

**THE INALA COMMUNITY AND POLICE
NETWORK: AN EVALUATION**

June 1995

Research and Co-ordination Division

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Printed by Criminal Justice Commission,
Brisbane.

ACKNOWLEDGEMENTS

Many people have contributed in some way to this report. The Commission particularly wishes to acknowledge the assistance provided by Inspector John Collins of the Metropolitan South Region of the Queensland Police Service; Sergeant Paul Hauff, Senior Constable Jodie Vit and Ms Sue Smith of the Inala Police-Community Network; and the various community agency representatives and police officers who were interviewed by Commission research staff.

The Inala Police-Community Network is an innovative community policing project which has achieved much in its first three years. Much of the credit for this must go to the past and present staff and volunteers of the Network. The Commission hopes that this evaluation will assist in the future planning and management of the Network and help ensure its long term success.

This report was prepared by Lisa Kennedy with the assistance of Christine Bond. Research support was provided by Kerry McManus. Tracey Stenzel was responsible for preparing the document for publication.

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ABBREVIATIONS

ALO	Queensland Police Service Aboriginal and Torres Strait Islander Liaison Officer
ATSI	Aboriginal and Torres Strait Islander
CJC	Criminal Justice Commission
CRISP	Crime Reporting Information System for Police
JAB	Juvenile Aid Bureau
The Network	Inala Community and Police Network
NCADA	National Campaign Against Drug Abuse
NDS	National Drug Strategy
PCJC	Parliamentary Criminal Justice Committee
QPS	Queensland Police Service

EXECUTIVE SUMMARY

CHAPTER 1: INTRODUCTION

The Inala Community and Police Network (the Network) is a community policing project initiated by the Queensland Police Service (QPS) and the Criminal Justice Commission (CJC). It began operations as a three-year pilot project in May 1992.

The Network was established in response to a 1990 CJC investigation into allegations of police misconduct at a licensed function at the Wandarrah Aboriginal Preschool Community Centre, Inala. Although the inquiry concluded that the allegations of misconduct did not meet the standards of proof required for criminal or disciplinary proceedings, several recommendations for improving Aboriginal and police relations in Inala were made. Following the inquiry, the QPS approached the CJC for assistance in developing strategies for improving Aboriginal/police relations, although this focus quickly expanded to general police/community relations. The concept of the Network evolved over several months of discussions and research by the CJC and the QPS.

The Network involves two police officers working full-time out of a "shopfront" in the Inala shopping centre. It provides a range of community and information services, but only has a limited operational role. The main focus of the Network is on providing activities and services to the local community, particularly youth. In addition, a National Drug Strategy (NDS) project is located with the Network and, in practice, operates as part of the Network's activities. The activities of the Network broadly consist of:

- with the assistance of volunteers from the local community, providing advice and information to members of the community about matters as diverse as: directions to local businesses; referrals to welfare services; crime prevention information; and policing matters
- organising youth diversionary programs generally through the NDS project, such as camps for "at risk" youth, drug and alcohol education programs and local dances
- liaising with local community agencies to reduce overlap in service provision and to ensure the exchange of information
- patrolling the shopping centre and responding to a limited range of crime committed within the confines of the shopping centre.

This report presents the findings of the CJC's evaluation of the Network at the end of its three-year pilot.

CHAPTER 2: EVALUATION DESIGN

The key evaluation issues are:

- What types of activities have been run by the Network?
- Have the Network's activities been consistent with its stated objectives?

- Has the Network been adequately resourced?
- What has been the effect of the Network's activities on relations between the police and the community?
- What has been the effect of the Network's activities on community agency relations?
- How do local police view the role of the Network? Has there been a generally positive response by local police to the Network's requests for assistance from other police?

The main data sources used for the evaluation are: surveys of Inala residents, shop owners in the shopping centre and users of the Network's services; interviews with Network staff, local police and representatives of local community organisations; and various documents such as Network records.

CHAPTER 3: OVERVIEW OF ACTIVITIES

This chapter focuses on the types of activities undertaken by the Network. In particular, it examines the extent to which these activities are consistent with the Network's objectives, and assesses the adequacy of the resourcing provided to the Network.

The Network has focused on providing:

- non-policing services to the community to improve community relations with, and perceptions of, the police
- opportunities for non-confrontational contact between the youth in Inala and the police
- forums for liaising with relevant community agencies
- patrols and other services to the shopping centre to assist in reducing disorder, crime and public anxiety about safety within the Inala Civic Centre/Plaza.

This chapter concludes that the Network's activities have been within the scope of its objectives. However, considerable emphasis has been placed on youth activities due to the funding available through the NDS project. The Network's ability to pursue other implementation strategies has been hampered by the lack of adequate resources.

CHAPTER 4: THE NETWORK AND COMMUNITY RELATIONS

One of the Network's main aims has been to enhance the relationship between the police and the Inala community by locating the Network in a shopping centre, providing information services to the community, participating in community activities and regular patrolling of the shopping centre. The key findings are:

- Awareness of the Network among Inala residents surveyed was very high.

- Most of the residents surveyed who had been in contact with the Network were satisfied with the Network's services and would be willing to return to the Network for further information or advice.
- Most of the residents surveyed reported that the Network was "good" for people using the shopping centre.
- To a large extent, community-initiated contact with the Network was for information and advice on policing or legal-related issues, rather than for non-policing matters.
- There is some evidence that the Network has improved community perceptions of safety in the shopping centre.
- The level of community involvement in the Network has diminished over the past two years. However the volunteer program, which involves some members of the community in the Network, is still operating.
- Of those surveyed who had been assisted by the Network, around half reported that the Network had improved their opinion of police in general; very few reported that the Network had had a negative impact on their views of the police.
- The Inala community has a somewhat more positive view of the police than residents of Brisbane as a whole.

CHAPTER 5: THE NETWORK, COMMUNITY AGENCY LIAISON AND LOCAL POLICE RELATIONS

This chapter assesses the effect of the Network on community agency relations and the views of local police. The main conclusions are that the Network:

- Has provided a successful community agency liaison role: most community agencies interviewed indicated that they valued the contributions of the Network.
- Has participated in and organised activities and programs which have involved an interagency approach to service delivery.
- Has experienced difficulties in fostering a more positive view among local police of the Network's contributions to policing in Inala. Although many local officers felt that the Network had a role in Inala, there appear to be substantial reservations about some aspects of the Network's operations.
- There has been an unsatisfactory response to the Network's requests for assistance for back-up staff when an officer is on leave.

CHAPTER 6: CONCLUSIONS

The final chapter summarises the main findings of the evaluation and concludes that there is strong justification for the continuation of the Network. However, there are several issues which need to be addressed in order to enhance the operation and effectiveness of the Network. In particular, attention needs to be given to:

- reviewing, re-focusing and narrowing the Network's objectives
- re-evaluating the focus of the Network's activities, particularly the emphasis on youth activities once the NDS funding ceases
- determining the appropriate circumstances under which the Network police officers will perform an operational policing role and defining these circumstances in standing orders
- developing and implementing strategies to:
 - ★ make the Management Committee more effective
 - ★ integrate the Network into the local Oxley Police District
 - ★ educate local officers about the role of functions of the Network
 - ★ better utilise volunteers
 - ★ provide for greater community input into the Network and its activities
- putting in place liaison mechanisms with particular sections of the community who currently have little or no contact with the Network, or have special needs
- reviewing the resourcing of the Network, including exploring other funding options.



CHAPTER 1

INTRODUCTION

This chapter provides a description of the Inala Community and Police Network (the Network). The chapter also describes the origins of the project, how it is managed, the objectives of the project, and its relationship to the National Drug Strategy (NDS) project. A previous review of the Network is described, followed by an outline of the rationale for the evaluation and the involvement of the Criminal Justice Commission (CJC). The chapter concludes with an outline of the structure of the following chapters.

WHAT IS THE NETWORK?

The Network is a community policing project initiated by the Queensland Police Service (QPS) and the CJC. It began operations as a three-year pilot project on 5 May 1992.

The Network provides a range of services from a "shop front" located in the Plaza section of the Inala shopping centre. The Network is staffed full time by a Sergeant, a Senior Constable, a part-time administration officer and volunteers. In addition, a project officer and assistant are funded by the NDS and the staff work as a team with the Network. A Management Committee comprising representatives of the QPS, the CJC and the University of Queensland is formally responsible for overseeing the broad direction of the Network (see below). Day to day management of the Network is the responsibility of the QPS.

The activities of the Network can be grouped under the following headings:

- *Operational policing.* Police officers from the Network conduct regular patrols of the Inala Civic Centre/Plaza to reduce the incidence of crime and disturbances in the centre. However, Network police officers do not aim to provide an comprehensive operational policing service in the shopping centre; rather, they aim to divert youth from offending through establishing contact with them and referring them to programs run by the Network. The Network deals with a limited range of crime that is committed within the confines of the shopping centre and provides a range of information on community policing initiatives. Other policing matters are referred to the nearby Inala Police Station.
- *Advice and information.* The Network is centrally located in the shopping centre so that members of the community can approach the Network for information and referral to community agencies, local services/businesses and community policing initiatives. The Network deals with an average of 352 inquiries per month. Many of these relate to policing matters, but the Network also provides directions to local services and referrals to government agencies. Volunteers from the local community assist in carrying out this role.
- *Youth diversionary programs.* The Network provides youth diversionary programs, primarily through the NDS project. These programs include camps for "at risk" young people, drug and alcohol education programs in schools, and dances to provide night time entertainment in a drug and alcohol free environment.
- *Community agency liaison.* Network staff attend liaison meetings with a range of community agencies to ensure cooperation between agencies in Inala and reduce overlap in service provision. In addition, the Network provide secretarial support for some of the meetings.

INALA: AN OVERVIEW

The suburb of Inala is approximately 15 kilometres west of Brisbane in the state of Queensland. Following World War II, Inala changed from being a largely rural area to a suburb created to provide affordable housing to war veterans. The suburb also became well established through the construction of public housing available to low income earners. The 1991 Australian Bureau of Statistics Census showed that around 52 per cent of the houses occupied in Inala were owned by the Department of Housing and Local Government. This represents the highest concentration of public housing in Queensland.

The Network is located at the Inala Civic Centre/Plaza, which is the only substantial shopping centre available to a population of over 21,000.¹ Although the Government provided housing, scant attention was paid to the infrastructure to support the burgeoning community. Public transport, both within Inala and to Brisbane, is notoriously inadequate, even though 26 per cent of households do not have vehicles. Many of the people who live in Inala rely on pensions and benefits and the area has one of the lowest rates of income per household in Brisbane. Inala also has one of the highest densities of single parent household families in Brisbane and one of the highest densities of population under 20 years of age. Compared to Brisbane as a whole, there is a high concentration of residents who are of Aboriginal and Torres Strait Islander descent, although there appears to have been a slight decline since the 1986 census. There is also a high concentration of residents from South-East Asia.

These figures provide a snap shot of Inala, but they do not represent the whole. While quoting these figures might be expeditious in lobbying for allocation of funding for resources, many residents of Inala object to negative stereotypes of their suburb portrayed in the media: in fact, 81 per cent of Inala residents surveyed for the evaluation of the Network said they were satisfied with living in Inala. Residents identify with particular neighbourhoods and cultural groups within Inala and there is a comparatively high degree of residential stability.

BACKGROUND

The Network was established in response to a CJC investigation into allegations of police misconduct at a licensed function at the Wandarrah Aboriginal Preschool Community Centre at Azalea Street, Inala. The CJC published its findings in its *Report on an Inquiry Into Allegations of Police Misconduct at Inala in November 1990*. The report concluded that the allegations of misconduct did not meet the standards of proof required for criminal or disciplinary proceedings. However, the report made a number of recommendations for improving Aboriginal and police relations in Inala.

Following the release of this report, the QPS approached the Research and Co-ordination Division of the CJC to gain assistance to improve relations between police and the Aboriginal and Torres Strait Islander (ATSI) community in Inala. A series of meetings took place which led to the Research and Co-ordination Division commencing a research project in May 1991. The Division also consulted with some staff and students of the University of Queensland who also assisted with the research. The focus of the first phase of the research project was on identifying the factors that contributed to racial conflict, and on developing a plan of action to reduce racial tensions and the crime rate, particularly juvenile participation in crime.

1 This figure from the 1991 Census covers the suburbs of Inala, Richlands and Durack.

Although the original complaint to the CJC was initiated by the ATSI community, a wide range of people in the community were consulted by the Research and Co-ordination Division. The purpose of the community consultation was to prepare a report about what the community saw as the salient law and order issues in Inala and their views as to how the QPS could improve relations with the community. However, the report did not isolate the concerns of the ATSI community from those of the general community. Therefore, it is not possible to say whether the recommendations of the report were an accurate reflection of the concerns of ATSI people or whether the concerns were *about* the ATSI community.

The major issues that emerged from the research were general community concerns about:

- the high level of juvenile crime in the area, particularly in the Inala Civic Centre/Plaza
- the lack of recreational and leisure programs for young people
- the lack of coordination and poor communication between existing community agencies and organisations.

The idea of setting up the Network evolved over several months. The QPS and the CJC felt that a "drop-in" type centre, staffed by police, would help improve police/community relations in the area. The decision to locate the Network in the Inala Civic Centre/Plaza was based on several considerations. Before the establishment of the Network, the shopping centre was said to be plagued by hooliganism and petty crime. Another consideration was that the shopping centre was a place that most local residents visited regularly and was a useful point of contact where people could be informed about meetings and activities.

When the Network began operations, the focus was on providing youth diversionary programs and on coordination of agencies also involved with youth. The QPS and the CJC agreed in the original proposal that the police officers at the Network would not assume an operational role in policing crime. All matters were to be referred to the Inala Police Station or the Juvenile Aid Bureau (JAB), with whom the Network was to liaise extensively.

MANAGEMENT OF THE NETWORK

The Management Committee is supposed to meet quarterly. It is comprised of representatives from the CJC and QPS representatives consisting of: an Inspector from Metropolitan South Region, a Superintendent who is the District Officer at Oxley and the Network Sergeant. The NDS project officer also attends these meetings on occasion. In addition, representatives from the University of Queensland have maintained their involvement with the project since the research phase of the project and are also on the Management Committee. It was originally intended that the Committee would include a representative from the community, but this did not eventuate.

In 1993 the QPS, in conjunction with the CJC and the University of Queensland, applied for funding from the National Campaign Against Drugs (NCADA), which is now known as NDS. The NDS project is managed by a committee comprised of the same representatives as the Network, except that there is one less representative from the University of Queensland, and the District Officer from Oxley is not technically part of the committee. In practice because of the high degree of overlap in the projects, the agendas of both the Network and the NDS management committees are often combined.

The Management Committee meeting of the Network and the NDS project usually include a brief description or report of the activities undertaken and issues which have arisen since the previous meeting. These meetings may also consider agenda items relating to policy and administrative issues. The NDS Committee regularly reviews the planned youth diversionary programs under the NDS project and considers the appropriateness of the proposed strategies, expenditure and staffing required. Agendas of the meetings also relate to evaluation requirements and applications for continuation of funding for the NDS project.

THE ROLE OF THE QUEENSLAND POLICE SERVICE

The broad policy of the Network and its direction is the responsibility of the Management Committee, but the day to day management of the Network is the responsibility of the QPS. The suburb of Inala is part of the Metropolitan South Police Region. There are three Districts within the Region and the Network is located within the precinct of the Oxley District. There are four police stations plus the Network within the Oxley District. The station closest to the Network is Inala, followed by Acacia Ridge. The project officer who has responsibility for the Network is an Inspector at the Metropolitan South Regional Office. The Inspector, who reports to the Assistant Commissioner of the Region, is responsible for policy and administrative matters related to the project. However, the Superintendent of the Oxley District is responsible for operational matters which include providing relief staff and liaising with the Network about resources within the District. The implications of this structure for the management and resourcing of the Network are discussed in Chapter 3.

Funding for the Network and staff is allocated from the regional budget although the police officers' positions are now substantively allocated to the District. The Sergeant's position was previously allocated to the Brisbane Central District and the Senior Constable's position was previously allocated to the Oxley District. In effect, then, the Oxley District has gained a position from the Brisbane Central District with which to staff the Network.

The QPS, which has the primary financial responsibility for the Network, pays the wages of the police officers, rent of the Network's premises² and related administrative costs. The QPS, through the Management Committee, also manages the financial allocation of the NDS funding. The CJC has provided limited discretionary funds for youth activities and donated a computer, a printer and other office equipment. The CJC has also taken responsibility for undertaking the evaluation of the Network and has paid costs associated with this research.

NETWORK OBJECTIVES

The Network Management Committee decided upon the objectives for the project soon after the project began. At the time, youth diversionary programs were limited to activities which could be run on the modest funds allocated to the project. Programs for youth included activities arranged by community members, police participation arranged by other agencies, and activities which could be arranged with existing QPS resources. Presumably, as a result of there not being specific financing for ongoing programs prior to the NDS project, the Network did not include youth diversionary programs specifically in its objectives. However, this objective was added during the development of the framework for the evaluation of the Network.

2 Current rent for the Network's premises is \$21,070 per annum.

The current objectives for the Network, and the strategies which relate to these objectives, are summarised in Table 1.1.

**TABLE 1.1 – OBJECTIVES AND STRATEGIES
OF THE INALA COMMUNITY AND POLICE NETWORK**

OBJECTIVES	STRATEGIES
To provide a visible and accessible police presence in the community	<ul style="list-style-type: none"> – Information visits to schools and community groups – Non-policing interaction with members of the community – Participation in community activities – Location of Network in the shopping centre – Patrols of shopping centre
To provide an in-depth information and referral service	<ul style="list-style-type: none"> – Provision of advice and information – Locating the Network in shopping centre
To assist the community in the development and implementation of appropriate initiatives in areas not already, or not adequately provided for	<ul style="list-style-type: none"> – Community Consultation and Focus Group meetings – Volunteer program
To provide cooperation/support and awareness between community service providers	<ul style="list-style-type: none"> – Attendance at interagency meetings in which information and planning is shared – Secretariat support for meetings
To support and promote other Police Service initiatives	<ul style="list-style-type: none"> – To support and initiate proactive police crime prevention initiatives of the QPS (e.g. Neighbourhood Watch, Police and Citizen's Youth Club)
To encourage awareness, cooperation and interaction of Police Service personnel in community policing projects	<ul style="list-style-type: none"> – Using local police officers to relieve at the Network – Involving police in Network activities
To provide diversionary programs for young people "at risk"	<ul style="list-style-type: none"> – Appointment of NDS project staff to run diversionary programs – Involvement of Network police officers in activities

Source: Program documentation.

The evaluation of the Network has been constructed around these objectives. Chapter 2 describes which data were collected to assess the extent to which the Network has been able to meet these objectives.

RELATIONSHIP OF THE NATIONAL DRUG STRATEGY PROJECT WITH THE NETWORK

The NDS project operates out of the same premises as the Network and identifies strongly with it. In practice, there is little to distinguish its activities and programs from the Network's non-policing strategies. The NDS project is managed by the QPS and the NDS Management Committee in much the same way that the Network is. However, the objectives of the NDS project have a different focus, namely, to:

- promote police and community interaction in the community problem-solving process in respect to crime reduction and prevention
- provide an in-depth information, educative and referral service
- promote, enhance and foster inter-agency networking
- develop and implement appropriate diversionary activities for "at risk" youth
- coordinate activities targeting drug and alcohol abuse within the community with a view to reducing the incidence of these types of abuses.

The NDS objectives are targeted towards young people and the adults who form their support networks. The project is not directed at reducing drug and alcohol consumption amongst adults in Inala.

PREVIOUS REVIEW OF THE NETWORK

When the Network was originally established, the QPS and the CJC envisaged that the project would run for a trial period of three years. A progress report (referred to as the Inala Briefing Paper) was provided to the Parliamentary Criminal Justice Committee (PCJC) in November 1993. The main conclusions of the report were that:

- overall, the Network was an innovative project which should continue to be supported; it had achieved much in a short time, despite significant resource constraints
- there was considerable community support for the Network, although more needed to be done to educate the community about its role and functions
- some specific management issues still needed to be resolved, but generally the Network was operating well
- a more comprehensive evaluation should be undertaken during 1995.

THE EVALUATION

This evaluation of the Network has been timed to coincide with the completion of the three-year trial. The broad aims of the evaluation are to:

- monitor and document the implementation and operation of the Network
- monitor, document and assess the extent to which the Network has achieved its objectives, and to identify any other significant outcomes
- assist the future development of the Network
- add to the broader stock of knowledge about community policing initiatives.

The framework for the evaluation of the Network was developed after a workshop held at the CJC in December 1994, which was attended by representatives from the CJC and the QPS, the Network staff, and a Network volunteer. The purpose of the workshop was to define the goals of the Network and the implementation strategies employed to achieve these objectives, and to identify performance indicators to measure progress in relation to each of the objectives.

It was decided that the evaluation of the Network should not include a comprehensive evaluation of the NDS project as it is being evaluated later in the year as part of the NDS funding requirements. However, the inclusion of the objective related to youth diversionary programs in the Network's objectives is an acknowledgment of the NDS project's role in the Network.

The findings of the evaluation are based on data collected from surveys, interviews, QPS records, minutes of meetings and other file documentation. This process is described in more detail in Chapter 2.

THE ROLE OF THE CRIMINAL JUSTICE COMMISSION

As noted, the specific impetus to the establishment of the Network was the release of a CJC report of allegations of police misconduct. More generally, the CJC's involvement in the development and evaluation of community policing initiatives, such as the Network, derives from sections 23(g)–(h), (k) and 56(3)(f)(ii) and (iii) of the *Criminal Justice Act 1989*. These sections provide as follows:

23. The responsibilities of the Commission include –

- (g) monitoring the performance of the Police Service with a view to ensuring that the most appropriate policing methods are being used, consistently with trends in the nature and incidence of crime, and to ensuring the ability of the Police Service to respond to those trends;
- (h) providing the Commissioner of the Police Service with policy directives³ based on the Commission's research, investigation and analysis, including with respect to law enforcement priorities, education and training of police, revised methods of police operation, and the optimum use of law enforcement resources;

3 To date, the CJC's approach has been to make recommendations, rather than issue directives to the QPS.

- (k) reporting, with a view to advising the Legislative Assembly, on the implementation of the recommendations in the Report of the Commission of Inquiry relating to the administration of criminal justice, and to the Police Service⁴;

56.(3) It is the function of the [Research and Co-ordination] Division –

- (f) to review on a continuing basis the effectiveness of programs and methods of the Police Department, in particular in relation to –
- (ii) community policing;
 - (iii) prevention of crime;

STRUCTURE OF THE REPORT

The remainder of this report is organised as follows:

- Chapter 2 outlines the design of the evaluation, including the key evaluation questions and main data sources
- Chapter 3 looks at the activities of the Network, considers the extent to which they are consistent with the Network's stated objectives, and identifies features of the project that have caused difficulties
- Chapter 4 assesses the impact of the Network's activities on community and community participation in the Network
- Chapter 5 examines the Network's relations with community agencies and the local police
- Chapter 6 summarises the key findings of the evaluation and discusses the future direction and management of the Network.

⁴ Mr Fitzgerald QC made several recommendations concerning contemporary community policing initiatives (see CJC 1994 for further information).

CHAPTER 2

EVALUATION DESIGN

This chapter sets out the key questions addressed in the evaluation and describes the data which were collected. The evaluation consists of a *process evaluation* and an *impact evaluation*. The purpose of the process evaluation is to document how the program has operated, including the factors that have facilitated the implementation and operation of the program, as well as any difficulties experienced. The impact evaluation assesses the extent to which the program has achieved its desired outcomes, and, where possible, identifies any unintended consequences of the program.

EVALUATION QUESTIONS

The evaluation asked the following key questions:

- What types of activities have been run by the Network?
- Have the Network's activities been consistent with its stated objectives?
- Has the Network been adequately resourced?
- What has been the effect of the Network's activities on relations between the police and the community? In particular:
 - ★ How widely known and used is the Network?
 - ★ How positively is it regarded by the local community?
 - ★ Has the Network's presence increased people's feelings of safety in the shopping centre?
 - ★ To what extent has the community participated in the Network?
 - ★ Has the Network contributed to improved police/community relations in Inala?
- What has been the effect of the Network's activities on community agency relations? In particular:
 - ★ How widely is the Network known among local community agencies?
 - ★ How much interaction has there been between the Network and the agencies?
 - ★ How positively is the Network regarded by the agencies?
- How do local police view the role of the Network? Has there been a generally positive response to the Network's requests for assistance from other police?

The evaluation does not attempt to examine the impact of the Network on crime in the Inala area. Collating reported crime data exclusively relevant to the Network's target group or area would have been a very time-consuming and resource-intensive task. Even if such data had been available, it would have been very difficult to isolate the effect of the Network from the many other factors impacting on crime in Inala.

DATA SOURCES

The main data sources used for the evaluation were:

- contact and occurrence sheets and other Network records
- a community survey
- a service users survey
- a survey of shop owners in the Inala Plaza/Civic Centre
- interviews with police from surrounding stations, Network staff and volunteers
- interviews with representatives from local community organisations
- occurrence sheets from Inala Police Station
- minutes of meetings.

NETWORK RECORDS

Network staff have been recording all enquiries made by the public since the inception of the project, although in May 1994 there was a change in the way this information was collated. Contact sheets were entered into a data base and the data were collated to identify characteristics of the service users and the issues handled by the Network. There were some difficulties with interpreting the data from contact sheets as inconsistencies were noted in computer codes. For instance, sometimes a computer code for a lost or stolen wallet was entered as lost/stolen property rather than lost/stolen wallet. It is not possible to indicate to what extent this affected the quality of the data, although minor discrepancies in approximately five per cent of cases were noted in the contact sheets which were used for contacting service users.⁵

Occurrence sheets are kept routinely by police officers at the Network to record call outs to disturbances and other reports of crime. Occurrence sheets and activity logs compiled by police officers at the Network for a sample period of one month were examined to document the duties of the officers.

COMMUNITY SURVEY

The Community Survey was a sample survey of 300 adult residents drawn from the Inala residential area bounded by Freeman Avenue on the north-west, Rosemary Street, Sycamore Street and Inala Avenue to the east, Lorikeet Street and Boss Road on the south-east and Archerfield Road to the West. Residents from Durack, Richlands and surrounding areas were excluded as residents of Inala were identified as the target group for the project.

⁵ For analysis purposes, some categories on the contact sheets were also re-coded.

The survey was designed to examine residents' perceptions of the risk of crime in the Inala Civic Centre/Plaza and to ascertain their knowledge of, and satisfaction with, the Network. The survey also included questions from previous Queensland surveys⁶ in relation to attitudes to police and residents' perceptions of their community, so that comparisons could be made with Brisbane residents as a whole. Selection of the respondents within each household was based on a male/female (50:50) quota.

The survey was conducted by telephone by a market research firm in February 1995. The profile of respondents was compared to Australian Bureau of Statistics data for the Inala area, and in most respects the characteristics of survey respondents did not differ markedly from the Australian Bureau of Statistics data.

A copy of the survey instrument is provided in Appendix 1.

SERVICE USERS SURVEY

A sample of persons who had used the services provided by the Network and left a contact telephone number was obtained from the record of contacts kept by Network staff (see above). For the three-month period selected, 98 telephone numbers were available. Of these, 36 "users" of the Network's services were not included in the sample either because:

- they were under the age of 18; or
- they fell into a group of enquiries that was over-represented in the sample; for instance, people reporting lost or stolen wallets only represent a small percentage of the total number of enquiries to the Network, but constituted over 25 per cent of the sample.

One person declined to participate in the survey and a further 15 people were not contactable. This left a sample of 46 survey respondents: 29 females and 17 males.

It should be acknowledged that this sample of service users is not representative of all those who make inquiries at the Network. In any three month period, approximately 1,000 people approach the Network about a range of issues, but telephone numbers are only recorded in about 10 per cent of cases. Telephone numbers are often not recorded because:

- Many people are simply seeking information and directions to a community service or agency. Staff of the Network feel it is intrusive to ask the person to leave a telephone number in such cases. Staff consider that people may be discouraged from using the Network again if they have to leave identifying information with a police organisation.
- Some people, particularly those who do not have a stable home address, cannot provide a telephone number.

Table 2.1 shows the difference in the types of inquiries made by people who left their telephone number and the types of contacts that the Network dealt with in general.

⁶ These surveys were the Attitudes to QPS survey (conducted by the CIC in 1993 and 1995) and the Queensland Crime Victims Survey (conducted by the Government Statistician's Office in 1991 with funding support from the CIC).

**TABLE 2.1 – TYPES OF MATTERS FOR WHICH SERVICE USERS
LEFT TELEPHONE NUMBERS – JULY TO DECEMBER 1994**

CATEGORY	SERVICE USERS WHO LEFT TELEPHONE NUMBERS (%) n = 98	TOTAL CONTACTS (%) n = 1000
Community assistance	9	23
Directions	0	19
Domestic matters	4	3
Referrals	2	4
Information received	2	1
Missing person(s)	13	3
Network business	7	15
Police matters	63	32

Source: Contact sheets.

Note: See Appendix 2 for a more detailed breakdown of the numbers of contacts in each category.

As can be seen, people were far more likely to leave their telephone number if they required a response from a police officer, or some other kind of follow up. For example, the vast majority who reported a lost/stolen wallet or purse (a subcategory of police matters) left their phone number in the hope the item would be returned to them. Thus, although lost/stolen wallets and other lost property represented only seven per cent of the contacts made at the Network, they represented 28 per cent of the people who left their telephone number.

The survey was conducted by telephone, during and after office hours between 9 and 16 February 1995. A copy of the survey instrument is provided in Appendix 3.

SHOP OWNERS SURVEY

Shop owners at the Inala Civic Centre and Plaza were surveyed to gauge their perceptions of the Network and the levels of disturbance/crime in the shopping centre. There are 120 shops in the shopping centre. These were surveyed by a research assistant who conducted face to face surveys with the managers of every third shop. Two shop owners declined the offer of participating in the survey, leaving a total of 38 respondents.

A copy of the survey instrument is provided in Appendix 4.

INTERVIEWS WITH LOCAL POLICE, NETWORK STAFF AND VOLUNTEERS

A semi-structured interview schedule was used to interview six police officers from three local police stations. The two serving police officers at the Network were interviewed and the Inspector who is in charge of the project at the Regional office was also interviewed. All police officer interviews were audio taped with the consent of the officers concerned. Quotes presented in the report are verbatim quotes. To protect the confidentiality of officers who agreed to participate in interviews, only the general source of the quotations in the text is given.

Unstructured interviews were conducted with the two employees funded through the NDS project, two volunteers and the administrative officer at the Network. The interviewer made notes during these interviews and recorded key information subsequently.

INTERVIEWS WITH REPRESENTATIVES FROM LOCAL COMMUNITY AGENCIES

Semi-structured interviews were conducted with 12 representatives of nine community agencies. The interviewer made notes during these interviews and subsequently recorded key information. Community agencies were selected to represent a cross section of groups in the area. The agencies were assured of confidentiality and, therefore, specific comments cannot be attributed to them. Two local high schools, two youth organisations, one welfare organisation and three ATSI organisations were selected from a community directory for the interviews.

MINUTES OF MEETINGS AND OTHER DOCUMENTARY MATERIAL

Researchers had access to minutes of a range of meetings, including: meetings of the QPS, the University of Queensland and the CJC; the Management Committee; Focus Group meetings; and Community Consultation meetings (see Chapter 3). It is acknowledged that the minutes of these meetings sometimes provide an incomplete record of what was discussed. Wherever conclusions are drawn and recommendations made using information gleaned from minutes, other sources of information were also consulted.

File notes and internal memoranda were used to establish the chronology of events at the Network. Occurrence sheets from Inala Police Station were also examined.

ANALYSIS OF DATA

Data from the Inala Community Survey, the shop owners survey and the survey of service users were entered into an SPSS data base for analysis. Most of the data presented in the report are frequencies. The reader is cautioned at points in the text where the sample size presents difficulties for drawing conclusions.

A further note of caution should be issued regarding the methodology employed for this evaluation. While considerable resources have been allocated by the CJC to evaluate the Network, these resources did not allow for the inclusion of control groups from other areas and analysis of longitudinal data. This design presents some difficulties in attributing effects directly to the project. However, some assessment of impact has been possible. For instance, the surveys asked respondents to assess whether their perceptions had changed over time. Also, for some questions, the results of the Inala surveys have been compared to similar previous surveys of Brisbane residents.

SUMMARY

The links between the key evaluation questions, measures of performance and data sources are summarised in Table 2.2.

TABLE 2.2 – OVERALL EVALUATION STRATEGY

KEY EVALUATION AREAS	RELEVANT ISSUES	DATA SOURCES
Activities of the Network	<ul style="list-style-type: none"> What types of activities have been run by the Network? Have the Network's activities been consistent with its stated objectives? 	<p>Network records Interviews with Network staff Minutes of meetings</p> <p>Interviews with Network staff</p>
Resourcing of the Network	<ul style="list-style-type: none"> Has the Network been adequately resourced? 	<p>Network records Interviews with Network staff and officers involved with the Network</p>
Effect of the Network on relations with the community	<ul style="list-style-type: none"> How widely known is the Network? How positively is the Network regarded by the community? Has the Network's presence improved feelings of safety in the shopping centre? To what extent has the community participated in the Network? Has the Network helped improve community/police relations in Inala? 	<p>Inala Community Survey Shop Owners Survey</p> <p>Inala Community Survey Shop Owners Survey Service Users Survey</p> <p>Inala Community Survey Shop Owners Survey</p> <p>Inala Community Survey Shop Owners Survey</p> <p>Minutes of meetings Interviews with volunteers</p>
Effect of the Network on community agency relations	<ul style="list-style-type: none"> How widely known is the Network among local community agencies? How much interaction is there between the Network and the agencies? How positively is the Network regarded by the agencies? 	<p>Interviews with community agencies</p> <p>Interviews with community agencies Interviews with Network staff Minutes of meetings</p> <p>Interviews with community agencies</p>
Effect of the Network on the views of local police	<ul style="list-style-type: none"> How do local police view the role of the Network? Has there been a generally positive response to the Network's requests for assistance from other police? 	<p>Interviews with local police Interviews with Network staff</p> <p>Interviews with local police Interviews with Network staff Occurrence sheets</p>

CHAPTER 3

OVERVIEW OF NETWORK ACTIVITIES

This chapter focuses on what the Network does in order to achieve its stated objectives. In particular, it addresses three questions:

- what types of activities have been undertaken by the Network?
- have these activities been consistent with the Network's stated objectives?
- has the Network been adequately resourced?

THE ACTIVITIES OF THE NETWORK

The activities of the Network fall into the following categories:

- programs in schools
- activities for youth
- services to the Inala Civic Centre/Plaza
- information, referral and lending services
- agency liaison
- activities for gaining community input
- community policing
- other policing duties.

The following description is based on the activity logs and contact sheets kept by Network staff and volunteers. It should be noted that the number of individual activities undertaken by the Network since the inception of the Network is not necessarily a reflection of priority or total time spent on a particular type of activity. For instance, a camp may have taken months to arrange and extend over two days, whereas a visit to a local pre-school may only take a few hours. The activity logs compiled by Network police officers indicate that they spend approximately 29 per cent of their time at work arranging and attending activities and programs for young people. (Appendix 5 provides a detailed list, in chronological order, of the activities organised by Network since its inception.)

PROGRAMS IN SCHOOLS

From the inception of the Network in May 1992 to January 1995 there have been 16 formal activities involving schools. Many of these activities and programs were held in conjunction with local primary and high schools. While some of these activities have been run by the Network police officers, most of the more substantial programs have been initiated by the NDS project officer. Activities initiated by the Network police officers in schools have included holding discussions with children aimed at

motivating them to achieve at sport and academically, talking about safety issues and giving information about policing practices. NDS programs have included adventure camps designed to build interpersonal skills and concern for the well being of peers. The camps have been followed up with drug and alcohol education programs which reinforce these messages. The Network police officers often become involved in the NDS program at both the planning and implementation stage.

An example of a school activity was the participation of students in the planning and organisation of a Richlands State High School dance in 1994. The NDS project officer encouraged groups of students to form committees to organise a dance where drug and alcohol messages were the theme of the evening. Although the activity was organised as a school event, all young people in Inala were invited to attend. Dances are usually held at the Police Citizens Youth Club. Police officers from the Network, the Police Citizens Youth Club and local stations attended to interact with the young people and to provide security.

ACTIVITIES FOR YOUTH

An aim of the Network is to access young people who are "at risk". This includes youth who do not attend school, are usually unemployed and lack formal support mechanisms. Some of these young people are of ATSI descent. Up until January 1995, the Network has run 45 formal activities for this target group separately from school-based programs.

One of the first activities initiated by the Network was a cultural workshop aimed at highlighting Aboriginal culture to young people from all cultural backgrounds in the Inala area. The workshop was designed to involve those who attended in the manufacture and decoration of cultural Aboriginal implements. Ten students from Richlands State High School attended the workshop under the supervision of Network staff and other members of the community. Young people who were considered to be at risk of entering into a pattern of criminal behaviour were selected by the school. Transport was provided using the Police Academy bus, with lunch being provided by Woolworths at Inala Plaza. Participants returned to the Network with boomerangs they had made during this activity, and were briefed about the roles and functions of the Network.

SERVICES TO THE INALA CIVIC CENTRE/PLAZA

The location of the Network within the Inala Civic Centre/Plaza has meant that the Network has attempted to respond to the concerns of the shop keepers and shoppers in the shopping centre, while maintaining an essentially non-operational stance. There is a lot of informal communication between shop owners, shoppers and Network police officers through patrols of the shopping centre. However, the Network has also arranged six formal meetings to get to know people or to discuss issues of concern and it has developed proactive strategies to deal with crime and disturbance in the shopping centre. For instance:

- In August 1992, the Network held a "Youth Against Racism" week at Civic Centre/Plaza aimed at reducing racism in the community in general and at the shopping centre. A series of displays were arranged to highlight the theme of this week. Aboriginal dancers performed and the local Vietnamese community highlighted elements of their culture through various displays. A free sausage sizzle was also arranged for shop keepers and the general public.

- In February 1993, the Network devised what it calls "The Communication Tree", which designates a chain of communication for all shop owners in the centre to be quickly advised of any information which is likely to prevent a crime from occurring or disseminate information related to a disturbance. An officer from the Network calls the first shop owners in the "tree" and each shop owner then has the task of calling two other shop owners.

INFORMATION, REFERRAL AND LENDING SERVICES

Through providing information, referral and lending services, the Network gives the community an opportunity to have contact with the QPS on issues other than the conventional range of policing functions. The volunteers play an active role in dispensing information, referrals and taking care of lending services. Activity logs indicate that Network police officers spend approximately nine per cent of their time providing such referral services to the community.

Members of the community may approach the Network about matters as simple as directions to a shop in the shopping centre or about the RSPCA or a City Council matter. Table 3.1 lists the number of requests for non-policing information, directions and government referrals over a six-month period. These requests represent 39 per cent of the total number of contacts made to the Network's referral service. Over half of these matters were dealt with by volunteers.

TABLE 3.1 – REQUESTS FOR NON-POLICING INFORMATION, DIRECTIONS AND GOVERNMENT REFERRALS – JULY TO DECEMBER 1994

TYPE OF REQUEST	NUMBER OF CONTACTS	AVERAGE NUMBER PER WEEK
Non-Policing Information		
Welfare assistance	33	1.3
Legal information and referrals	65	2.5
Council matters (dogs etc.)	48	1.8
Centre Management referrals	65	2.5
Other	134	5.1
Total	345	13.3
Directions		
Businesses in the Centre	282	13.3
Directions to Government Departments	97	4.6
Other	17	0.6
Total	396	15.2
Referrals to Government Departments		
Commonwealth Employment Service	6	0.2
Family Services and AIA	2	0.1
Social Security	8	0.3
Transport Department	72	2.8
Housing Commission	3	0.1
Total	91	3.5

Source: Network contact sheets.

In 1993 one of the volunteers at the Network began a video lending service to provide the community with access to videos. These are primarily concerned with community issues, such as QPS crime prevention initiatives, safety and services in the community. Since the service began 120 videos have been lent (an average of five per month). In addition, the Network lends an engraver so that people can mark their property to deter theft. The engraver is lent, on average, about six times per month.

AGENCY LIAISON

Through liaison with community agencies the Network endeavours to assist coordination and communication between the many services and agencies in the Inala area. Network police officers and NDS project officers attend regular meetings with youth agencies, interagency forums and ATSI liaison meetings. Network staff also organise workshops for agencies to work on problem solving strategies to deal with community concerns. For example, in May 1994 the Network arranged a workshop for agencies dealing with youth to discuss truancy. The idea of an alternative day program for unemployed youth not attending school was developed and an application was made for funding to run the program. The alternative day program is now operating from a disused library and provides a daily program for "at risk" young people. The NDS project officer who convened the workshop is now on the Management Committee for the program and Network police officers attend activities arranged for these young people.

LIAISON CONDUCTED BY NETWORK POLICE OFFICERS

Network police officers attend one interagency liaison meeting per month, which consists of up to 40 local agencies involved with a broad cross section of the local community. Appendix 6 contains a list of agencies which attend interagency meetings, or which receive minutes of the meetings. A Network volunteer attends the meeting with the police officer and takes minutes and distributes them to all member agencies. Approximately eight per cent of Network police officers' time is spent on agency liaison. In addition, Network police officers attend monthly ATSI Liaison meetings organised by the Superintendent at the Oxley District Police Station.

LIAISON CONDUCTED BY NATIONAL DRUG STRATEGY STAFF

Liaison by the NDS staff is mainly focussed on liaison with agencies involved with youth and, to some extent, agencies involved in the delivery of drug and alcohol services. The NDS staff attend, on average, nine meetings per month. The staff also hold Chairperson and Secretary positions on three committees. NDS staff attend these meetings as representatives of the Network, rather than exclusively representing the NDS project. Information from meetings is shared at weekly Network staff meetings.

ACTIVITIES FOR GAINING COMMUNITY INPUT

Since the Network was established, three main strategies have been used to encourage community participation. These are:

- *Focus Group meetings.* These meetings involved members of the community, representatives of community agencies and a police officer meeting on a fortnightly basis from August 1992 until November 1992 (Figure 3.1). The meetings were intended to act as a management committee for the Network until the QPS and CJC finalised the membership and structure of the committee.

- *Community Consultation Committee meetings.* These meetings, which were facilitated by regional police officers and staff of the CJC, began just prior to the commencement of the Network. The purpose of the meetings was to obtain information about community concerns that might be useful in the development of the Network's activities. These meetings were continued after the Network started, in order to maintain a mechanism of community input. However, due to declining attendance, the meetings were disbanded in October 1993 (see Chapter 4).
- *Use of volunteers.* Volunteers from the local community have been involved in providing office support, and organising and attending Network activities.

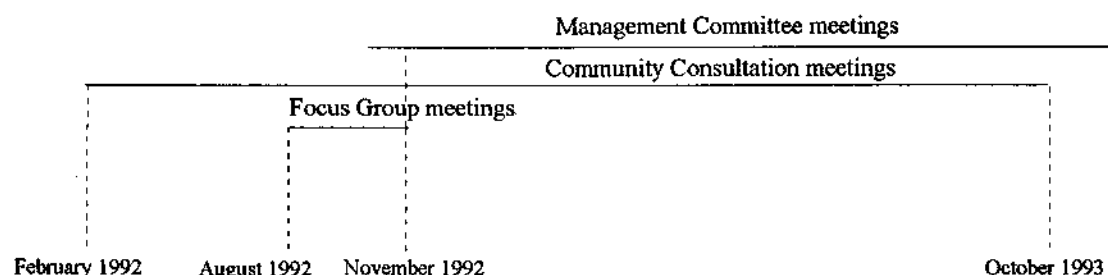


FIGURE 3.1 – TIMELINE OF COMMUNITY MEETINGS

Source: Minutes of meetings.

The ATSI community was involved in the initial stages of the implementation of the project. One of the volunteers was Aboriginal and, later, the Aboriginal Legal Service arranged for an Aboriginal student to undertake a work placement at the Network. A Vietnamese community worker also worked from the office for a few months.

COMMUNITY POLICING

In addition to the other non-policing activities undertaken by the Network, the officers have been involved in 22 community policing initiatives. Community policing covers a range of activities performed by Network police officers which other operational police officers also perform, when time permits. For example, both Network police officers are involved in the Adopt-a-Cop program, and attend meetings of a variety of community groups to give information about proactive policing strategies and safety issues. These officers also attend community activities arranged by organisations and agencies in the local area to provide some policing of an event. The purpose of attending these events is not simply to deal with crime and disturbances, but to give the community an opportunity to interact with police officers.

The Network liaises with agencies and organisations when arranging activities around “theme weeks” to market the QPS’s community policing strategies. For example, bike safety week was held during the September/October School holiday period in 1992 and aimed at highlighting the legal requirements of bicycle riders as well as maintenance of bicycles. Young people in attendance received a bicycle inspection by the Department of Transport and had their bikes engraved by the police. A bicycle safety course was subsequently established at the Police Citizens Youth Club. This course included a series of bicycle safety and traffic regulation questions.

OTHER POLICING DUTIES

Other policing duties undertaken by Network police officers include all of the duties which would normally be expected of an operational police officer, such as: responding to crime reports and calls for assistance; patrols of the shopping centre; and attending to administrative duties. Activity logs compiled by the police officers indicate that approximately 54 per cent of their time is spent on policing and administrative duties. The following discussion examines these various policing-related duties in more detail.

PATROLS OF THE INALA CIVIC CENTRE/PLAZA

Patrols by Network police officers differ in emphasis to patrols which are commonly conducted by other police officers. The purpose of these patrols is not only to provide security in the shopping centre, but also to provide an opportunity for members of the community, including shop owners, to speak informally to Network police officers. As previously stated, it was not originally intended that the Network would become fully operational, but it was always envisaged that Network police officers would patrol the shopping centre as a way of becoming familiar with the community. Young people frequently use the centre as a meeting place and this causes some concern to shop keepers who associate groups of young people with crime. As Network police officers often know the names of the young people, the QPS and the CJC decided that regular patrols of the centre would reduce the incidence of crime and help allay shop keepers' anxieties.

On average, Network police officers patrol the shopping centre once per day. In addition, they may be called out to attend to a disturbance or a crime. In these instances, the officers also spend some time walking around the shopping centre, talking to shoppers and shop owners, patrolling the car park looking for signs of suspicious activity, and observing the activities of people in the centre.

CRIME REPORTS AND REQUESTS FOR ASSISTANCE

Locating the Network in the shopping centre has had the largely unintended effect of encouraging members of the community to turn to the Network when they require operational policing assistance. The Network's approach to dealing with these requests has undergone some subtle changes. Initially, all policing matters were referred to the Inala Police Station, which is a five minute walk from the shopping centre. If a crime had been committed at the shopping centre, Network police officers would handle the immediate situation and call the Inala Police Station to file the crime report and take statements from the complainant(s) and witness(es), if appropriate. More recently, Network police officers have been dealing with specific types of crime reports, although there are no uniform guidelines or standing orders specifying what issues will be dealt with and what will be referred to the Station. Most commonly, Network police officers will respond if a crime or disturbance is taking place or has occurred very recently. Examples of these situations might be a fight between a group of young people, a hand bag being stolen while the complainant was shopping at the centre, or the theft of a vehicle from the car park.

Several considerations determine the action, if any, taken by Network police officers in response to reports of crime. Arresting people at the shopping centre is usually incompatible with the Network's charter to foster relations between police and the community. Clearly, there are times when the officer will be required to apprehend a person in the commission of a crime but, where appropriate, officers will try to resolve the issue without the need for charges to be laid. Second, as the Network is only staffed by two police officers, consideration is given to the time which may be required to investigate the offence and attend at court at some later date. Finally, there are times when a police officer is not

available when a person wants to report a crime: the officers may be attending an activity, on leave, or patrolling in another part of the shopping centre. In such situations, a person requiring assistance will be referred by a volunteer or the administrative officer to the Inala Police Station or to the shopping centre's security guards.

The Network maintains a data base for recording requests for assistance from the public, including a category called "Policing Matters". This category covers reports of stolen vehicles, thefts, assaults and other police related matters such as enquiries about weapons. The Network deals with approximately 22 policing matters per week. An additional four to five matters per week are referred to the police station. The most common code for assistance (other than a broad "Other" code) is "Lost/stolen Property". In an average week, the Network is called out to deal with around six reports of lost/stolen property or wallet/bag, three disturbances involving juveniles and one stolen vehicle. Table 3.2 below indicates the number of contacts in each category of policing assistance from July to December 1994. These contacts represent approximately 28 per cent of the total number of contacts made to the Network in this period.

**TABLE 3.2 – CATEGORIES OF POLICING ASSISTANCE
JULY TO DECEMBER 1994**

CATEGORY OF ASSISTANCE	NUMBER OF CONTACTS	AVERAGE PER WEEK
Lost/stolen wallet/bag/property	152	5.8
Juvenile disturbances	74	2.8
Stealing (other)	40	1.5
Stolen car	24	0.9
Complaints against neighbours	19	0.7
Information received re suspect person(s)	18	0.7
Protection & Good Behaviour orders	17	0.7
Weapons enquiries	14	0.5
Child abuse	11	0.4
Domestic violence matters/advice	9	0.3
Information received re drug related matter	8	0.3
Stolen property located	7	0.3
Other crime	191	7.3
Total	584	22.5

Source: Network contact sheets.

POLICE ADMINISTRATIVE DUTIES

Police officers, whether they are located at the Network or at an operational police station, are required to perform a range of administrative duties, including responding to internal memoranda and correspondence, writing reports and dealing with internal requests for information. Network police officers are also required to attend meetings with other members of the QPS and make themselves available for supervision.

SUMMARY

The Network undertakes a range of duties to achieve its objectives. Network police officers spend approximately 30 per cent of their time on duties such as participating in activities and programs for young people and providing information and referral services to shoppers in the Inala Civic Centre/Plaza. The officers only spend eight per cent of their time in liaison meetings with community agencies and groups, but the NDS staff attend significantly more meetings to represent the Network. The police officers spend the remainder of their time performing duties which are similar to those of many other police officers, including operational policing and community policing initiatives such as Adopt-a-Cop. Operational policing includes responding to reports of crimes within the shopping centre and patrols of the shopping centre. Police officers are also required to perform administrative tasks to comply with QPS regulations, such as responding to requests for information and writing reports. Network police officers spend approximately 54 per cent of their time on operational policing and administrative tasks.

HAVE THE NETWORK'S ACTIVITIES BEEN CONSISTENT WITH ITS OBJECTIVES?

The activities of the Network have focussed on providing:

- non-policing services to the community to improve community relations with, and perceptions of, the police
- opportunities for non-confrontational contact between the youth in Inala and the police
- forums for liaising with relevant community agencies
- services to the shopping centre to assist in reducing fears for safety.

On one view, all of these activities fall within the objectives of the Network. However, there are two concerns with the way in which the Network's activities have been developed. First, the activities are not planned in advance within the terms of the objectives, except through the Network's Action Plan which primarily relates to operational matters. Although the activities are within the scope of the objectives, there has been little proactive planning of the best way of achieving those objectives. Part of the reason for this is that the existing objectives are broad and are open to differing interpretations. Further, the objectives do not indicate any areas of priority that should be dealt with. Given that the Network's resources are limited (see below), planning the allocation of time and expenditure is critical to the effective implementation of strategies.

Second, to a large extent the NDS component of the Network has driven the types of activities undertaken by the Network. A large proportion of the Network's focus is on "at risk" youth. As a result, one particular objective has been given priority. Although this is not necessarily a shortcoming, it has arguably detracted attention from some of the other objectives.

RESOURCING OF THE NETWORK

Overall, interviews with police who have worked or have been involved with the Network point to several concerns about the level of resourcing to the Network. These concerns primarily relate to:

- staffing and training
- equipment and accommodation.

STAFFING AND TRAINING

The original proposal for the Network included provision for at least three police officers to be permanently stationed at the Network, but it became clear as the project was implemented that funding would only be made available for two officers. After the NDS funds were secured for a project officer to run youth diversionary programs, staffing should not have presented a problem, given that police officers from the Inala Police Station were supposed to provide relief staff to cover the periods when one officer was on leave or on a rostered day off. However, in practice, relief staff were rarely provided, except when an officer was on recreation leave. This meant that police officers were frequently on duty by themselves when the other officer was on a rostered day off, or rostered at a different time to cover Thursday late night shopping and Saturdays. At the beginning of 1994, a directive was issued for three police stations in the local area to provide back-up on Thursday nights, which is one of the busiest times in the shopping centre. At other times relief staff are rarely provided when there is one Network police officer rostered to work. As a consequence, police officers from other stations do not have the benefit of working with someone who is familiar with the daily operations of the Network. Of even greater concern is that there are occasions when there are no police officers on duty for a whole day and the office may only be staffed by volunteers and, perhaps, the part time administrative officer.

The management of the shopping centre have become annoyed at the Network staff who, because of lack of staff, on occasions have closed the Network at the end of an officer's shift at 4.00 p.m. The shopping centre closes at 5.30 p.m. most weekdays and management have advised Network staff that they are in breach of their lease agreement by not remaining open. A police officer normally works on Thursday nights and on Saturdays. However, the responsibility for keeping the Network open until 5.30 p.m. on the remaining week days is often left to the volunteers. This practice has enabled the Network to maintain its opening hours, but the effectiveness of the volunteers is limited by lack of clarity in their roles and insufficient training (see discussion below). Volunteers refer people to the Inala Police Station which can mean that the volunteers have to deal with frustrated members of the public who approach a policing establishment expecting to find a police officer. This situation often arises when someone has been a victim of a crime and wants an immediate response to his or her complaint.

In addition to insufficient staffing at the Network, police officers have generally not been supported by relevant training. This is a crucial issue as the nature of the work done by the Network requires officers to have special skills. Network staff have said that they require training in conflict resolution, creative problem solving and community consultation, but this has not been provided.

EQUIPMENT AND ACCOMMODATION

The Network is located in a shop which is neither large enough to accommodate the staff, nor professional in appearance. Discarded furniture for the office was donated by the Commonwealth Bank and a coat of paint was provided by the local Lions Club after the Network sustained considerable damage in a break-in. Some of the office equipment has been borrowed from local businesses and the CJC. The Sergeant in charge of the Network has an office fashioned from partitions. Confidential interviews, which are audible in the general office area, are conducted in a partitioned off kitchen area where staff eat their lunch.

Network police officers have indicated that they would like to have on-line access to the QPS mainframe computer system to access records about wanted persons, stolen vehicles and the CRISP reporting system. At present, the Network calls the Inala Police Station several times per day so that someone else can give them information from the computer. The Network has stand-alone computers, but the lack of access to the on-line system creates difficulties for Network staff and is also frustrating for relieving officers, who are used to having access to the QPS computer data base. Network police officers have been advised it is too expensive to bring the Network on-line and that their office is not secure, both in terms of the possibility of a break-in and access to computers by volunteers.

Until recently, the Network did not have any police radios which worked, nor a battery charger to recharge their radio. Police radios are an essential part of officer security so that contact can be maintained with head office or the local station in the event that back-up is required in an emergency. The Network has now been lent a radio and a battery charger as a temporary measure.

In addition, until recently, police officers and volunteers had to use their own cars to transport themselves to activities and QPS meetings. In the case of the volunteers, the use of their own vehicles is not compensated as there is no debit line which allows them to cover the costs of their petrol. In April 1995, the Oxley District Office was donated a vehicle for community policing, which the Network can have access to by prior arrangement. However, the vehicle cannot be used to transport an alleged offender to the watchhouse if an arrest has been made. The Network continues to rely on neighbouring police stations for transport in these circumstances.

SUMMARY

The Network has undertaken a wide range of activities, such as programs in schools, activities for young people, information and referral, agency liaison and policing duties to achieve the stated objectives of the project. These activities have been within the scope of the objectives, but the planning of strategies has not occurred with reference to the objectives and priorities of the Network. In part, this has been due to insufficient resources. Lack of relief staff has meant that there are often times when only one police officer is on duty at the Network. Because work is not prioritised in terms of objectives, Network police officers have largely restricted their duties to responding to requests for assistance from members of the public.

CHAPTER 4

THE NETWORK AND COMMUNITY RELATIONS

This chapter examines the impact of the Network on community perceptions and behaviours in Inala. The Network's primary aim was to enhance the relationship between the police and the Inala community: for instance, four of the seven objectives adopted by the Network focus on the community and community-related outcomes. Initiatives designed to improve police/community relations, included locating the Network in the shopping centre, promoting participation by Network staff in community activities, providing information services to the community, and undertaking regular patrolling of the shopping centre to increase contact with, and visibility to, the public.

The Network's impact on police/community relations was expected by Network staff to be evidenced by:

- high levels of community awareness of the Network
- high levels of satisfaction with the Network and its activities
- high levels of non-policing contact with the Network initiated by the community
- increased feelings of safety about using the shopping centre
- high levels of community involvement in the Network
- improved community attitudes towards police in general.

For the purposes of this evaluation, three types of data were used. The first consisted of surveys of Inala residents, users of the Network's referral service and shop owners in the Inala Civic Centre/Plaza. These surveys provided information on the perceptions of various members of the community about policing in Inala, and, more specifically, the work of the Network. The second data source consisted of interviews conducted with police officers stationed at surrounding stations, staff of the Network and representatives of various community agencies. The final data source was records of the Network, detailing information about Network activities.

Difficulties were encountered in assessing the performance of the Network in terms of its relations with the community. Many of the objectives were aimed at changing community perceptions and behaviours. However, due to resource and time constraints, the surveys and interviews were only conducted at one point in time. Consequently, this evaluation relies on retrospective assessments of changes by respondents, rather than using more direct measures.

AWARENESS OF THE NETWORK

A prerequisite for the success of the Network is that residents are aware of the project. Without such awareness they cannot take advantage of the services and activities being offered. In the survey of Inala residents, respondents were asked: 'The police have a shop in the Inala Shopping Centre, called the Community and Police Network. Have you ever seen it or heard anything about it?' Awareness of the Network among respondents was very high, with 91 per cent reporting that they had seen or heard about the Network (Figure 4.1). Of the 27 respondents who had not heard of the Network, only five indicated that it did not 'sound like a service . . . [they] might use'.

There were also other indications in the survey that there was a reasonable level of knowledge of the Network among residents (Figure 4.1). For example, 43 per cent of respondents were able to identify at least one activity of the Network, 34 per cent said that they had been into the Network and 11 per cent reported that they or a family member had been involved in an activity run by the Network. (As the majority of activities run by the Network are aimed at youth and 60 per cent of respondents did not have children under the age of 18 in the household, the lower proportion of respondents reporting involvement in Network activities is not surprising.)

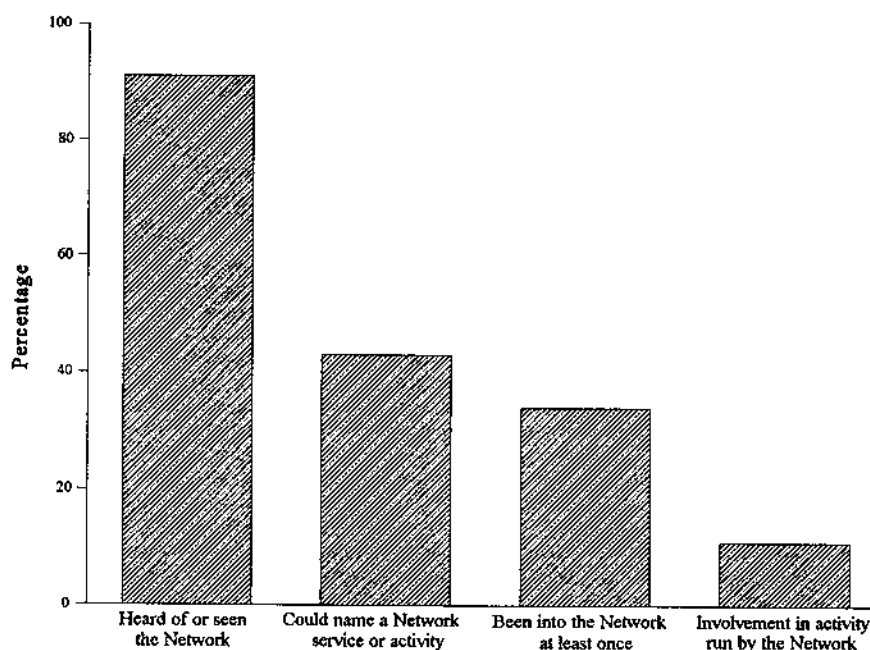


FIGURE 4.1 – AWARENESS OF NETWORK AMONG INALA RESIDENTS

Source: Inala Community Survey.

Notes:

1. Respondents were asked: 'The police have a shop in the Inala Shopping Centre, called the Community and Police Network. Have you ever seen it or heard anything about it?'; 'Can you name any of the services and activities provided by the Community and Police Network?'; 'How many times have you been into the Community and Police Network?'; 'Have you, or any member of your family, been involved with any of the activities run by the Community and Police Network, such as Cricket in the Hood or the School Holiday program?'
2. n=300.

There were high levels of awareness among shop owners in the Centre about the Network and its activities. In a survey of 38 shop owners, 97 per cent had heard of the Network and 74 per cent could name at least one service or activity provided by the Network. Not surprisingly, the proportion of respondents who had used, or been involved with, the Network was higher than for Inala residents: 55 per cent of the shop owners surveyed had called the Network for assistance at least once and 32 per cent had either personally attended activities or meetings run by the Network, or sent a staff member.

In summary, these results indicate that the Network is well known and accessible to Inala residents and shop owners in the Centre.

SATISFACTION WITH THE NETWORK

Overall, there were very high levels of satisfaction expressed by respondents who had used the Network. For instance:

- 84 per cent of Network users in the Inala Community Survey and 81 per cent of shop owners surveyed were 'very satisfied' or 'satisfied' with the 'information or response' they had received
- 97 per cent of the community survey respondents who had used the Network and 95 per cent of shop owners who had received assistance from the Network reported that they would go back to the Network if they needed information, advice or assistance
- 84 per cent of those respondents in the community survey who had attended activities run by the Network were satisfied with those activities
- 62 per cent of shop owners who had contacted the Network for assistance said that they had received the response they wanted
- 97 per cent of all Inala Community Survey respondents reported that 'having the Community and Police Network in the shopping centre is good for the people who use the centre'
- anecdotal evidence suggests that members of the community are recommending to others that they approach the Network for assistance:

But we have a lot of people [who] might come in and say, "Oh yeah, such and such told me to come in and see you" or whatever. And I mean to me that's pretty positive . . . for someone to actually recommend someone to come into a policing establishment because . . . they'll help you. (interviews, Network staff)

SATISFACTION WITH THE REFERRAL SERVICE

The survey of 46 users of the services of the Network provides some assessment of the usefulness of the referral service, although as pointed out in Chapter 2 the sample was not representative of all persons who approached the Network.

Eighty-seven per cent of respondents reported that they were satisfied with the information or response they received from the Network. Further, over 93 per cent found the staff that assisted them to be helpful and 91 per cent said that they would go back to the Network if they needed information, advice or assistance again (Figure 4.2).

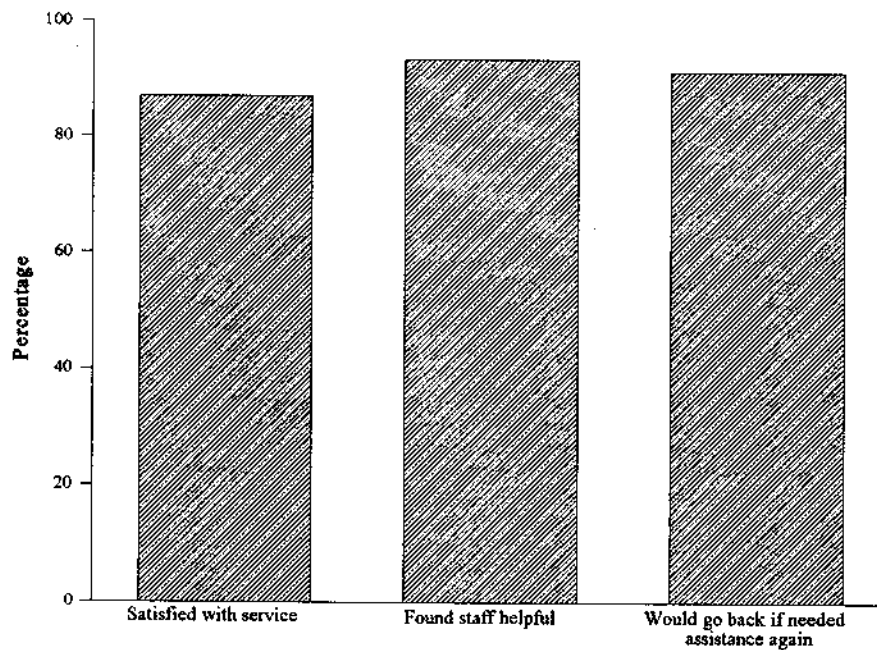


FIGURE 4.2 – SERVICE USERS' ASSESSMENT OF THE REFERRAL SERVICE

Source: Service Users Survey.

Notes:

1. Respondents were asked: 'How satisfied were you with the information you received?'; 'How helpful was the person you spoke to?'; 'If you needed information, advice or assistance again, would you go back into the Community and Police Network?'
2. n=46.

LEVEL OF NON-POLICING CONTACT

It was anticipated that the Network, through its referral service, would give the police and the community an opportunity to interact in less stressful circumstances by encouraging the community to approach the police for information and advice on non-policing issues. To assess the level of non-policing contact with the Network initiated by the community, the types of contacts made with the Network were examined. The Network recorded a total of 2,114 contacts from July to December 1994, representing approximately 81 contacts per week. Clearly, the referral service is being accessed and used by the members of the community, but the question is: to what extent the community is using the Network for information on non-policing matters?

The types of requests made to the referral service from July to December 1994 are summarised in Table 4.1. This table is based on information recorded by staff when they were approached by a person requesting information or advice. (For this analysis, some categories used by staff were re-coded.)

**TABLE 4.1 – TYPES OF CONTACTS
JULY TO DECEMBER 1994**

TYPE OF CONTACT	PERCENTAGE OF TOTAL CONTACTS (n=2,114)
Policing matters	32%
Directions to shops or local businesses	19%
General information	14%
Network business	11%
General discussions with policing staff	5%
Home security/crime prevention	5%
Government department referrals	4%
Shopping centre management referrals	3%
Local council matter	2%
Domestic matters	2%
Information about QPS services/activities	1%
Information received about crime-related incidents	1%

Source: Network contact sheets.

Note: General information refers to supplying a range of information about local clubs, drugs and welfare-related enquiries and providing assistance relating to keys locked in cars, first aid and school projects. Domestic matters includes advice relating to child abuse, custody, the domestic violence applications and peace and good behaviour orders. Policing matters includes lost and stolen property, reports of crimes and other incidents and enquiries about weapons licences. Network business refers to offers of assistance from the community, enquiries about Network activities and programs, browsing at displays and brochures and persons thanking the Network for assistance.

Of the recorded 2,114 contacts, the largest category of contacts (32%) were those related to policing matters, followed by providing directions (19%), general information (14%) and responding to enquiries about Network business (11%). Overall, the majority of contacts (51%) were not directly related to policing. (Policing contacts included the categories 'Policing matters', 'Home security/crime prevention', 'Network business' and 'Information received about crime-related incidents'.) However, many of the other non-policing contacts involved some kind of legal or regulatory issue, such as council matters (48 contacts); Legal Aid referrals (18); witness signatures (34); domestic violence applications (9); protection orders (17); and referrals to the Transport Department (72).

In summary, to a large extent the referral service was used by the community for information on policing or law related issues. The data seem to indicate that the community see the Network primarily as an extension of an operational police establishment, rather than as a place where a variety of information on community services is available. This assessment is also supported by the views of the shop owners surveyed. When asked 'what sort of services do you think **should be** provided by the Community and Police Network', the two major changes suggested by respondents related to policing services at the Network: 22 out of the 27 shop owners who proposed changes to the Network's services mentioned improvements to police patrols, and 11 mentioned changes relating to other police activities or powers.

Given that the Network is clearly connected to the police (with police staff and the word 'police' in its name), it is not surprising that the community uses the referral service for mainly legal and policing inquiries.

PERCEPTIONS OF SAFETY

Personal safety is an issue of concern to most Inala residents. As can be seen in Figure 4.3, compared to the Brisbane residents surveyed in the 1991 Queensland Crime Victims Survey, relatively the Inala residents report low perceptions of safety. For instance, 33 per cent of respondents in the Inala Community Survey reported feeling safe walking alone after dark, while 69 per cent of Brisbane respondents in the Crime Victims Survey reported feeling safe. Predictably, men are more likely to feel safe than women. However, the results indicate that *men* in the Inala survey report lower feelings of safety while walking at night in their neighbourhood (49%) than *women* in Brisbane as a whole (55% of Brisbane women in the Crime Victims Survey indicated they felt safe).

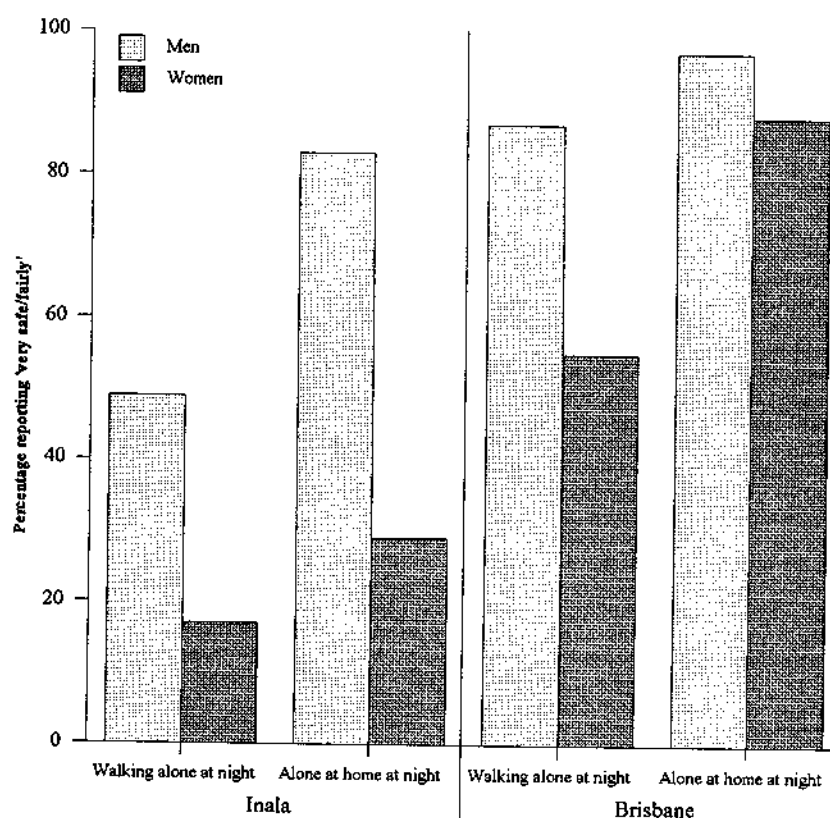


FIGURE 4.3 – PERCEPTION OF SAFETY OF INALA RESIDENTS
COMPARED TO RESIDENTS OF BRISBANE

Sources: 1991 Queensland Crime Victims Survey, Inala Community Survey.

Notes:

1. In the Crime Victims Survey respondents were shown a card with the categories 'very safe', 'fairly safe', 'not very safe' and 'not at all safe'. They were then asked 'Which of these categories best describes how safe you feel walking alone in this [suburb/area] after dark?' Then 'Which of these categories best describes how safe you feel alone in your home at night?'.
2. In the Inala Community Survey respondents were asked 'How safe do you feel in the following situations in Inala. Would you say very safe, fairly safe, not very safe, not at all safe?' ... 'Walking alone in your neighbourhood after dark?'. Then, 'Alone in your home at night?'.

One aim of locating the Network in the shopping centre was to address community concern about safety in one particular location: the shopping centre. In the survey of Inala residents, 44 per cent of respondents who shopped in the Inala Civic Centre/Plaza said they had felt concerned *at some time* for their safety while shopping.

The extent to which the Network has improved perceptions of safety of the shopping centre is not easily assessed on the data available, as residents were only surveyed at one point in time. Nonetheless, there are some indications that the Network may have increased the feelings of safety of those who shop in the centre:

- 90 per cent of shop owners surveyed thought that 'the presence of the Network makes shoppers feel more secure'
- 81 per cent of respondents in the community survey reported that they shopped at the Centre at least once a week, indicating that most felt sufficiently safe to shop there regularly
- 52 per cent of respondents who shopped in the Centre said that crime in the Inala Civic Centre/Plaza had decreased or remained the same over the past 12 months (35% said that crime had increased and 14% did not know).

It is not so clear that the Network has improved *shop owners'* sense of safety. Seven of the 24 shop owners who had feared for their or another's safety reported feeling fearful more than ten times in the last 12 months.

COMMUNITY INVOLVEMENT IN THE NETWORK

A major aim of the Network was to provide a forum in which the community could participate in identifying and addressing issues of community concern. Since the Network was established, three main strategies have been used to encourage community participation (see Chapter 3):

- focus group meetings
- community consultation meetings
- use of volunteers.

Minutes of meetings and interviews with staff and volunteers at the Network were examined to assess the extent to which members of the community have participated in the development of initiatives to address their concerns. The following discussion focuses on the level of attendance at the community meetings and the extent of involvement of the volunteers in the operation of the Network.

LEVEL OF COMMUNITY PARTICIPATION

Minutes of community consultation meetings indicate that the level of direct community participation in the Network has declined considerably since the commencement of the Network. By October 1993 more police officers were attending these meetings than were members of the community. Due to this apparent lack of interest, the meetings were disbanded and the Network started using liaison with community agencies to maintain contact with the community (see Chapter 5).

Maintaining community involvement is difficult, and the QPS has experienced similar problems with other consultative committees throughout the State (see CJC 1994, p. 54-57). Specific factors which may have contributed to the declining participation of the community in the Network's meetings are:

- There was no clear role for the Community Consultation meetings. The purpose of the meetings was not clearly defined or understood by those participating. The minutes of meetings indicate that community members often raised complaints about a particular household or individual, rather than broader crime and safety issues. The community saw the meetings as a forum for venting their anger at the QPS for failing to adequately address their concerns. Moreover, the police officers present at these meetings were not equipped to channel these concerns into problem solving opportunities for the Network.
- Over time, the agendas of the meetings reflected the attempts by meeting organisers to deal with complaints made by the community. Rather than the meetings being an opportunity for the community to raise their concerns, the agendas of the meetings were generally organised around informing those at the meetings about the Network's plans and any community assistance required.
- The Community Consultation meetings generally did not attract representatives of those groups that had adverse relations with the police or particular social problems.
- Except for the attendance of officers at the community meetings, there were no formal strategies in place for communicating community concerns to the Network, or feedback from the Network to the community. In addition, there has been no community representation on the Management Committee which oversees the operation of the Network.

INVOLVEMENT OF VOLUNTEERS IN THE NETWORK

The main input from the community to the Network has been through the use of volunteers. A total of 28 volunteers have worked in the Network for just under 2,000 days, with two volunteers working full-time for over 18 months. Volunteers field enquiries from members of the community, provide office support, and occasionally assist with the activities run by the Network. Complex welfare matters and policing inquiries are generally referred to the police officers at the Network. Approximately half of all Network contacts are dealt with by volunteers, although police officers and NDS staff may provide advice to the volunteer who then conveys this information to the inquirer.

Overall, the volunteers have made a significant contribution to the fostering of goodwill by the community towards the police in Inala, as they have considerable contact with the people who pass by the Network. The use of volunteers has also provided an effective and inexpensive strategy for improving the community's willingness to approach the police for assistance. However, some difficulties have been identified with the operation of the volunteer program at the Network. These relate to:

- *The role of the volunteers.* During interviews, volunteers expressed some dissatisfaction with the range of work they performed. Their duties are confined to giving directions and talking to shoppers. On slow days the volunteers have little to do. In addition, Network staff indicated that they were reluctant to give volunteers administrative duties because they are unsure of their abilities. Volunteers are not provided with training to enhance their skills.

- *Supervision of the volunteers.* Some concerns were expressed that on occasions the volunteers were handling matters which they were not qualified to handle. To some extent, this may result from the low police staffing levels of the Network: sometimes the Network is only staffed by volunteers, although a part-time administrative officer is also present on occasions. In any case, there is a need to re-evaluate the way in which volunteers are supervised to ensure that there is no mismatching of skills and duties. A greater pool of volunteers would allow the Network Sergeant and the NDS staff to allocate duties according to the particular skills which volunteers may have.
- *Failure to involve volunteers in decision-making.* Although the volunteers contribute to the running of the Network and can provide information about the local community, they are rarely consulted on decisions affecting the direction of the Network.
- *The status of the volunteers.* The importance of the volunteers to the running of the Network has not been translated into organisational acknowledgment of their contributions. For instance, volunteers are not reimbursed for the use of their vehicles to conduct Network business.
- *Maintaining volunteer involvement.* The number of volunteers has declined steadily since the commencement of the Network: there are currently only five volunteers who work at the Network. This decline is in part linked to dissatisfaction with the volunteer role and the failure to involve the volunteers in the operation of the Network (as discussed above).

ATTITUDES TOWARDS THE POLICE

It was hoped that the establishment of the Network would improve residents' overall perceptions of the police by providing non-confrontational contact between the police and the community; ensuring a local police presence; and distributing information about activities, programs and services to community groups and schools. Attitudes to police in general were measured by asking respondents in the community and shop owners surveys whether they agreed or disagreed with a series of statements about the QPS. Table 4.2 summarises the responses to this question.

TABLE 4.2 – RESPONDENTS' PERCEPTIONS OF THE QUEENSLAND POLICE SERVICE

	PERCENTAGE WHO 'AGREED'	
	Inala Community Survey (n=300)	Shop Owners Survey (n=38)
The police have a bad image in Inala	25%	24%
The police are "out to get you"	3%	8%
The local community respect the police	61%	50%
You wonder what you've done wrong when a police officer approaches you	37%	40%

Sources: Inala Community Survey; Shop Owners Survey.

Notes:

1. In the Inala survey, respondents were asked: 'A number of statements have been made about the Queensland Police Service. I'm going to read them out to you and I would like you to tell me whether you agree or disagree with each statement.'
2. In the shop owner survey, respondents were asked: 'A number of statements have been made about the Queensland Police Service. I'm going to read them out to you and I would like you to tell me whether you agree strongly, agree, neither agree nor disagree, disagree, disagree strongly or you don't know.'

Both surveys reveal fairly positive attitudes towards the QPS. Overall, few respondents perceived that the police were "out to get" members of the community, and at least half of both samples indicated that the local community respected the police. This positive view of police conflicts with a common perception that police/community relations are more strained in Inala than elsewhere.

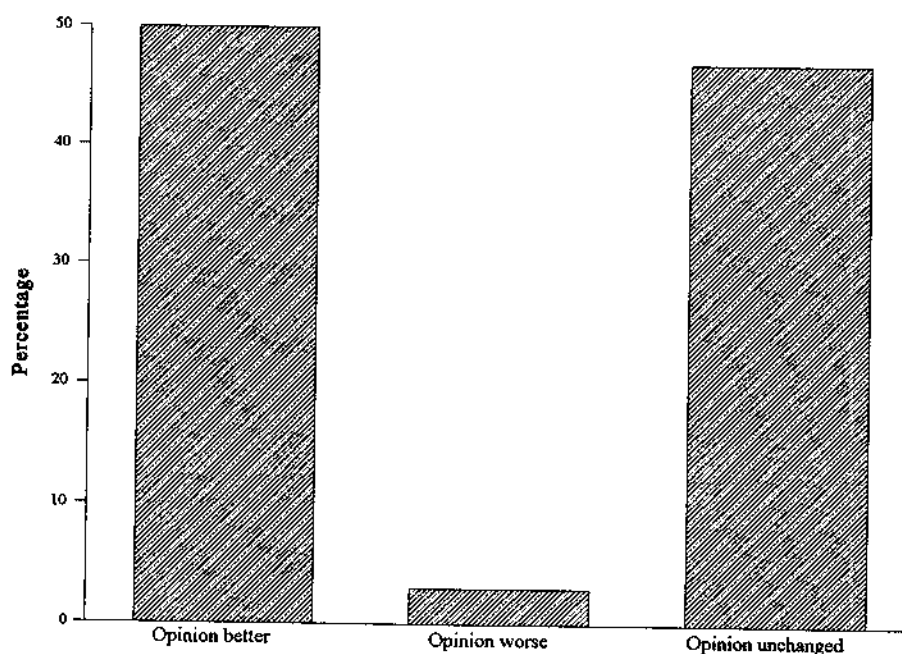
The results of these surveys can also be contrasted with a recent CJC-commissioned survey of Queensland residents about their attitudes towards the police. This survey found a more slightly negative perception among Brisbane residents than the views reported by respondents in the Inala Community Survey. Thirty-one per cent of the Brisbane respondents agreed that 'the police have a bad image' compared to 25 per cent of the Inala community sample (Table 4.3). Significantly, only 37 per cent of the Inala respondents agreed that 'you wonder what you've done wrong when a police officer approaches you' whereas 61 per cent of the Brisbane sample agreed with this statement. This finding strongly suggests that the Network has been instrumental in helping to break down barriers between the police and the local community in Inala.

**TABLE 4.3 – PERCEPTIONS OF THE QUEENSLAND POLICE SERVICE –
INALA AND BRISBANE**

	PERCENTAGE WHO 'AGREED'	
	Inala (n=300)	Brisbane (n=300)
The police have a bad image in Inala/Queensland	25%	31%
You wonder what you've done wrong when a police officer approaches you	37%	61%

Sources: Inala Community Survey; Public Attitudes Towards Queensland Police Survey 1993.

Although these findings are promising, the question for the evaluation is whether the attitudes of the Inala community towards the police have been improved by the activities of the Network. To assess this, respondents in the Inala survey who had used the services of the Network were specifically asked 'has the Community and Police Network changed your opinion for better or worse on police officers in general?' The results are positive (Figure 4.4). Most respondents who had been assisted by the Network reported that the Network had either improved their opinion of police in general (50%) or not changed their opinion of the police at all (47%). Only three per cent of respondents who had used the Network indicated that they now had more negative views of the police. This indicates that the Network may have improved community perceptions of the police generally.



**FIGURE 4.4 – REPORTED CHANGE IN OPINION OF THE POLICE
BY RESPONDENTS WHO HAD BEEN ASSISTED BY THE NETWORK**

Source: Inala Community Survey.

Notes:

1. Respondents were asked: 'Has the Community and Police Network changed your opinion for better or worse of police officers in general?'
2. n=100. One respondent who answered 'don't know' was excluded.

SUMMARY

Overall, the Network appears to have had a positive impact on relations between the police and the community. The surveys of residents, users of the Network and shop owners showed that the Network was viewed positively by the community. For instance:

- most respondents who have had contact with the Network were satisfied with the Network's services and would be willing to return to the Network for further information or advice
- most respondents reported that the Network was "good" for people using the shopping centre.

However, by and large, the Network has not been successful in maintaining community participation. The community meetings have been disbanded; there are no formal mechanisms for community input into Network projects; and projects are basically run by the Network with limited community input. Community Consultation meetings are probably not the most effective strategy for engaging the participation of marginalised sections of the community as they are unlikely to attend such meetings.

The strategy of using volunteers has provided benefits to the Network, particularly by improving the relationship between the police and the community. The use of volunteers has also enabled the Network to involve members of the community at some level in helping the police provide a service. However, the role of volunteers could be enhanced if the issues identified above were resolved.



CHAPTER 5

THE NETWORK, COMMUNITY AGENCY LIAISON AND LOCAL POLICE RELATIONS

This chapter assesses the Network's effectiveness in promoting community liaison and in fostering a more positive view of community policing projects among local police. These areas reflect the remaining two objectives of the Network: 'to provide cooperation/support and awareness between community service providers' and 'to encourage awareness, cooperation and interaction of Police Service personnel in community policing projects'. The assessment of the Network's performance in terms of these objectives primarily relies on interviews with representatives of various community agencies in Inala, staff at the Network and other police who have had some contact with the Network. This information has been supplemented by Network records and Inala Police Station occurrence sheets.

COMMUNITY AGENCY LIAISON

Initially, the aim of the Network was to work towards a more integrated provision of community services within Inala. However, due to the difficulties encountered by the Network in encouraging community participation, the Network took on another role: helping to maintain contact with the community through agencies which represent or service particular community groups.

A considerable number of agencies provide services in Inala. The Network has sought to develop links between these agencies to promote communication between service providers and a coordinated service delivery system. The main steps undertaken by the Network have been to attend at, and provide secretarial support for, interagency meetings and other relevant agency meetings (see Chapter 3).

The extent to which the Network has been successful in providing a community agency liaison function can be measured by:

- the extent to which community agencies in Inala are aware of the Network
- the amount of interaction between the Network and the community agencies
- community agencies' assessments of the Network's liaison role.

AGENCY AWARENESS OF THE NETWORK

Most community agencies in Inala have had some type of contact with the Network. However, the contact for several of the agencies interviewed was minimal: some were only involved in interagency meetings, while others only had contact with the Network when approached directly in relation to a specific issue.

There was less awareness of the services and activities provided by the Network, with some agencies being unclear about the actual work of the Network. For instance, a number of agencies were unaware that the Network is not a fully operational police station.

INTERACTION BETWEEN THE AGENCIES AND THE NETWORK

Interviews with agency representatives indicate that, since the commencement of the Network, there has been considerable interaction between local community agencies and the Network. Staff at the Network and the NDS project regularly attend 10 meetings per month with community agencies in Inala, and often refer people to relevant agencies: for instance, from July to December 1994 the Network made 89 referrals to other agencies.

Overall, this interaction between the community agencies and the Network has been positive. Interviews with agency representatives and records of the Network show that various agencies are encouraging interaction between the community and the police by directing their clients to activities organised by the Network. In particular, agencies dealing with youth are making use of the activities run by the Network. For instance, a number of agencies brought young people along to "Footy In the Park" afternoons that were organised and run by the Network (with food supplied by a local Lions Club). In addition, these agencies have invited the Network to participate in some of their activities (for an example, see case study 1). An important by-product of this interaction with other agencies is that the police have been provided with opportunities to have non-confrontational contact with young people in Inala. This group has often had adverse relations with the police.

Agencies also exchange information and develop programs in response to community concerns identified or raised in meetings. Often strategies are implemented by a single agency, with other agencies and the Network being invited to participate in specific components of the program. Examples of the exchange of information and the types of programs developed through the interagency approach are provide in case studies 2 and 3.

CASE STUDY 1

A local agency arranged an activity which involved teams of young people competing in water sports on the Wivenhoe Dam. The Network was invited to enter a team. The NDS project officer at the Network liaised with agencies providing an alternative day program for young people (some of whom are of Aboriginal and Torres Strait Islander descent) who are not attending school. Many of these young people have been convicted of criminal offences. With the encouragement of the youth workers at the agencies, twelve of the young people formed a team led by the Network Sergeant.

The activity brought together young people of different ethnic backgrounds, who are often in conflict with each other. The arduousness of the tasks meant that all participants had to work together as a team. The activity also provided an opportunity for the young people to interact with the Sergeant in a non-confrontational setting.

Source: Network records.

CASE STUDY 2

At an interagency meeting, several agencies reported that their clients were very concerned about security in the neighbourhood. Although the Network Sergeant had previously provided information about home security at that meeting, this had not resolved community concerns as many Inala residents live in Housing Commission accommodation and have experienced difficulties in affording the costs and obtaining permission to modify Commission homes to make them more secure.

As a result of these concerns, an officer from the Housing Commission was invited to attend an interagency meeting to discuss the Commission's future plans for encouraging private ownership of existing Commission accommodation and the new guidelines for processing requests for work on Commission properties. This information will now filter through to the community when people seek information from the Network and other community agencies.

Source: Network records.

CASE STUDY 3

Youth workers who participate in 'Large FLY' meetings (an interagency meeting of those working with youth in Inala) had expressed concern that there are many youth under the compulsory age for schooling in Inala who do not attend school. These young people frequently spend their days at the Inala Civic Centre/Plaza and become involved in harassing of shoppers, shop lifting and stealing cars.

In response to these concerns, the NDS project officer at the Network applied for funding from Youth and Community Care to establish an alternative day program. The project now operates from a disused council building and is managed by a committee made up of local agencies, including the Network.

Source: Network records.

On the negative side, discussions with Network staff and representatives of community agencies reveal that further cooperation and more integration of services is being inhibited by funding structures. Many agencies and specific programs in Inala are funded annually. Consequently, programs need to be "owned" by agencies in order to retain that funding.

VIEWS EXPRESSED BY AGENCIES OF THE NETWORK'S LIAISON ROLE

The Network was viewed positively by most of the community agencies interviewed. In particular, several agencies indicated that they greatly valued the Network because of the role it has played in organising meetings and providing secretarial support. Many agencies described the Network as responsive to their suggestions.

However, concerns were also expressed by some agencies about the operation of the Network. These concerns related to:

- The lack of an ongoing consultation process between the Network and those community agencies which deal with particular ethnic and cultural groups, such as ATSI organisations and non-English speaking groups. Recently, the Network has taken some steps to address this issue.
- The narrow focus of the Network's activities. The majority of the Network's activities are aimed at youth in Inala. Consequently, there have not been any proactive strategies developed to forge links between the police and others in the community who have had adverse relations with the police, or little contact with the police. To some extent, this focus on youth is due to funding constraints. The NDS funding is tied to developing programs for "at risk" youth, while the Network only has very limited discretionary funds for supporting other types of programs.

However, overall the reaction from community agencies to the Network's liaison role has been positive. In addition, there is some evidence that the liaison undertaken by the Network has contributed to the development of interagency approaches to addressing community concerns.

POLICE ATTITUDES TO THE NETWORK

The final aim of the Network is to foster a more positive view among police of the contributions made by the Network. The strategies which have been put in place to promote an awareness in local officers of the work of the Network have consisted of using local officers to relieve at the Network and involving local police in activities.

The following discussion examines:

- the perceptions which local police have of the Network
- the level of assistance provided to the Network by local police.

The following discussion relies primarily on interviews with local police and Network staff. Because of the small numbers interviewed, caution must be exercised in drawing conclusions. However, impressionistic evidence from the CJC's ongoing involvement in the Network supports the views presented below.

POLICE PERCEPTIONS OF THE NETWORK

Interviews with police who have had contact with the Network showed that generally they viewed the Network positively. Most officers interviewed felt that the Network played a valuable role in Inala. The following comments were typical responses:

It [hooliganism at the shopping centre] kept people away from the shops. The shop owners suffered and we all suffered so just in that little policing type of thing of stopping some of the hooliganism it [the Network] has had a positive effect

You know that's great isn't it, great we've got a Network . . . (interviews, local officer)

Yeah, it was because from having worked there I could personally see the benefits of having the Network there. And I think what if the Network didn't exist? What would happen? Yes, I think Inala would suffer. I think the shopping centre, focal point of Inala would suffer. I think all those contacts that had been developed would break down and could never be replaced (interviews, local officer)

Those people who are accessing the Network and seeking advice if they weren't going there I doubt whether the large majority of them would go to the station, for whatever reason. Some people don't like to go to a police station. It's [the Network] not as threatening and it's more of a "come in and browse" – kind of "sit down and come and chat to us" sort of atmosphere (interviews, Network staff)

I also know that a lot of people . . . aren't keen to go down to the police station. But they're more comfortable going into the Network so I suppose it's beneficial in that way . . . (interviews, local officer)

However, the officers who were interviewed also reported that many local police were ambivalent about the contribution of the Network to policing in Inala, seeing the Network as a public relations exercise, 'the flavour of the month' or 'a waste of resources' (interviews, local police). Even those officers who were generally positive about the Network's role expressed some concerns about the way in which the Network operates.

The mixed reactions of local police to the Network appear to result from three main factors:

- There has been very little marketing of the project to local police. Many officers at the surrounding stations are not fully aware of what the Network is meant to achieve:

I think people [officers] have found it very frustrating because they don't really understand what it is about. (interviews, Network staff)

I think [officers] are going to be negative about it [the Network] because they don't really understand what's going on. (interviews, local officer)

Moreover, Network officers do not regularly attend station meetings (except for District fortnightly officers-in-charge meetings) and officers who relieve at the Network do not receive a briefing on their duties.⁷

⁷ In the Toowoomba Beat Policing Project, relief beat officers were a significant source of information and experiences about the work of the beat officers (CJC 1995, p. 29). However, the regular rostering of officers from surrounding stations to the Network has not contributed to increased awareness and appreciation among officers about the Network's role.

- There has been a lack of communication and coordination of activities between the local stations and the Network. As one officer put it:

The lines of communication aren't there . . . Like I never had direct information . . . I find it easy not to even consider it [the Network] in any of our [the station's] planning . . . there's a wealth of information up there that just isn't getting here . . . (interviews, local officer)

This situation is in part due to some historical conflict between the Inala Police Station and the Network, and the chain of command, whereby the Network reports directly to the regional office in relation to administration of the project but relies on surrounding stations to supply back-up and support. As a result, the officer-in-charge of the local station is often not aware of the Network's daily activities, although the Network services the same area as the station. This lack of coordination has resulted in an overlap in community policing by the Network and the station, as well as some concerns about how the Network's activities fit into the work done by the station.

- The predominantly non-operational role of the Network has undermined its credibility among police: working for the Network is seen as 'opting out of operational policing' (interviews, local officer). Moreover, many of the officers interviewed thought that the non-operational stance of the Network meant that to some extent policing resources were not being fully utilised:

There's no reason why a shoplifter . . . [that] would tie up an operational vehicle for two hours needs to be done by that operational car. That can easily be done through the [Network]. (interviews, local officer)

RESPONSE TO THE NETWORK'S REQUESTS FOR ASSISTANCE

The Network relies on surrounding stations to assist in supplying staff and providing back-up when required. One officer described the stations as providing 'a support role, a resource support role more than anything else' to the Network. From July to September 1994, officers from the Inala Police Station went to the shopping centre 34 times in response to calls from the public or the Network. Of these, nine (28%) were in response to a request from the Network for assistance. The majority of the calls attended by officers from the Inala Police Station appear to have occurred after the Network was closed. Many of these calls related to reports of stolen vehicles which are only discovered at the end of the working day when people return to the place they parked their vehicle.

The surrounding stations sometimes provide one officer for a shift on a rotation basis. However, some difficulties have been experienced by the Network in obtaining an adequate level of support. According to interviews with local and Network police:

- officers are often unhappy about being rostered on to assist the Network
- the response time to provide back-up to Network officers has been slow.

To date, the level of support provided to the Network has not been satisfactory. Part of the problem appears to be the lack of importance attached to Network requests. Because of the non-operational role of the Network, it would seem that operational officers are viewing requests from the Network as 'only routine . . . it's something that can wait' (interviews, local officer).

The support requirements of the Network have also had some adverse consequences for the surrounding stations. In particular:

- as the Network is not connected to the QPS mainframe, the Network must contact the local station to obtain information, placing additional demands on the station's resources
- the supply of officers to the Network can strain the staffing levels at stations.

Lack of adequate resources and back-up for the Network has the potential to adversely affect officer safety. In addition, the morale of officers stationed at the Network is affected, as they perceive that the lack of support is symptomatic of negative views of the project throughout the ranks of the QPS.

SUMMARY

The Network police officers and NDS staff work as a team to liaise with a wide range of community agencies in Inala. Liaison consists of attendance at interagency meetings and forums to address specific issues that have been identified by representatives of agencies, including the Network. This liaison has resulted in an interagency approach to both single activities and programs for young people in the local area. Although some agencies reported that they would like the Network to consult with them more, the majority of the representatives of community agencies interviewed were particularly positive about the Network. Representatives reported that the Network's liaison strategies had facilitated the interaction of police officers with "at risk" young people.

In contrast, the Network has had difficulty in fostering a more positive view among police of its contributions to policing in Inala. The police officers who were interviewed for the evaluation had all worked at the Network, or had some familiarity with its operations. These officers had mostly favourable views of the project, but some reported that there were substantial reservations about aspects of the Network's operations amongst those police officers who had had little to do with the Network. Some local police seem unaware that the Network does undertake operational policing work. This has contributed to the perception that requests for assistance by Network police officers should not be given a high priority.



CHAPTER 6 CONCLUSIONS

This chapter summarises the findings of the evaluation and discusses the key issues which have been identified.

Overall, this evaluation of the Network has provided substantial justification for the continuation of the project. However, there are several important issues which need to be addressed. These relate to:

- program objectives
- clarifying the operational policing role of the Network
- management of the Network
- resourcing of the Network
- the role of volunteers
- relations with the community.

KEY FINDINGS

The Network is a unique example of how the QPS has endeavoured to improve relations with a community. The location of the Network in the Inala Civic Centre/Plaza has resulted in members of the public approaching the Network for a range of information, advice and assistance. The Network's strengths lie in the level of awareness in the general community and the broad support it enjoys from residents of Inala. The provision of funding by the NDS has enabled the Network to organise a range of activities and programs for young people at risk in the Inala area and has enabled police officers to have non-confrontational contact with young people. Both Network police officers and the NDS staff have contributed to the coordination of local agencies in Inala to minimise duplication of services and maximise access of young people to a range of activities and programs.

The key findings of the evaluation are:

- The Network is well known by members of the Inala community and its presence in the shopping centre has improved shoppers' sense of safety. Approximately one third of the Inala residents surveyed had been to the Network and most reported that they were either very satisfied or satisfied with the service they received.
- Residents of Inala reported quite positive attitudes towards police in Inala. While it is not possible to say to what extent the Network is responsible for these positive views, it is likely that the Network contributed.
- The Network has liaised extensively with representatives of youth agencies throughout Inala and is well regarded by these agencies. This liaison has contributed to broad common knowledge and coordination amongst agencies for activities and programs. However, reservations were expressed by some agencies who felt that the Network had not consulted with them sufficiently.

- Community participation in the Network has been limited and community consultation meetings generally failed to involve community members in problem solving strategies. The most significant contribution made by individuals in the community has been through volunteers staffing the office on a daily basis.
- Broadly speaking, the Network's activities have been consistent with its objectives. However, there are too many objectives, lack specificity and have not been prioritised in advance of planning for activities.
- Although the NDS has provided substantial funding for youth diversionary programs, inadequate resourcing of the Network has led to difficulties in several areas:
 - ★ Frequently relief staff have not been provided when a Network police officer is on leave. This has impeded police participation in activities and community agency liaison. In addition, volunteers have been left unsupervised to staff the office.
 - ★ The office is not equipped with an enclosed office for confidential interviews. The office is shabby in appearance and it is vulnerable to break-ins. There is no on-line access to the QPS mainframe computer.
- Staff, including volunteers, have been provided with insufficient training to respond to the duties required of them at the Network.
- Police officers from local stations were generally supportive of the Network, although some concerns were expressed. Police officers who have had some experience working at the Network have more positive views about the Network than those who have not worked there. This is, in part, due to inadequate marketing of the Network to police officers. In addition, local police have generally not been given a high priority to requests for assistance from the Network.

ISSUES TO BE CONSIDERED

PROGRAM OBJECTIVES

The objectives of the Network were formalised at a time when the implementation strategies were still being developed. While some of the objectives are as relevant now as they were three years ago, some have been reinterpreted and no longer provide a clear reflection of the activities and priorities of the Network. The primary difficulty with the current objectives is that there are simply too many. This means that it is difficult to focus strategies to make the best use of limited resources. Another problem is that some objectives lack specificity and the wording is not consistent. For example, sometimes the objective is indicative of a strategy and, at other times, a desired outcome.

As part of the process of moving from a pilot project to an ongoing program, the Network needs to review, re-focus and narrow its objectives. This process should involve those involved in existing management structures, staff of the Network, representatives from the Inala Police Station and the JAB. Issues which should be addressed include whether:

- the Network should seek to be involved in complex welfare matters, given that the community primarily values the Network as their connection to 'the law' and regulatory matters

- existing community consultation processes are adequate, especially for making contact with sections of the community who are wary of the police
- the Network should do more to promote awareness, cooperation and interaction of police service personnel in community policing projects such as Neighbourhood Watch and Safety House
- the Network should continue to give priority to youth diversion programs once the NDS funding runs out at the end of 1996
- more or less emphasis should be given to operational policing (see below).

THE OPERATIONAL POLICING ROLE OF THE NETWORK

Although not directly stated in the objectives of the Network, the original intention was that the Network should not assume a fully operational policing role. As police officers, Network police are "duty-bound" to undertake a certain amount of conventional policing work, such as taking criminal offence reports and attending calls for service. However, this can sometimes conflict with the charter of the Network to establish non-confrontational links with the community. Over time there have been some subtle changes in the ways that the Network has dealt with the balancing of these roles. Currently, Network police deal with the majority of crimes that are committed within the confines of the shopping centre, although insufficient staffing levels (see below) have meant that there is not always a police officer present at the Network to deal with matters as they arise.

Interviews with police officers from other stations in the area revealed that there is a great deal of misunderstanding about the operational duties performed by the Network. This has resulted in the perception that Network police officers are not 'pulling their weight in the fight against crime'. Unfortunately, community policing is seen as something which occurs quite independently of operational policing, rather than as a particular skill which police officers can bring to any posting.

In order to clarify the role of the Network police officers – both for the officers themselves and other police officers in the region – and to ensure a consistent service delivery to the public, consideration should be given to drawing up standing orders specifying the range of the operational duties to be performed by the Network. Along with other recommendations made below, this initiative should alleviate some of the opposition to the Network from police not associated with the Network.

During the evaluation of the Network there has been some discussion amongst police officers about the possibility of the Network becoming a "Police Beat". Police Beats in the QPS use a shop front model for operational policing within shopping centres. They are funded through a central allocation to the QPS specifically for Police Beats. The Beats are normally staffed by a Senior Constable, a Constable and an administrative assistant, whereas the Network is currently staffed by a Sergeant and a Senior Constable.

The advantages of adopting the Police Beat model would be that it:

- would relieve pressure from the Region for funding of the Network, although funding a Police Beat does not absolve the District Office of the responsibility for providing relief staff for the operational police officers
- would provide the community with a well resourced operational service in the shopping centre

- might relieve some of the hostility directed towards the Network by operational police officers who object to having to attend the shopping centre to do operational work.

The disadvantages of the Police Beat model would be:

- The current youth diversionary programs and liaison with community agencies could probably not operate within the current format of Police Beats.
- The standard Police Beat office format is probably too conspicuous for Inala and could reduce the willingness of the community to approach the police for assistance. The greater emphasis on operational policing could also impede informal communication between police and those members of the community who are most wary of police.
- There does not seem to be an obvious role for the volunteers in a Police Beat. Although the volunteers could still staff the office to give directions and make referrals, there is currently little support within the QPS for volunteers working in a QPS facility.
- The Inala Police Station is relatively close to the shopping centre and locating a Police Beat nearby could result in unnecessary duplication of services.

Some of these disadvantages outlined above could be overcome if it was possible to combine the current Network model with a Police Beat. The major advantage of combining the two models is that, if the Network police officers were designated as primarily non-operational, they might actually have more time to run youth diversionary programs. In addition, the Network could benefit from the injection of additional resources. However, as matters stand, the Network model has the potential to be more flexible in its approach to the changing needs of the community than does the Police Beat model. It should also be noted that there is not a great deal of support for the Police Beat option amongst those officers from local stations who have some knowledge of the current range of duties performed by the Network.

MANAGEMENT OF THE NETWORK

The two main issues relating to the management of the Network identified by the evaluation concern:

- the Management Committee
- management structures within the QPS.

THE MANAGEMENT COMMITTEE

The Network is a joint initiative of the QPS and the CJC, but its day to day operations are the responsibility of the QPS. A Management Committee comprising representatives of the QPS, the CJC and the University of Queensland is meant to oversee the broad direction of the Network. In practice, the role of this Committee is unclear. The title of the Committee implies that it is responsible for the management of the Network, but the committee meets infrequently, is not provided with the level of information about the operations of the Network which would enable it to manage the Network effectively, and has no mandate to overrule a decision made by the QPS. There are no formal structures in place for decisions made by the Committee to be conveyed to local police officers and community groups, nor for local police officers and community groups to provide information to the Committee.

Arguably the Committee should be renamed to reflect the fact that it operates in an advisory capacity. Such an initiative could help encourage a greater sense of "ownership" of the project by the QPS.

The Management Committee could be made more effective by:

- formalising quarterly meetings
- establishing a standard reporting process for Network staff to inform Committee members of significant events and issues in relation to the Network
- establishing some secretariat support for the Committee to ensure that Committee members receive sufficient information prior to meetings to enable them to make informed decisions
- expanding membership of the Committee to include representatives from the community and local police stations (see below).

MANAGEMENT STRUCTURES WITHIN THE QUEENSLAND POLICE SERVICE

During the pilot project the Network has been overseen by an Inspector from the Metropolitan South Region, although issues relating to back-up staff for the Network, resourcing and performance appraisal are dealt with at the District Office level. These arrangements have led to some confusion about lines of authority. There is also resentment amongst police officers in the District who feel that they have tacit responsibility for the Network, but no control over it. There is little communication between the Inala Police Station and the Network, although staff from both locations acknowledge that considerable gains could be made if there were a more coordinated approach to their overlapping geographical areas.

Strategies which could improve relations between the Network and local stations include:

- formalising liaison between the Network and neighbouring stations, including the JAB
- coordinating strategies for collation of intelligence from the Network to increase the value of the Network to operational police officers
- developing a marketing campaign directed at local police officers, for instance by organising meetings where an officer from the Network could make a presentation about the Network and explain the extent and range of operational and non-operational duties performed by the Network
- rotating officers for relief shifts at the Network when a Network police officer is on duty – placing an officer at the Network when he or she may be the only person on duty, does not want to be there, and does not know what is expected of him or her – will only contribute to further resentment.

Locating the Network within the formal management structures of the District would formalise a currently informal process and would not necessarily alter the responsibility of the Regional Office. However, the above strategies will help provide a long term framework for managing the Network, which is sustainable past the commitment of the individuals currently involved in the Network. Clearly, any changes to the management of the Network require a clear and unambiguous commitment to the continuation of the project before implementation of these changes.

RESOURCING OF THE NETWORK

DISCRETIONARY FUNDING FOR ACTIVITIES

Before the Network applied for funding from the NDS to run youth diversionary programs, it was restricted to activities which could be funded using existing limited discretionary funds provided by the QPS and the CJC. In addition, the Network was involved in activities which members of the community ran at their own expense, in conjunction with organisations such as the Lions and Scout Clubs. In December 1996 the funding from the NDS will probably cease. If further funding is available, it will be at a significantly reduced level. If the Network is to continue to provide the activities and programs to local schools and young people, consideration could be given to the following options:

- Some volunteers have expressed their desire to seek corporate sponsorship for activities and programs but have been discouraged from doing so because QPS guidelines prevent sponsorship of police activities. These barriers could be overcome if the funding structures of the Network were such that it could be demonstrated that the sponsorship was allocated to specific Network projects.
- Funding could be sought from a youth organisation or the Department of Family Services and Aboriginal and Islander Affairs for a project officer to be placed at the Network.

STAFFING LEVELS

There are two police officers stationed at the Network. In theory, relief staff from neighbouring stations are provided when either of the officers is not rostered on. However, commanding officers from neighbouring stations find it difficult to provide back-up staff for the Network because to do so can leave them with insufficient staff to operate their usual patrols. In addition, police officers are often reluctant to work at the Network. Lack of back-up staff has presented considerable difficulties for the Network, as on many occasions relief is not provided when there is at least one officer rostered on. This is particularly the case for extended periods while one of the officers is on leave. Insufficient staffing levels have the potential to compromise officer safety. Other negative consequences are a reliance upon unsupervised volunteers to staff the office and concentration on operational policing to the exclusion of other functions normally performed by the Network (see Chapter 3).

Network police officers have also generally not been supported by relevant training. The nature of the work done by the Network requires officers to have special skills. Network police officers have stated that they feel frustrated at not knowing what sorts of strategies are likely to achieve their goals.

To enable the Network to operate more effectively, attention should be given to:

- Ensuring back-up staff are provided when Network staff are not on duty. If officers from neighbouring stations are not available, consideration could be given to using other officers attached to the District office.
- Providing training in conflict resolution, creative problem solving and community consultation for Network police officers and officers from local stations who provide back-up to the Network. The Alternative Dispute Resolution Division at the Department of Justice and Attorney-General provides intensive training of this nature.

ACCOMMODATION

The general appearance of the Network's office does not convey a professional image. The furniture and equipment is outdated and there is not enough office space to house the existing staff. Moreover, there are no facilities to conduct confidential interviews (see Chapter 3). The Network is located in the Inala Plaza which is linked to the Council owned Civic Centre. Although the shopping centre management has stated that the Network's premises is leased at a discount rate, it is likely that a larger premises could be secured at the same rate in the Civic Centre. Relocation of the Network to the Civic Centre has additional advantages for relations with the community which are discussed below.

EQUIPMENT

The Network has stand-alone computers, but the lack of access to the on-line system creates difficulties for Network staff as they have to call the Inala Police Station every time they need information from the system. The risk of break-ins has been cited as the reason why the Network is not connected to the QPS mainframe computer system: this system contains records about wanted persons, stolen vehicles and the CRISP reporting system. One draw-back of connecting the Network to the QPS mainframe computer would be that it would put pressure on the Network to assume a greater role in operational policing. Therefore, it is important that this issue be considered within the context of the drawing up of standing orders concerning the Network's operational responsibilities (see above).

In the past the Network did not have sufficient access to police radios. The radios originally allocated to the Network were in a state of disrepair and Network officers were expected to use the Inala Police Station battery charger. This is a matter of some concern, as police radios are an essential part of officer security. The Network has now been lent a radio and a battery charger as a temporary measure, but it is important that this equipment be provided on a permanent basis.

In summary, consideration should be given to:

- upgrading office facilities to provide a more secure, professional environment and an office for confidential interviews
- acquiring larger premises
- linking the Network to the QPS mainframe computer system
- ensuring that the Network is provided with its own radios and battery charger.

THE ROLE OF VOLUNTEERS

The participation of the volunteers in the Network is an important aspect of the project. Not only do they provide staffing for the office which enables the Network to maintain its opening hours, they are members of the community who are making a significant contribution to Inala. The volunteers are a source of direct input to the Network from the community itself. However, their effectiveness is limited by lack of clarity in their roles and insufficient training.

The volunteers would like to assume a more active role in the Network, but there is some doubt that they have the skills required. In addition, there is some resistance within the QPS to giving non-sworn staff access to QPS computers and documents, for reasons of confidentiality. As a consequence, volunteers are discouraged from performing clerical duties. At present, their limited role means that there is not enough for the volunteers to do. Without an expansion of their roles the Network will not attract people with more varied skills.

In order to provide the volunteers with experience and skills which would enhance the operations of the Network, consideration could be given to:

- expanding the duties of the administrative officer to include supervising volunteers and providing the Network Sergeant with information on their training needs
- investigating ways that security of documents could be maintained while allowing the volunteers to assist with clerical and administrative duties
- linking volunteers to the NDS project and encouraging volunteers, particularly young people, to organise and participate in the activities of the Network
- organising regular meetings for volunteers so they can identify ways of enhancing the community's participation in problem solving strategies
- providing the volunteers with training to enhance communication, conflict resolution and problem solving skills.

The commitment of the volunteers has been substantial and the issues raised in this report are important for encouraging the future participation of the community in the Network. However, it should be recognised that not all volunteers have the necessary capabilities to perform all of the types of duties which are potentially available in the Network. Adequate supervision is essential to ensure that there is no mismatch of duties, capabilities and training in the volunteer program.

RELATIONS WITH THE COMMUNITY

When the Network was originally established, a community consultation process was initiated. Although it was anticipated that this process would be ongoing, it was abandoned when community participation dwindled (see Chapter 4). Police/community consultation has often proved difficult to maintain over time (see for instance CJC 1994). In addition, the Network seeks to make contact with the sections of the community which historically have had a poor relationship with the police and other groups who are especially suspicious of the police. Members of these groups are not likely to attend police/community consultation meetings. Therefore, the Network needs to adopt other strategies to engage these groups specifically.

The evaluation of the Network indicates that consultation with ethnic groups could be improved. During interviews police officers expressed concern about organised crime which is associated with the Vietnamese community in Inala. Many officers felt that this warranted a commitment by the Network to establish links to Vietnamese people in Inala. However, the Vietnamese community are not often involved in street crimes in the shopping centre, either as offenders or as victims. Hence, there has been a low level of interaction with the Vietnamese community thus far. In addition, although relations between the police and the ATSI community appear to have improved over the past three years, the Network needs to increase and formalise its links to this section of the community.

Relations with marginalised sections of the community in Inala could be improved by:

- Undertaking additional consultation with the Regional Cross-Cultural Liaison Officer to design strategies to encourage informal communication with members of the Vietnamese community. The liaison officer may also be able to provide information about other ethnic groups which, by virtue of their cultural values or social disadvantage, may benefit from increased contact with police officers.
- Moving the Network office from the Inala Plaza to the Civic Centre. This would substantially increase the potential for contact with Vietnamese shop owners and customers and allow police officers to more readily observe their activities. However, it is acknowledged that this move may reduce the visibility of the Network to the general community and could pose some administrative difficulties.
- Placing a QPS ATSI Liaison Officer (ALO) at the Network. Representatives of the ATSI organisations interviewed stated that the Network will not be able to substantially improve cross-cultural relations until such time as an ATSI person is placed at the Network to liaise with the local community and to participate in activities with young people. The Network has attempted to consult and liaise with the ATSI community and has encouraged the community to place a volunteer at the Network. However, there was frustration expressed by both the Network and some of the representatives of ATSI organisations about the lack of consistent liaison. Although some ALOs attend the shopping centre each week, their contact should be more closely associated with a permanent and essentially non-operational facility such as the Network.

CONCLUSION

The overall finding of this report is that the Network has made substantial progress in:

- *Providing a range of activities and services.* These include policing services to the shopping centre to help improve the safety at the centre for shoppers, activities for "at risk" youth, and an information referral service. Most survey respondents who have had contact with the Network were satisfied with the information, activities or assistance they had received.
- *Contributing to a more positive perception by the community of the police in general.* It appears that the Network has made positive contact with many members of the community, particularly youth, who frequently have had adverse relations with the police.
- *Liaison with community agencies.* Overall, most community agencies interviewed felt that the Network's liaison role was valuable.
- *Contributing towards more integration among community agencies.* Interagency liaison has resulted in agencies exchanging information and developing programs for young people in Inala.

A key conclusion of the evaluation is that the Network is an initiative which should be continued. However, it is also timely to review and address some of the difficulties that have been encountered by the Network. In particular, attention needs to be given to:

- reviewing, re-focusing and narrowing the Network's objectives
- developing standing orders to define and clarify the operational responsibilities of the Network's police officers
- re-evaluating the focus of the Network's activities, particularly with a view to determining whether the emphasis on youth activities should be maintained once the NDS funding ceases
- developing and implementing strategies to:
 - ★ make the Management Committee more effective
 - ★ integrate the Network into the local Oxley Police District
 - ★ educate local officers about the role and functions of the Network
 - ★ better utilise volunteers
 - ★ provide for greater community input into the Network and its activities
- putting in place liaison mechanisms with those sections of the community (such as the Vietnamese community) which currently have little or no contact with the Network, or have special needs
- reviewing the resourcing of the Network, including exploring other funding options.

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APPENDICES



APPENDIX 1

INALA COMMUNITY SURVEY

Respondent Number

The instructions for the interviewer are in italics. Do not read this out to the respondent.

Hello, I'm from *AGB McNair*, the national market research company. We're not selling anything, we're conducting a survey of Inala residents on behalf of the Criminal Justice Commission. May I speak to the person aged 18 years or over whose birthday comes closest to today's date.

REINTRODUCE IF NECESSARY

I wonder if you have about 5 minutes to answer a few questions *response* Everything you say will be treated in confidence. The survey does not have your name or telephone number on it.

SQ1 Are you a resident of Inala? *(Interviewer to check which box)*

Yes	1
No (TERMINATE)	2

Q1 (INTERVIEWER TO COMPLETE) Gender? *(Interviewer to check which box)*

Male	1
Female	2

Q2 How long have you lived in this neighbourhood?

Less than one year	1
1 to 2 years	2
3 to 5 years	3
6 to 10 years	4
More than 10 years	5

Q3a Do you own the place you live in or are you renting it?

Owned/being bought on mortgage (GO TO Q4)

1

Renting (GO TO 3b)

2

Q3b Is that (READ OUT)....

from a private landlord

1

from the Housing Commission

2

from someone else

3

Staying with someone who owns/rents

4

Q4 Overall on a scale of very satisfied, satisfied, dissatisfied, or very dissatisfied, how do you feel about the following?

	VERY SATISFIED	SATISFIED	DISSATISFIED	VERY DISSATISFIED	DON'T KNOW
(a) Inala as a place to live	1	2	3	4	5
(b) The number of community services available in the Inala area	1	2	3	4	5
(c) Access to public transport in Inala	1	2	3	4	5
(d) The level of service provided by the police in Inala	1	2	3	4	5

Q5 How safe do you feel in the following situations in Inala (READ SITUATION).
Would you say very safe, fairly safe, not very safe, not at all safe?

Note: IF RESPONDENT NEVER GOES OUT ALONE AFTER DARK, PROBE;
"How safe would you feel?"

	VERY SAFE	FAIRLY SAFE	NOT VERY SAFE	NOT AT ALL SAFE
(a) Walking alone in your neighbourhood after dark?	1	2	3	4
(b) Alone in your home at night?	1	2	3	4

Q6 Overall, how would you rate the amount of crime in Inala compared to the rest of Brisbane?
Is there a lot more, a little more, about the same, a little less or a lot less?

A lot more	1
A little more	2
About the same	3
A little less	4
A lot less	5
Don't know	6

Q7 I am going to read out some situations and I would like you to tell me whether you think crime has increased, decreased or stayed the same over the past 12 months.

Crime has increased, decreased or remained the same.....

	INCREASED	DECREASED	REMAINED THE SAME	DON'T KNOW
(a) In Inala	1	2	3	4
(b) In Brisbane	1	2	3	4
(c) In the Inala Shopping Centre	1	2	3	4

Q8 A number of statements have been made about the Queensland Police Service.

I'm going to read them out to you and I would like you to tell me whether you agree, neither agree nor disagree, disagree, disagree strongly, or you don't know.

(PROMPT WITH RESPONSE OPTIONS IF RESPONDENT SEEMS HESITANT)

	AGREE STRONGLY	AGREE	NEITHER AGREE NOR DISAGREE	DISAGREE	DISAGREE STRONGLY	DON'T KNOW
(a) The police service is understaffed	1	2	3	4	5	6
(b) The police have a bad image in Inala	1	2	3	4	5	6
(c) The police are "out to get you"	1	2	3	4	5	6
(d) The local community respect the police	1	2	3	4	5	6
(e) You wonder what you've done wrong when a police officer approaches you	1	2	3	4	5	6
(f) Aborigines tend to be let off more than other groups by the police service	1	2	3	4	5	6
(g) The community should work more with the police in crime prevention	1	2	3	4	5	6

Q9 The police have a shop in the Inala Shopping Centre. It is called the Community and Police Network. Have you ever seen it or heard anything about it?

Yes ☐ 1
No (GO TO Q19) ☐ 2

Q10 Can you name any of the services and activities provided by the Community and Police Network? (PROBE ANY OTHERS)

Information/advice/referral service	1
Police/type functions	2
Youth/sporting activities	3
Other (SPECIFY)	4
None	5

Q11 Has the Community and Police Network has changed your opinion for better, worse on (READ OUT)

	BETTER	WORSE	UNCHANGED	UNSURE
(a) Police officers in general	1	2	3	4
(b) The Inala Shopping Centre	1	2	3	4

Q12 How many times have you been into the Community and Police Network?

Once	1
Two or three times	2
Three to five times	3
More than five times	4
Never (GO TO 16)	5

Q13 What was the main reason for your (last) visit there? (SINGLE RESPONSE)

Get some help or advice	1
Talk to someone	2
Report an incident to the police	3
Ask directions to a business in the centre	4
To get information about a government/non-government service	5
To get information about a police service, eg. Neighbourhood Watch	6
To borrow a video	7
To report property lost/found	8
To report a lost/found child	9
To find out about youth activities	10
Other (SPECIFY)	11

Q14 How satisfied were you with the information or response you received? Were you very satisfied, satisfied, dissatisfied, or very dissatisfied?

Very satisfied	1
Satisfied	2
Dissatisfied	3
Very dissatisfied	4
Don't know	5

Q15a Would you go back into the Community and Police Network if you needed some information or advice?

Yes (GO TO Q16)

1

No

2

Don't Know (GO TO Q16)

3

Very dissatisfied

4

Q15b Can you tell me why not?

(OPEN ENDED PROBE FULLY)

(GO TO Q20)

Q16a Have you or any member of your family been involved with any of the activities run by the Community and Police Network, such as Cricket in the Hood or the School Holiday Program?

No (GO TO Q20)

1

Yes

2

Q17 Can you tell me which activities?

(OPEN ENDED, PROBE FULLY)

Cricket in the Hood

1

School Holiday Program

2

School Camps

3

Multi Media Show

4

Other (SPECIFY)

5

Q18 How satisfied were you with the activities you attended? Were you very satisfied, satisfied, dissatisfied, or very dissatisfied?

Very Satisfied	1
Satisfied	2
Dissatisfied	3
Very dissatisfied	4
Don't Know	5
Other (SPECIFY)	6

(GO TO Q20)

(IF NO IN Q12 ASK Q19)

Q19a The Community and Police Network is situated in the shopping centre so that people can go in there and get information about services and activities in Inala. Does that sound like a service you might use if you had a question or wanted some information?

Yes	1
No	2

Q19b Can you tell me why?

(OPEN ENDED. PROBE FULLY)

Q20 How often do you shop at the Inala Shopping Centre?

Weekly	1
Once or twice a week	2
Occasionally	3
Never (GO TO Q25)	4

Q21 Has anything ever happened at the shopping centre that made you feel concerned for your safety or the safety of someone else?

No (GO TO Q25)

1

Yes

2

Q22 Can you tell me briefly what happened?

I was assaulted/threatened

1

I saw someone else being assaulted/threatened

2

I saw a gang of young people misbehaving

3

I saw someone acting strangely/intoxicated

4

I saw someone steal/attempt to steal something

5

Other (SPECIFY)

6

Q23 Did you report it to anyone?

No (GO TO 25)

1

Yes

2

Q24 Who did you report it to?

Inala Police Station

1

Centre Management

2

Community and Police Network

3

Other (SPECIFY)

4

Q25a Do you think that having the Community and Police Network in the shopping centre is good for the people who use the centre?

Yes (ASK Q25b) 1

No (ASK Q25c) 2

Don't Know (GO TO Q26) 3

Q25b Can you tell me why?

Less of a chance of a disturbance and crime 1

Somewhere to go and ask a question or get information 2

Opportunity for people to see police in different role 3

Other (SPECIFY) 4

Q25c Can you tell me why?

(OPEN ENDED. PROBE FULLY)

It will help us with our research to gather some information about you. The information will not be used to identify you in any way. It's mainly so that we can see whether we have reached a broad cross section of residents.

Q26 How old are you?

18 to 19 years 1

20 to 24 years 2

25 to 29 years 3

30 to 39 years 4

40 to 49 years 5

50 to 59 years 6

60 to 69 years 7

70 plus 8

refused 9

Q27

What is your marital status? (READ OUT)

Married	1
De facto	2
Separated/Divorced/Widowed	3
Never married	4
Refused	5

Q28

How many children aged under 18 years live in this household?

(IF NONE RECORD 0)

Q28

What ages are they (RECORD AGES).....

	0-5 yrs	6-10 yrs	11-15 yrs	16-17 yrs	None
No.	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

Q29

What racial or ethnic group do you come from?

Anglo/Australian	1
Aboriginal/TSI	2
Pacific Islander	3
Vietnamese	4
Other Asian	5
Other European	6
Other (specify)	7

Q30 Which of the following best describes you? (READ OUT)

Working full time	1
Working part time/casual	2
Student	3
Retired	4
On a pension (other than aged pension)	5
Unemployed	6
Not in the workforce	7

Thank you for taking part in this survey. Just in case you missed it, my name is from AGB McNair, the national market research company. If you would like to know more about the research or you would like to confirm who you have been surveyed by, I can give you a phone number to call. Would you like the phone number? (IF YES) The number is 360 6060 and ask for the Research and Co-ordination Division.

APPENDIX 2

REQUESTS FOR ASSISTANCE

Issue in all categories that people approached the Network about during the period 1/7/94 to 31/12/94.

CODE	CATEGORY OF ASSISTANCE	NUMBER OF CONTACTS	% OF CONTACTS
100	COMMUNITY ASSISTANCE (TOTAL)	450	21.3
101	Accommodation	5	0.2
105	Centre Management referrals	65	3.1
110	COILS referrals	10	0.5
115	Council matters (dogs etc)	48	2.3
120	Drug Info	5	0.2
125	Engraver	39	1.8
130	Henry Palaszczuk referrals	2	0.1
135	Legal Aid referrals	18	0.8
140	Neighbourhood Watch	13	0.6
141	RSPCA & Animal welfare	2	0.1
142	Juvenile welfare	3	0.1
143	Court information	2	0.1
144	Civil court matter	1	0
145	Lions club	4	0.2
150	Safety Houses	16	0.8
155	Security	37	1.7
160	Welfare related enquiries	23	1.1
165	Witness signatures	34	1.6
190	Other *	123	5.8
200	DIRECTIONS (TOTAL)	396	18.7
210	Businesses in the Centre	282	13.3
220	General locality	97	4.6
250	Directions to Government Dept(s)	32	1.5
290	Other	11	8.3

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CODE	CATEGORY OF ASSISTANCE	NUMBER OF CONTACTS	% OF CONTACTS
300	DOMESTIC MATTERS (TOTAL)	56	2.6
310	Child abuse	21	0.5
320	Custody advice	1	0.4
330	DVA matters/advice	9	0.9
340	Protection & Good Behaviour orders	25	0.8
400	REFER TO GOVT DEPT(S) (TOTAL)	91	4.3
410	Commonwealth Employment Service	6	0.3
420	Family Services & AIA	2	0.1
430	Social Security	8	0.4
450	Queensland Health	0	0
460	Transport Department	72	4.3
470	Housing Commission	3	0.1
500	INFORMATION RECEIVED (TOTAL)	27	1.3
510	Drug related	8	0.4
520	Suspect person(s)	18	0.8
530	Other	1	0
600	MISSING PERSON(S) (TOTAL)	64	3.0
610	Lost child in centre	56	2.6
620	Trace lost relative	8	0.4
700	NETWORK BUSINESS (TOTAL)	340	16.1
710	Browsing	60	2.8
720	Personal**	112	5.3
730	Praise/thanks	6	0.3
740	Volunteers/offers of assistance	8	0.4
750	Programs/activities/projects	38	1.8
760	Personnel	4	0.2
770	Request for information	1	0
780	Minding property	7	0.3
790	Other	104	4.9

CODE	CATEGORY OF ASSISTANCE	NUMBER OF CONTACTS	% OF CONTACTS
800	POLICE MATTERS (TOTAL)	690	32.6
801	Directed or referred matter police	119	5.6
802	Found property	19	0.9
803	Police recruit information	13	0.6
804	Police youth club	15	0.7
810	Crime	2	0.1
811	Stealing, other	40	1.9
812	Stolen car	24	1.1
813	Stolen property located	7	0.3
814	Lost/stolen wallet/bag	41	1.9
815	Lost/stolen property	111	5.3
816	Weapons Enquiries	14	0.7
820	Disturbances	0	0
821	Juvenile(s)	74	3.5
822	Neighbours	19	0.9
829	Other	192	9.1

* e.g., keys locked in car, first aid, borrow telephone book, noticeboard matters, assistance with school projects, etc.

** e.g., autographs, personal visitors.



APPENDIX 3

SURVEY OF SERVICE USERS

Contact Sheet Number

The instructions for the interviewer are in italics. Do not read this out to the respondent.

Hello. Can I speak to My name is Kerry and we're conducting a survey of people who have been in to the Inala Community and Police Network. Do you recall going in there about a month/2/3 months ago? It is in the Inala Shopping centre. We're not selling anything. We want to know whether people were satisfied with the service they received when they went in there. Do you have about 5 minutes to answer a few questions *response* (If no, ask: Is there is a more convenient time to call back?) Everything you say will be treated in confidence. The survey does not have your name or telephone number on it.

Interviewer to complete from contact sheets:

Contact method:

New or prior contact:

Gender:

Suburb:

Computer code:

CPN worker:

Was the respondent referred to another agency or service? If yes, complete section A on page 3.

Time(s) called:

Respondent declined:

Time arranged to call back:

Respondent no longer contactable:

Length of call (mins):

Q1) How did you make contact with the Community and Police Network?

- In person 1
- Telephoned them 2
- They made contact with me 3
- Other 4

Q2) How did you find out about the Network?

- I saw it while I was shopping 1
 - A friend told me about it 2
 - Someone from a shop in the centre told me about it 3
 - Someone from a government/non-government agency told me about it 4
 - I can't remember 5
 - Other (specify) 6
-

Q3) Did you know that the Community and Police Network is run and staffed by the Queensland Police Service?

- Yes 1
- No 2

Q4) Do you know what sort of services and activities are provided by the Community and Police Network? *If respondent answers yes . . . Can you name some of them? (Accept multiples)*

- No/can't think of any 1
- Information/advice/referral service 2
- Police-type functions 3
- Youth/sporting activities 4
- Other 5

Q5) How many times have you been into the Community and Police Network?

- Once 1
Two or three times 2
Three to five times 3
More than five times 4

Q6) What sort of issue did you approach the Network about? *If respondent has been in more than once ask them to refer to the sort of issue they last approached the Network about. Interviewer to tick one of the boxes.*

- Get some help or advice 1
Talk to someone 2

6a) *If respondent said they went to get some help or advice or to talk to someone, ask: What about?*

- Report an incident to the police 3
Ask directions to a business in the centre 4
To get information about a government/non-government service 5
To get information about a police service, e.g. Neighbourhood Watch 6
To borrow a video 7
To report something lost/found 8
Other (specify) 9

Q7) How satisfied were you with the information you received? Were you very satisfied, satisfied, dissatisfied or very dissatisfied? *If respondent has been in more than once ask them to refer to the sort of issue they last approached the Network about. Interviewer to tick one of the boxes.*

- Very satisfied 1
Satisfied 2
Dissatisfied 3
Very dissatisfied 4

Q8) Did you notice that there were stands at the Network which have pamphlets on a range of subjects?

Can't remember 1
No 2
Yes 3

8a) *If respondent says yes, ask: Did you get any information from there?*

Yes 1
No 2
Can't remember 3

Q9) If you needed information, advice or assistance again, would you go back into the Community and Police Network?

Yes 1
No 2
Don't know 3
Only if I wanted to report something to the police 4

Q10) When you were at the Community and Police Network did you speak to someone in a police uniform or someone else?

Someone in a police uniform 1
Someone else 2
Can't remember 3

Q11) How helpful was the person you spoke to? Were they very helpful, helpful, unhelpful, very unhelpful? *If respondent has been in more than once ask them to refer to the sort of issue they last approached the Network about. Interviewer to tick one of the boxes*

Very helpful 1
Helpful 2
Unhelpful 3
Very unhelpful 4

Q12) Did the Community and Police Network refer you to an agency, service or someone else? (*Accept multiples*)

Government agency or service, eg. Department of Housing 1

The Police Station 2

Police Initiative, eg. Neighbourhood Watch 3

Other 4

Can't remember 5

Centre Management 6

Go to question 14. Not referred anywhere else 7

Q13) Did you get in contact with the agency or service that the Network referred you to? *If respondent was referred to more than one agency ask them to refer to one of the agencies/services that was most relevant to them.*

Can't remember 1

If respondent says no, ask why not? No 2

Yes 3

13a) *If respondent says yes, ask:* How satisfied were you with the agency or service you got in contact with?
Were you very satisfied, satisfied, dissatisfied or very dissatisfied?

Very satisfied 1

Satisfied 2

Dissatisfied 3

Very dissatisfied 4

Q14) Have you or any member of your family been involved with any of the activities run by the Community and Police Network, such as Cricket in the Hood or the School Holiday Program?

If respondent says no, go to question 17. No 1

Yes 2

If respondent answered yes, ask . . . Can you tell me which one(s)?

Q15) How satisfied were you or your family with the activities you attended? Were you very satisfied, satisfied, dissatisfied or very dissatisfied?

Very satisfied 1

Satisfied 2

Dissatisfied 3

Very dissatisfied 4

If respondent answers somewhat or very dissatisfied . . . Can you tell me what the activity was?

Q16) When you were at the activity, did you see anyone in a police uniform or did you recognise any police officers not in uniform?

Yes 1

No 2

Can't remember 3

Q17) Can you tell me whether the Community and Police Network has changed your opinion of police officers in general and, if so, whether your opinion is better or worse?....What about:

	Better	Worse	Unchanged	Unsure
Police officers in general	1	2	3	4
Police officers at the Community and Police Network	1	2	3	4
The Inala Shopping Centre	1	2	3	4

Q18) A number of statements have been made about the Queensland Police Service. I'm going to read them out to you and I would like you to tell me whether you agree strongly, agree, neither agree nor disagree, disagree, disagree strongly or you don't know. *Prompt with response options if respondent seems hesitant.*

	Agree Strongly	Agree	Neither Agree Nor Disagree	Disagree	Disagree Strongly	Don't Know
The police service is understaffed	1	2	3	4	5	6
The police have a bad image in Inala	1	2	3	4	5	6
The police are 'out to get you'	1	2	3	4	5	6
The local community respect the police	1	2	3	4	5	6
You wonder what you've done wrong when a police officer approaches you	1	2	3	4	5	6
Aborigines tend to be let off more than other groups by the police service	1	2	3	4	5	6
The community should work more with the police in crime prevention	1	2	3	4	5	6

Q19) Do you ever shop at the Inala Shopping Centre?

If no, go to question x. No 1

Yes 2

Q19a *If yes....* Do you shop there every week, once or twice a month or only occasionally?

Weekly 3

Once or twice a month 4

Occasionally 5

Q20) Has anything ever happened at the shopping centre that made you feel concerned for your safety or the safety of someone else?

If no, go to question 22. No 1

Q20a) *If respondent says yes . . .* Can you tell me briefly what happened? Yes 2

I was assaulted/threatened 3

I saw someone else being assaulted/threatened 4

I saw of gang of young people misbehaving 5

I saw someone acting strangely/intoxicated 6

I saw someone steal/attempt to steal something 7

Other 8

Q21) Did you report it to anyone?

No 1

Yes 2

Q21a) If respondent says yes . . . Who did you report it to?

Inala Police Station 1

Centre Management 2

Other (specify) 3

Q22) It will help us with our research to gather some information about you. The information will not be used to identify you in any way. It's mainly so that we can see whether we have reached a broad cross section of residents.

How old are you?

--	--

Q23) What is your marital status?

Married 1

De facto 2

Separated/Divorced/Widowed 3

Never married 4

Q24) What racial or ethnic group do you come from?

Anglo/Australian 1

Aboriginal 2

Pacific Islander 3

Vietnamese 4

Other Asian 5

Other (specify) 6

Q25) Are you working full-time, part-time, unemployed, retired, looking after children?

Interviewer to probe for category

Working full-time	1
Working part-time/casual	2
Student	3
Retired	4
On a pension (other than aged pension)	5
Unemployed	6
Not in the work force	7

Thank you for your time. I don't have any more questions. Is there anything you would like to ask me? If you would like to know more about the research or you would like to confirm who you have been surveyed by, I can give you a phone number to call. Would you like the phone number. *If yes...* The number is 360 6060 and ask for the Research and Co-ordination Division.



APPENDIX 4

SURVEY OF SHOP OWNERS

Contact Sheet Number

The instructions for the interviewer are in italics. Do not read this out to the respondent.

Hello. Can I speak to the Manager, please. My name is Kerry and we're conducting a survey of shop owners in the Inala Shopping Centre. The survey is being completed as part of an evaluation of the Community and Police Network. I have a letter of introduction if you would like to see it. Do you have about 5 minutes to answer a few questions *response* (If no, ask: Is there is a more convenient time to call back?) Everything you say will be treated in confidence. The survey does not have your name or telephone number on it.

Interviewer to complete prior to approaching shop:

Type of shop (eg. Asian grocery, retail clothing, etc):

Located in the Plaza or Civic Mall:

Comments:

Time(s) called:

Respondent declined:

Time arranged to call back:

Manager not available:

Length of call (mins):

Q1) How long have you owned/managed a shop/worked in the Inala Shopping Centre?

Less than one year 1
1 to 3 years 2
3 to 5 years 3
5 years or more 4

Q2) Do you live in the Inala/Durack/Darra area?

Yes 1
No 2

Q3) In the last 12 months, have you been aware of anyone stealing from your shop?

No 1
Yes 2

3(a) If "yes": How many times in the last year would you say someone has stolen something from your shop?

Once 1
One to three times 2
Three to ten times 4
More than ten times 5

Q4) Has anything ever happened in or near your shop which has made you fearful for your safety or that of a customer in your shop?

No 1
Yes 2

4(a) If "yes": How many times in the last year would you say you have felt fearful?

Once 1
One to three times 2
Three to ten times 4
More than ten times 5

Q5) How good would you say security is in this shopping centre?

very good 1
good 2
not good 3
completely inadequate 4

If respondent answered "no" to questions 3 and 4, go to question .

Q6) Did you report the incident(s) to anyone?

No 1
Yes 2

6(a) If "yes": Who did you report it to? (If they have reported many incidents, refer to most recent incident)

A security guard 1
Centre Management 1
The Community and Police Network 2
Police (not CPN) 4
Other (specify) 5

If respondent answered "yes" to questions 3 or 4, insert "another" in question.

Q7) If an (another) incident occurred and you thought the person responsible was likely to have left the shopping centre, who, if anyone, would you report it to?

I would not report it 1
A security guard 2
Centre Management 3
The Community and Police Network 4
Police (not CPN) 5
Other (specify) 6

If respondent answered "yes" to questions 3 or 4, insert "another" in question.

Q8) If an (another) incident occurred and the person responsible was still in the shopping centre, who, if anyone, would you report it to?

- I would not report it 1
- A security guard 2
- Centre Management 3
- The Community and Police Network 4
- Police (not CPN) 5
- Other (specify) 6

Q9) Have you ever heard of the Community & Police Network which is in the Plaza?

- If no, go to question 11 No 1
- Yes 2

Q10) Have you ever called the Inala Community and Police Network for assistance?

- If no, go to question 11. No 1
- Yes 2

Q10a) If yes: How many times have you called them?

- Once 1
- Two to three times 2
- More than three times 3

Q10b) What sort of issue(s) have you called them about? (accept multiples)

- Theft in my shop 1
- A fight in my shop or in the shopping centre 2
- Threats made to me or a customer 3
- Advice or information about a security issue 4
- A non-policing matter about services in the Inala area 5
- Other (specify) 6

Q10c How satisfied were you with the response that you received? Were you very satisfied, satisfied, dissatisfied, or very dissatisfied? (If respondent has called Network more than once, *refer to most recent time*)

Very satisfied	1
Satisfied	2
Dissatisfied	3
Very dissatisfied	4

Q10d Have you ever called the Community and Police Network and received a response that was not what you wanted?

Always got the response wanted.	No	1
---------------------------------	----	---

10 e) If yes: Why was the response different to your expectation?	Yes	2
---	-----	---

There were no police officers to respond to the request	1
---	---

They told me they did not do that sort of thing and referred me to the police station	2
---	---

They told me to go to the police station, when they have previously assisted	3
--	---

Other (specify)	4
-----------------	---

Q10e If you needed advice or assistance again, would you call the Community and Police Network?

Yes	1
-----	---

If no: Can you tell me why not?	No	2
---------------------------------	----	---

Q11) Do you know what sort of services and activities are provided by the Community and Police Network? If respondent answers yes . . . Can you name some of them? (Accept multiples)

No/can't think of any	1
-----------------------	---

Information/advice/referral service	2
-------------------------------------	---

Police-type functions	3
-----------------------	---

Youth/sporting activities	4
---------------------------	---

Other	5
-------	---

Q12) What sort of services do you think **should** be provided by the Community and Police Network?

- | | |
|--|---|
| Don't know | 1 |
| Information/advice/referral service | 2 |
| Full range of policing functions | 3 |
| Youth/sporting/community activities | 4 |
| Patrols of the shopping centre to keep out young offenders | 5 |
| Other (specify) | 6 |
-

Q13) Have you ever suggested to anyone that they go into the Community and Police Network?

No 1

13a) If "yes": How many times have you referred someone to the Network? Yes

2

Two or three times 1

Three to five times 2

More than five times 3

13b) What sort of issue did you refer them to the Community and Police Network about?

To get some advice or information 1

For directions to a shop/service 2

To report something lost/stolen/found 3

To report a lost child 4

To report a theft or damage to property 5

Other (specify) 6

Q14 Have you ever made a donation to the Community & Police Network?

No 1

Yes (Specify) 2

Q15 Do you think the presence of the Community & Police Network in the Shopping Centre makes shoppers feel more secure?

Yes 1

No 2

Don't Know 3

Q16 Do you know any of the people who work at the Community and Police Network?

No 1

Can you name any of them? Yes 2

Q17 Have you or any member of your staff been involved with any of the activities or meetings run by the Community and Police Network?

No 1

Yes 2

If respondent answered yes, ask . . . Can you tell me which one(s)?

Q18 Do you think the Community and Police Network has changed the public's opinion of shopping in the Inala Shopping Centre and, if so, do you think their opinion is better or worse?

Better 1

Worse 2

Unchanged 3

Unsure 4

THE INALA COMMUNITY AND POLICE NETWORK: AN EVALUATION

Q19) A number of statements have been made about the Queensland Police Service. I'm going to read them out to you and I would like you to tell me whether you agree strongly, agree, neither agree nor disagree, disagree, disagree strongly or you don't know. *Prompt with response options if respondent seems hesitant.*

	Agree Strongly	Agree	Neither Agree Nor Disagree	Disagree	Disagree Strongly	Don't Know
The police service is understaffed	1	2	3	4	5	6
The police have a bad image in Inala	1	2	3	4	5	6
The police are 'out to get you'	1	2	3	4	5	6
The local community respect the police	1	2	3	4	5	6
You wonder what you've done wrong when a police officer approaches you	1	2	3	4	5	6
Aborigines tend to be let off more than other groups by the police service	1	2	3	4	5	6
The community should work more with the police in crime prevention	1	2	3	4	5	6

Q20) It will help us with our research to gather some information about you. The information won't be used to identify you in any way. It is mainly so that we can be sure we reach a broad cross section of shop owners in the Centre. What racial or ethnic group do you come from?

- Anglo/Australian 1
- Aboriginal 2
- Pacific Islander 3
- Vietnamese 4
- Other Asian 5
- Other (specify) 6

Thank you for your time. I don't have any more questions. Is there anything you would like to ask me? If you would like to know more about the research or you would like to confirm who you have been surveyed by, I can give you a phone number to call. Would you like the phone number. *If yes...* The number is 360 6060 and ask for the Research and Co-ordination Division.

APPENDIX 5

SUMMARY OF COMMUNITY AND POLICE NETWORK ACTIVITIES

DATE	NAME OF ACTIVITY	STAFF INVOLVED
21 – 22 January 1992	Cricket N the Hood*	Network police officers & volunteers
5 June 1992	Greenbank cultural workshop	Network police officers & volunteer
6 – 20 June 1992	Car Wash	Network police officers
June 1992 – August 1992	Bus Service to Transmissions disco	Network police officers
2 July 1992	Stradbroke Island Excursion	Network police officers & volunteer
10 July 1992	Ten-Pin Bowling	Network police officers & volunteer
10 – 17 August 1992	Youth Against Racism Week	Network police officers
16 August 1992 – 22 August 1992	National Child Protection week	Network police officers, PCYC, Qld Police Community Policing Support Branch
27 August 1992	Trip to the Water Police	Network police officers & Water Police
9 September 1992	Boonah activity program	Network police officers & Wynnum Police
5 – 9 October 1992	Pet Week	Network police officers
26 October – 31 October 1992	Change for Kids Week	Network police officers and volunteers
2 – 6 November 1992	Youth Week	Network police officers
16 November 1992 – 20 December 1992	Drug Awareness Week	Network police officers
November 1992 – December 1992	Visit to local pre-schools	Network police officers
12 – 13 December 1992	Boonah 2 Day Wilderness camp	Network police officer & Wynnum Police
14 December 1992 – 18 December 1992	Driver Reviver Theme Week	Volunteer and Community Policing Support Branch
16 December 1992	Youth Access Sports Day	Network police officers
1992	Abseiling Activity*	Network police officers
February 1993	The Communication Tree	Network police officers
16 February 1993	School visit	Network police officer
23 February 1993	School visit	Network police officer
February 1993	Community information campaign to promote the use of serial record cards	Network police officers
2 March 1993	School visit	Network police officer
17 March 1993	Shop owners Meeting	Network police officers

THE INALA COMMUNITY AND POLICE NETWORK: AN EVALUATION

DATE	NAME OF ACTIVITY	STAFF INVOLVED
21 - 22 January 1992	Cricket N the Hood*	Network police officers & volunteers
24 March 1993	Indoor Cricket	Network police officers
26 March 1993	Scout Camp*	Network police officer & volunteer
March 1993 - Long term project	Community Video Resource Library	Volunteer
April 1993	Community and Police Network Mural	Network police officers
April 1993	Three phase banning program	Network police officers
May 1993	Visit to the Network by special school students	Network police officers
May 1993	Hot lines for schools	Network police officers
June 1993	Meeting with Samoan community group	Network police officers
1 June 1993	Eagleby High School Seminar	Network police officers
18 June 1993	Camira Cross Country*	Network police officers
27 August 1993	Camira pre-school bike safety	Network police officers
2 September 1993	Boonah Ropes Course*	Network police officer
3 September 1993	Ipswich & West Moreton Sports Day*	Network police officers
21 September 1993	Visit by American Police on Australian Community	Community and Police Network staff
24 September 1993	Visit by Willie Carne	Network police officer
28 September 1993	Bike Safety Week	Network police officers & PCYC
30 November 93 March 94	Horseriding	NDS staff
20 & 21 January 1994	Cricket N the Hood*	Network police officer & NDS staff
15 February - 22 March 1994	Capilano Bowling Challenge	Network police officers & volunteer
February, March 1994	Sports Police	Network police officers, NDS staff, Inala JAB, Inala Police, Oxley Police, Police in Education
7 March 1994	Corinda State School Visit	Network police officer
8 March 1994	International Women's Day	Network police officer
21 March 1994	Blue Fin Fishing Club Address	Network police officer
27 March 1994	Kenmore State School Swimming Carnival	Network police officer
12 & 26 April 1994	Water Police Activity	Network police officer
April/May 94	Girls Gang - trial program	NDS staff
6 May 1994	Community and Police Network 2nd Birthday	All Network staff
May 94	Truancy Workshop	Network police officers & NDS staff

DATE	NAME OF ACTIVITY	STAFF INVOLVED
21 – 22 January 1992	Cricket N the Hood*	Network police officers & volunteers
25 May 1994	Richlands Rage – Disco	Network police officer & NDS staff
1 June 1994	Richlands SHS Natural High Day	Network police officer & NDS staff
11 – 13 June 1994	Scout Camp – Jamboringal 94*	NDS staff & volunteer
12 June 1994	Decision Making Workshop – Richlands SHS	NDS staff
11 – 13 June 1994	Scout Camp*	Network police officer & volunteer
1 July 1994	Elizabeth Bruce Playground – 2 dances – Primary and Senior	Network police officer & NDS staff
July 1994	Screenprinting	NDS staff
July 1994	Bowling	NDS staff
July 1994	Cool Cocktails	NDS staff
7 July 1994	Naidoc Day at Cultural Centre*	Network police officers
14 July 1994	Inala Civic Centre Mural	Network police officer & volunteer
15 July 1994	Brisbane Bullets	NDS staff & volunteer
20 July 1994	Senior Citizens Week Information Day	Volunteer
25 July 1994	Inala Special School Bowling and Lunch	Network police officer & volunteer
26 July 1994	Inala Ignites Disco	Network police officer, NDS staff & Inala police
5 August 1994	Police and the Community Workshop	Network police officers and volunteers
16 August 1994	Security Management	Network police officer
19, 23, 30 August 1994 & 6 September 1994	School visit	Network police officers & NDS staff
26 August 1994	Dance Party	Network police officers, NDS staff, volunteers, PCYC, 4 officers Inala Station, 2 officers JAB, 4 trainees Police Academy
2 September 1994	Brisbane Broncos Activity	Network police officer & NDS staff
5 September 1994	Natural High Day – Inala SHS	Network police officer, NDS staff, volunteer, PCYC, 2 officers from Inala Station, Officers PCYC Wynnum, Officers PCYC Redlands, Assistant Commissioner, Superintendent from Oxley
7 September 1994	Lions Club of Inala Meeting	Network police officer
9 September 1994	Kenmore Boys Brigade	Network police officer
11 September 1994	Multi-Cultural Festival	Network police officers & volunteers
14 September 1994	Pre-school Fun in the Sun	Network police officers, NDS staff, volunteers, 2 officers from the Mounted Police
12 October 1994	Wivenhoe Fun Day*	Network police officer & NDS staff

THE INALA COMMUNITY AND POLICE NETWORK: AN EVALUATION

DATE	NAME OF ACTIVITY	STAFF INVOLVED
21 – 22 January 1992	Cricket N the Hood*	Network police officers & volunteers
31 October 1994	Violence Against Women	Network police officer & NDS staff
2 November 1994	Richlands Rage Returns – Disco	Network police officers, NDS staff, 2 officers Inala Station, Patrols by JAB
4 November 1994	Inala Ignites Again	Network police officers, NDS staff & 2 officers Inala Police Station
17 November 1994	Interagency Workshop	Network police officer & NDS staff
17 November 1994	Dreamworld	NDS staff
18, 19 November 1994	School visit	Network police officer
18 November 1994	Dance Party No 2	Network police officer, NDS staff, PCYC, 2 officers Inala Station, Patrols by JAB
10 December 1994	Youth Festival*	Network police officer & NDS staff
14 December 1994	Richlands SHS Hospital Visit	Network police officer & NDS staff
January 1995	January Holiday Program	Network police officers
19, 20 January 1995	Cricket N the Hood*	Network police officers, NDS staff & volunteers
Acacia Ridge SHS February 1995 Richlands SHS February 1995 Inala SHS	Above and Beyond Motivational Media Presentation – Acacia Ridge SHS, Richlands SHS, Inala SHS	Network police officer & NDS staff
Inala SHS Yr 12 13–15 February 1995 Richlands SHS Yr 12 21–22 February 1995 Richlands SHS Yr 8 6–10 March 1995	Camps Inala SHS – Yr 12, Yr 8 Richlands SHS – Yr 12	Network police officer & NDS staff
3 March 1995	Elizabeth Bruce Playground Disco No 2	NDS staff and police officer from Inala Station

Source: Network records.

Note: * These activities have been organised in conjunction with other agencies. The Network may not have been primarily responsible for making arrangements for the activity.

APPENDIX 6

MEMBER AGENCIES OF THE INTERAGENCY FORUM

Aboriginal and Torres Strait Islander Resource Centre
Aboriginal Cultural Centre
Aboriginal Legal Service
Alcohol and Drug Dependence Worker, Inala Community Health
Alternative Day Program
Community Corrections Office
Community of Inala Legal Service
Department of Housing and Local Government
Department of Family Services and Aboriginal and Islander Affairs
Family and Individual Support Service, Inala Community House
Family Resource Centre
Grant-in-Aid worker (Spanish speaking), Inala Community House
Inala and South West Skillshare
Inala and South West Skillshare
Inala Child and Youth Guidance Clinic
Inala Family Education Centre
Inala Police Citizens Youth Club, Queensland Police Service
Inala State High School
Inala Youth Service
Inala Youth Care Community Inc.
Juvenile Aid Bureau, Queensland Police Service
Legal Aid Office
Migrant Women's Emergency Support Service
Richlands State High School
Ronson Street Youth Shelter
SNOT Arts
Vietnamese Buddhist Association of Queensland
Wandarrah Neighbourhood Centre
Youth Access Centre
Youth and Community Combined Action
Youth Connexions, Acacia Ridge Neighbourhood Centre
Youth Employment Service
Youth Health Nurse, Inala Community Health Centre

