH/POLICE DRUG AND ALCOHOL DIVERSIONARY PROJECT EVALUATION

POLICE PROJECT MANAGERS

Name:

Station:

Name of Project:

Date:

OBJECTIVES

The first three questions relate to how your particular project contributed to meeting the overall program objectives, as well as local objectives.

1. The main aim of the project was to divert ATSI youths from alcohol and drug related activities and reduce offending associated with that use.
 - a) To what extent did your project meet that objective?
 - b) How did you assess the extent to which the project met that objective?
(e.g. reduction in the incidence of offending by the young people who were involved in the project; reduction in police callouts; observations of behavioural change in young people with regards to drug and alcohol issues; feedback from community elders/health professionals etc.) Please include if possible, any police statistics etc.
2. A secondary objective was to improve police-community relations by:
 - (i) providing a forum for police and ATSI people to interact socially, and
 - (ii) providing cross cultural experiences for both police and ATSI youth.
 - a) To what extent did your project meet that objective?
 - b) How did you assess the extent to which the project met that objective?
(e.g. feedback from young people involved; from police, community elders and/or health professionals etc.; observations indicating increased cooperation between police and the community, a change in attitudes by police and ATSI youth etc.)

3. If your main objective was different to Questions 1 and 2, what was it?

a) To what extent did you achieve it?

b) Please indicate how you assessed the extent to which you achieved it?

BENEFITS

The next five questions relate to the benefits received from the project.

4. a) What benefits have you personally gained from this project?

b) What benefits do you think this project has had for police?

How can your response to (b) be measured?
(e.g. statistics, feedback, impressions).

5a) What benefits do you think this project had for ATSI youth who were involved?

How can this be measured? (e.g. statistics, feedback, impressions, haven't been in trouble since project commenced etc.)

b) What benefits do you think this type of project has for the community?

How can this be measured? (e.g. feedback, impressions, comments etc)

6. Please briefly explain your role in this particular project. (e.g. co-ordinator, active participation in activities etc.)

7. How many hours would you estimate that you have personally put into this project?

* Personal time:

* Work time:

a) Can you provide an estimate of how many work/personal hours other police/staff members put into this project?

b) Bearing in mind that this is the first time a project of this type has been undertaken with the limited funds provided, please comment on whether you believe this project was worth the time you and others committed to it, in comparison to the outcomes you achieved?

8.- Would you do the same project again? Do something different? Not do anything at all? Please explain your answer.

PROCESS

The final three questions relate to process. If this type of program is repeated this information will assist in ensuring best practice is put in place.

9. Were you happy with the process applying for, receiving and accessing the funding?

a) If your answer is yes, please explain.

b) If your answer is no, how can the process be improved?

10 a) Was the level of funding allocated to your project appropriate? If not, please indicate why.

b) Do you believe the 'one off' nature of the funding to be appropriate? If not, please indicate why.

11. Did you receive support from your region? If your answer is no, or you believe the support was not sufficient, what additional support would you have liked to receive?

(NB The responses to this section will be collated statewide. Your individual response will not be identified in the major report.)

12. Do you think police are the most appropriate agency to manage this type of project? Please explain your answer.
13. Please feel free to make any other comments (e.g. any problems you may have encountered with the project).

NB. Please also include in your response the community group/s who assisted with your project, including a contact person, address and phone number, so an evaluation form can be sent to them as soon as possible.

Thank you for your assistance and participation with this evaluation. Please E-Mail your response to me by Monday 18 August 1997.

Regards,

Lisa Rosier

APPENDIX D

ATSI YOUTH/POLICE DRUG AND ALCOHOL DIVERSIONARY PROJECT EVALUATION

(REGIONAL/DISTRICT)

Name:

Station:

Name of Project/s:

Date:

NB If there was more than one project undertaken in your region/district please refer to them individually in your responses.

OBJECTIVES

The first two questions relate to how your particular project contributed to meeting the overall program objectives, as well as local objectives.

1. The main aim of the project was to divert ATSI youths from alcohol and drug related activities and reduce offending associated with that use.
 - a) To what extent did your region's project meet that objective?

2. A secondary objective was to improve police-community relations by (i) providing a forum for police and ATSI people to interact socially, and (ii) providing cross cultural experiences for both police and ATSI youth.
 - a) To what extent did your region's project meet that objective?

BENEFITS

The next five questions relate to the benefits received from the project/s.

3. a) What benefits do you think this project/s has had for the QPS?

4. a) What benefits do you think this project/s has had for ATSI youth who were involved?

b) What benefits do you think this type of project/s has had for the community?

5. Please briefly explain your role in this particular project/s.
6. Please comment on whether you believe this project/s was worth the police resources that were committed, in comparison to the outcomes you achieved?

(Bearing in mind that this is the first time a project of this type has been undertaken and with limited funding).
7. Would you allocate police resources to do the same project/s again, (or something different), or would you not allocate police resources to project/s of this nature? Please explain your answer.

PROCESS

The final three questions relate to process. If this type of project/s is repeated, this information will assist in ensuring best practice is put in place.

8. Do you believe the level of funding allocated to this project/s was appropriate? Yes / No
Please explain your answer
9. Do you believe police are the most appropriate agency to manage this type of project/s?
Please explain your answer
10. Did you have any problems or concerns with this project/s?
Please explain your answer.

Thank you for your assistance and participation with this evaluation. Please E-Mail your response to me by Monday 14th September 1997

Lisa Rosier

APPENDIX E

SURVEY — COMMUNITY MEMBERS/AGENCIES

ABORIGINAL AND TORRES STRAIT ISLANDER YOUTH / POLICE DRUG AND ALCOHOL DIVERSIONARY PROJECT

1. What was your agency's role in the activity? Please tick the one which indicates your role **most accurately**.
(If you were not representing a government agency or community group, please indicate your own role in the activity.)

Liaised with the Aboriginal/ Islander kids
Liaised with the Aboriginal/ Islander community
Helped police set up the activity
Ran the activity jointly with police
Both helped set up and ran the activity jointly with police
Other (specify)

2. From what police told you, what do you understand was the **main** aim of the project? Please tick one.

Provide something for the kids to do
Let Aboriginal kids learn more about their own culture
Reduce drinking and drug-taking amongst Aboriginal kids
Reduce crimes by Aboriginal kids
Allow police to get to know the community better
Allow the community to get to know police better
Other (specify)

3. How successful do you think the project was in meeting its aims?

Very successful	<input type="checkbox"/>
Quite successful	<input type="checkbox"/>
Not very successful	<input type="checkbox"/>
Not at all successful	<input type="checkbox"/>
Don't know	<input type="checkbox"/>

Please explain your answer.

4. Since the activity was run, have you noticed any change in the behaviour of the kids who took part?
Please give an example.

5. In your opinion, on a scale of 1 to 5, please describe the level of cooperation between the police and community agencies in this project.

Not at all cooperative					Very cooperative	
1	2	3	4	5		

In your opinion, is there any room for improvement in the level of cooperation? If so, in what way?

6. What benefits do you believe this project had for the Aboriginal or Torres Strait Islander children who were involved? (Tick up to three answers.)

Gave them something to do

Increased their knowledge of their own culture

Improved their relationship with police

Improved their self-esteem

Reduced their drinking or drug-taking

Reduced their offending

No real benefits

Other (specify)

.....

7. What benefits do you think this type of project has for the community?

- 8(a). Do you think this project should be run again?

Yes, the same project.

Go to question 8(b) ←

Yes, but some things should be changed.

Go to question 8(b) ←

No, not at all.

- 8(b). Please explain.

9. Would you be willing to be involved in such a project again? If not, please explain why.

[illegible]

10. Are there any other comments you would like to make about the project?

1. What is the main purpose of the document?
 2. What are the key findings of the study?
 3. What are the implications of the findings?
 4. What are the limitations of the study?
 5. What are the conclusions of the study?
 6. What are the recommendations of the study?
 7. What are the future research directions?
 8. What are the acknowledgments?
 9. What are the references?
 10. What are the appendices?

THANK YOU FOR YOUR TIME IN ANSWERING THIS SURVEY.

Please return the completed form in the envelope provided to:

**Sergeant Lisa Rosier
Legislation Development Unit
7th Floor Police Headquarters
GPO Box 1440
BRISBANE QLD 4001.**