

Community safety planning in Queensland's Indigenous communities

June 2014

A follow-up to the *Restoring order* report



CRIME AND
MISCONDUCT
COMMISSION



QUEENSLAND

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CMC vision:

That the CMC make a unique contribution to protecting Queenslanders from major crime, and promote a trustworthy public sector.

CMC mission:

To combat crime and improve public sector integrity.

The story behind the cover artwork

The images chosen for the report cover represent both Aboriginal and Torres Strait Island cultures. The blue and green in the background image represent Torres Strait Islander peoples and those Aboriginal clan groups recognised as salt water people. The red and brown represent Aboriginal and Torres Strait Islander peoples' strong blood-line connection to the land.

The circle symbol in the middle represents clan groups meeting around a campfire or waterhole, brought together by strong kinship connections through the generations. The turtle symbolises wisdom and the ability to stay strong and grounded despite obstacles and distractions. The turtle totem wisdom teaches us about "walking our path with peace and sticking to it with determination and serenity" (Harris 2013). Although the turtle's progress can be slow, it follows its path with a patience, steadiness and persistence that can lead to long-lasting and solid results.

The CMC thanks Bill Ivinson for the artwork. In 2012, the CMC recognised Bill's efforts in community engagement through his artwork with a CMC NAIDOC award.

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ISBN 978-1-876986-79-7

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Foreword

High rates of crime and social problems in remote Indigenous communities have persisted for a considerable time. Traditional, reactive criminal justice approaches have long been employed to remedy these endemic problems, without lasting success. As a result, tensions between police and Indigenous people have endured in many communities, at times leading to violent clashes.

In 2007 the Crime and Misconduct Commission (CMC) commenced an inquiry into the policing of Queensland's Indigenous communities. The inquiry was prompted by rioting against police, at Palm Island in November 2004 after the death in police custody of Cameron Doomadgee (Mulrunji), and at Aurukun in January 2007, following an alleged incident at the watch house. The results of our inquiry were published in our 2009 report *Restoring order: crime prevention, policing and local justice in Queensland's Indigenous communities*.

Restoring order provided a roadmap for improving the relationship between police and people living in Queensland's Indigenous communities, and reducing crime and violence in those communities. Fundamental to our approach was the recognition that government alone should not seek to solve problems in communities. Rather, government should see its role as providing support and funding to enable communities to take more responsibility and develop responses appropriate for their crime and order problems.

We suggested that a greater and sustained focus on preventive responses that target the underlying causes of crime was the best way to reduce crime and social problems in discrete Indigenous communities. We envisaged a process whereby police and local people, working through a process of genuine engagement, would identify crime priorities and develop innovative preventive strategies that reflect local conditions. In particular, we saw collaborative local-level crime and safety planning, led by community members and supported by local police and others, as a way of achieving this and ultimately providing the foundation for real improvements to community safety.

This review of community safety planning is the last in a series of activities undertaken by the CMC specifically in response to *Restoring order's* recommendations on crime prevention, community safety and police–community relations in remote Indigenous communities.

Our review shows wide variability in progress with community safety planning. In some communities, we saw evidence of maturing relationships between police and local people. We saw attempts to engage with and learn from each other. However, in some communities, progress is less evident and relationships remain tenuous. In such circumstances, where trust and mutual accountability are still developing, efforts to prioritise crime problems and agree on strategies to prevent them are likely to falter. Moving beyond this will require sustained commitment and goodwill on the part of police and local Indigenous people.

Contents

Foreword	iii
Acknowledgments	vi
List of abbreviations	vii
Summary	viii
Scope of the review	viii
Key findings	ix
A way forward	xiii
1 Introduction	1
The origin of this review — the <i>Restoring order</i> report	1
This review	3
Structure of this report	6
2 Community safety planning	7
Factors impeding community safety planning	7
Key aspects of community safety planning	10
Mechanisms to assist execution of community safety plans	13
Supportive role of local police	15
Key findings	18
3 Crime and safety priorities and crime prevention strategies	19
Crime and safety priorities	19
The potential of strategies to prevent crime and violence	22
Key findings	26
4 Community safety planning — a way forward	27
Help people to navigate complex reform agendas	27
Genuinely engage with the community	27
Increase the focus on execution and governance of plans	28
Evaluate initiatives to inform future planning	28
Improve accountability and build trust with more transparent police planning	28

Appendixes

1	Status of community safety planning as at May 2013	29
2	Consultation with Indigenous community members	30
3	Question guide for research topic yarn with Indigenous community members	31
4	Question guide for interviews with local police	33
5	Question guide for interviews with local service providers other than police	35
6	Priorities in community safety and policing plans by community	37
7	Priorities and strategies in community safety plans	38
8	Local policing priorities and strategies	43

References

49

Acknowledgments

We acknowledge and extend special thanks to the local people who provided information for this review. We thank them for once again welcoming us into their communities.

We also appreciate the contribution of the Queensland Police Service, particularly the sworn officers stationed in remote and other discrete Indigenous communities who shared their views and experiences with us.

We thank staff from the Queensland Department of Aboriginal and Torres Strait Islander and Multicultural Affairs (DATSIMA) and the former Commonwealth Department of Families, Housing, Community Services and Indigenous Affairs (FaHCSIA), who provided significant assistance with our community visits.

The project team consisted of Louise Norman, Mark Pathé, Patricia Ferguson and Letitia Campbell from the Crime and Misconduct Commission's (CMC) Applied Research and Evaluation area. Christopher Lee, one of the CMC's Indigenous Advisers, provided invaluable assistance in our meetings with local Indigenous people.

The report was prepared for publication by the CMC's Communications Unit.

Dr Rebecca Denning

Director, Applied Research and Evaluation

List of abbreviations

AIC	Australian Institute of Criminology
AMP	Alcohol Management Plan
ARE	Applied Research and Evaluation
CMC	Crime and Misconduct Commission
COAG	Council of Australian Governments
CPTED	crime prevention through environmental design
CYWR	Cape York Welfare Reform (Trial)
FRC	Family Responsibilities Commission
DATSIMA	Department of Aboriginal and Torres Strait Islander and Multicultural Affairs
DV	domestic violence
FaHCSIA	Department of Families, Housing, Community Services and Indigenous Affairs (now the Department of Social Services)
LIP	Local Implementation Plan
NGO	non-government organisation
NPA-RSD	National Partnership Agreement on Remote Service Delivery
PCYC	Police–Citizens Youth Club
PLO	Police Liaison Officer
QPS	Queensland Police Service

Summary

Between 2007 and 2009, the Crime and Misconduct Commission (CMC) conducted an independent inquiry into issues relating to policing in Indigenous communities. In 2009, we published *Restoring order: crime prevention, policing and local justice in Queensland's Indigenous communities*, which provided a roadmap for improving the relationship between police and Queensland's Indigenous communities, and reducing crime and violence in those communities.

Our report suggested an approach to reducing crime and violence, which included:

- giving real authority to communities to identify their crime and safety priorities
- developing community capacity to tackle the problems at the local level.

We proposed that the best way to achieve this was a collaborative approach where police, other stakeholders and the community jointly develop priorities and strategies to target crime and safety problems. We considered it important that these priorities and strategies be endorsed, recorded and communicated through a recognised local planning process.

In *Restoring order* we committed to come back to assess whether progress had been made. This report outlines the findings of our review of local-level crime and safety planning, referred to in this report as community safety planning, in a sample of Queensland's discrete Indigenous communities.

Scope of the review

"Action 49" of our *Restoring order* report required the CMC to audit the crime prevention and criminal justice (including policing) components of local community safety plans in 2013, with a focus on their potential to prevent crime and improve the relationship between police and the community. In early 2013, we conducted a preliminary assessment of the status of community safety planning across Queensland's Indigenous communities and determined that insufficient progress had occurred to make a traditional audit meaningful.

We decided not to undertake the audit, but formed the view, particularly given the slow progress in general, that it was important to explore the status of community safety planning in Indigenous communities. In doing so, we did not seek to re-examine the delivery of policing services in Indigenous communities or police–community relations more broadly. To do so would have required a substantial evaluation, akin to *Restoring order*. Rather, our purpose was to highlight some of the key lessons from the process to date with a view to improving future community safety planning processes.

Reflecting this, our terms of reference for this review were to:

1. review the processes for developing community safety plans
2. review community safety plans and local policing plans to:
 - a. identify crime and safety priorities and strategies
 - b. examine whether the crime and safety priorities identified in community safety plans and local policing priorities are complementary
 - c. explore the potential for the strategies to prevent crime and violence.

We decided to review community safety planning in a sample of communities that were at different planning stages and operating under different government reform agendas. Our sample comprised the following nine communities:

- Aurukun
- Doomadgee
- Hope Vale
- Kowanyama
- Lockhart River
- Mornington Island
- Woorabinda
- Wujal Wujal
- Yarrabah.

Key findings

Factors impeding community safety planning in Indigenous communities

Community safety planning in Indigenous communities has progressed more slowly than we expected. We had anticipated that, given three years had elapsed since government endorsement of the *Restoring order* recommendations, communities would have completed and begun implementing their community safety plans. We found this was not the case. There was wide disparity in progress, with only a few communities having completed their plans. Most communities were still developing a plan, and others were yet to commence a planning process. Of the planning processes that we examined for this review, only one had progressed to implementation.

A number of factors had influenced this lack of progress. The level of government intervention in Queensland's Indigenous communities has markedly increased since we published *Restoring order* in 2009. In some communities, multiple, complex reforms are operating, which makes for a planning landscape that is "dense" and difficult for those engaged in the process to navigate. There was some confusion in the communities about which planning process was dealing with crime and safety issues. We also saw evidence of "planning fatigue" across the communities. Community safety was just one of many planning processes underway in communities, which affected the priority it was given.

Key aspects of community safety planning

We examined the features of the planning process that were considered important in *Restoring order*, namely:

- local people having control of the planning process
- the police taking an active and supporting role, with plans based on evidence of what works in reducing crime
- an accountability mechanism whereby progress is monitored and publicly reported.

Control of community safety planning

We found a general view that the council, as the elected representatives, should lead community safety planning in the community. In general, the councils that took on this role were more likely to have a degree of expertise in crime and safety management and could balance this task with competing priorities. In cases where the council did not assume this leadership role, government coordinating agencies sought to support the planning processes. While government-led or co-led planning processes appear to have progressed well (in terms of producing a plan), some local people criticised these approaches as lacking community ownership.

Community engagement

Various approaches were used to engage local people in the planning process. Some approaches sought to directly consult with local people whereas others sought to access knowledge from “representative” groups such as service providers and the council. Despite attempts to garner community views about crime and safety problems and priorities, we suggest that these consultation efforts fell short of effectively engaging the community in the process. In short, consultation does not equate to engagement.

Genuine community engagement in Indigenous communities, as envisaged in *Restoring order*, is difficult. It requires a relationship built on trust and integrity and is established over time between groups of people working towards shared goals (Hunt 2013). In general, we found that the consultation approaches did not function on this basis. Consultations were more geared to gathering information from local people than engaging them in decision-making.

Supportive role of local police

Restoring order envisaged the development of improved relationships between police and local people. Through regular communication and collaboration, police and local people would jointly identify crime and safety priorities and develop local initiatives to prevent and address these priorities. Clearly, we saw local police playing a significant role in the development of community safety plans. Our current review found that in most instances local police were active participants in the community safety planning process. However, local police were not part of the process in a number of communities. Reasons included police not being invited to participate, disengagement by some police because they saw little value in the process, and infrequent or interrupted participation because of police absences from the community.

Mechanisms to assist execution and governance of the community safety plans

Greater emphasis needs to be directed at ensuring that plans are effectively carried out, with measures to assist the implementing, monitoring and public reporting aspects in particular. In our sample, only one community safety plan includes information about responsibility for implementing strategies, resources required to implement strategies, timeframes for completion of strategies, performance measures, and details about how progress against the plan would be reported to the community. All other plans fail to specify at least one of these elements of implementation or monitoring. Overall, we found responsibility and accountability for strategy implementation is often unclear, performance measurement appears to be poorly understood and there is general uncertainty about whether monitoring and reporting progress against the plan is a priority.

Local police planning

Restoring order also called for police to engage more regularly with community leaders to agree on crime priorities and the policing strategies that should be used to target these activities. Importantly, the agreed priorities and strategies would be documented in the local policing plans (that is, Queensland Police Service [QPS] annual divisional operational plans).

Not all policing plans reflect local conditions

While progress has occurred, the QPS still has some way to go to ensure local policing plans adequately reflect local conditions. A small number of policing plans in our sample are limited to incorporate “top-down” priorities and are not modified to reflect environmental scanning of local conditions, problems and solutions.

Policing plans do not appear to be negotiated with community leaders

While we understand that police meet regularly with council, the community justice group, service providers and members of the community, it appears that community input into local policing plans is the result of informal consultation processes rather than negotiations that give local people a “voice” in decisions about policing priorities and strategies. Despite the complexities of consulting

and decision-making in Indigenous communities, it is likely the police–community relationship could improve if police have a more open and transparent process of developing and reporting against their local policing plan.

Police planning seems internally focused

Local policing plans tend to be viewed by police primarily as an internal planning tool and, in some cases, purely a reporting and internal accountability mechanism. We think the plans need to be more than this, as they represent a commitment to the community about how the QPS and local police intend to do business in the community. All but two policing plans are silent on whether and how police will report progress back to the community. Public reporting of progress against commitments is a critical aspect of police accountability to the community and can strengthen police relations with the community they serve.

Crime and safety priorities

We analysed the community safety plans, local policing plans and information from police interviews to identify the range of crime and safety priorities. In general, community safety plans and local policing plans identify a complementary range of priorities targeting crime, the underlying causes of crime, and broader safety. Common priorities focus on:

- decreasing crime and violence
- decreasing domestic and family violence, much of which is alcohol-related
- decreasing public order offences
- improving social options for young people, in part to keep them from creating a nuisance or committing offences
- improving community understanding of the law
- improving child safety and supervision.

As expected, we found a high degree of alignment between community and policing priorities targeting crime, despite some minor differences in emphasis or specificity (such as the police emphasis on domestic and family violence as a specific form of violence).

Community and policing priorities targeting the underlying causes of crime are also largely complementary, although police understandably have a narrower role in this area. Efforts targeting the many causes of crime — such as education, employment, strong family relationships, cultural identity, community cohesion, and health and wellbeing — must tackle complex social, health and economic contexts and these are appropriately addressed at the community level.

The safety priorities of the community and police are also broadly complementary. Some safety priorities are common across the community and policing plans, while in other cases they focus on different aspects of community safety. Common priorities include improving child safety and supervision, road safety, and community capacity to respond to natural and other disasters. However, community plans interpret community safety quite broadly to include issues such as feral animals, street lighting, lack of footpaths, and the safety of children swimming in local rivers. These are problems for the attention of council, other service providers and parents, not the police. On the other hand, police typically coordinate the community response in times of disaster and major events, because of their expertise and broad powers.

Importantly, the nature of the relationships between local people and stakeholders operating in the community (government and service providers) continues to be a priority. This is also a specific priority for police, particularly in the QPS Northern Region. Such a police focus on strengthening the relationship with the communities they serve is encouraging given that it was a central element of *Restoring order* and is essential to reducing crime over the long term.

A summary of the crime and safety priorities identified in the community safety plans and local policing plans is provided in Table 3.1 on p. 21.

Potential of strategies to prevent crime and violence

We then examined the strategies that had been devised to address the crime and safety priorities outlined in the plans. So that we could assess the relative emphasis on tackling the underlying causes of crime, rather than responding to crime after it occurs, we first differentiated between preventive and reactive strategies.

Our analysis shows that Indigenous communities have a quite sophisticated understanding of the elements of community safety, and prioritised a range of preventive rather than reactive strategies to target problems in the community. This is promising. Preventive strategies have the potential to:

- reduce crime and violence problems that are of greatest harm and concern to the community
- increase community safety, security and cohesion, including reducing actual and perceived risk of victimisation
- increase support for people to cope with the impact of victimisation
- reduce reoffending among those people who have already engaged in criminal or anti-social behaviour (AIC 2011; Morgan et al. 2012).

Understandably, for police, there is still a strong focus on traditional reactive policing tactics, reflecting continuing high rates of crime and violence in some communities. However, we found that police are also undertaking a range of preventive activities.

To examine the range and type of preventive strategies in all the community and policing plans, we classified them using the National Crime Prevention Framework (AIC 2011). It identifies four broad categories of preventive strategies:

- **developmental crime prevention** — eliminating risk factors and building protective factors to reduce the likelihood that individuals will engage in offending behaviour
- **community crime prevention** — addressing social exclusion and increasing the degree of social cohesion
- **situational crime prevention** — addressing the conditions within the physical environment that promote and sustain crime
- **criminal justice crime prevention** — improving the ability of criminal justice processes and agencies to prevent crime.

While the plans include a broad range of preventive strategies, both the community and policing plans favour developmental and community crime prevention strategies.

Developmental strategies in the community plans centre on improving knowledge of risks and harms, building individual capacity and leadership, improving education and employment outcomes, and improving case management practices to provide better pathways out of anti-social or criminal behaviour. Police are supporting developmental crime prevention strategies by helping to decrease school truancy, developing and supporting recreational programs for young people, and engaging service providers to support at-risk individuals and families.

Community crime prevention strategies in the community plans focus on creating safe places for community-based activities, identifying and promoting positive aspects of community life and mobilising community action to improve community amenity and safety. Police are working both proactively and reactively with community justice groups and Elders to prevent community tensions and mediate disputes when they arise.

Importantly, police are also using a broad range of strategies to improve community cohesion by strengthening their relationship with their local community — a fundamental element of *Restoring order*. Activities include communicating and managing expectations about the police role, standards, and enforcement action; foot and bicycle patrols focusing on interaction with community members; activities with children and young people; and encouraging officers to participate in community activities.

Situational crime prevention strategies in the community plans tend to focus on night patrols and curfews to keep children off the street. Other situational strategies in the community plans target general safety concerns, such as footpaths and street lighting, rather than specific crime problems. Police are conducting security audits and liaising with councils about tenancy conditions to prevent repeat calls for service.

Finally, both the community and policing plans included *criminal justice prevention strategies*. Not surprisingly, strategies in the community plans focus largely on the role of police, particularly in providing a visible and responsive presence in the community. Police in some communities are also working to improve the capacity of JP Magistrates and community justice groups to support court processes and community members.

A way forward

We have not made any formal recommendations. In the current environment, we suggest that a raft of additional recommendations would further complicate an already complex reform environment. Instead, we outline observations that may assist people responsible for continuing work on community safety plans, police working in Indigenous communities, and those who design and implement reforms in Indigenous communities.

Help people to navigate complex reform agendas

Queensland's Indigenous communities continue to experience wide-ranging reforms. Often, complex, wide-ranging reforms are operating concurrently and these reforms compete for the attention of a limited number of engaged community members, and government and non-government stakeholders. People grow weary of navigating and influencing this complex environment.

It is important that policy makers consider the range of reforms operating in a particular community. We noted that local people and service providers were unclear about how the reforms worked together, which has the potential to undermine the success of the reforms. To some extent, community safety planning is a casualty of this confusion. More thought needs to be directed at determining how concurrent reforms complement each other, how to effectively communicate the remit of the different reforms and spell out the mutual benefits to all parties, and how to conduct genuine community engagement around important issues.

Genuinely engage with the community

While we found evidence of deliberate attempts to consult with members of Indigenous communities, we believe that these efforts fall short of genuine community engagement. As we advocated in *Restoring order*, in the context of community safety planning, genuine community engagement requires that real control be given to communities to influence the shape of the crime and violence reduction strategies that may work for them. There is no question that this is difficult, but approaches that do not genuinely collaborate with a broad range of local people to plan, implement and monitor reforms will be unlikely to generate community trust or support.

Increase the focus on execution and governance of plans

We found that responsibility and accountability for strategy implementation in the community safety plans is often unclear, performance measurement is poorly understood and there is general uncertainty regarding how progress is to be monitored and reported back to the community. This is not surprising given that most communities were still in the initial planning stages at the time of our community visits. However, the detail provided in the community safety plans suggests that significantly more energy is spent determining crime priorities and strategies than is spent determining how the strategies will be implemented or monitored. Efforts should be made to place an equal focus on the “back end” of the planning process, both to ensure the integrity of strategy implementation and increase transparency and accountability to the community.

Evaluate initiatives to inform future planning

It is important that communities are empowered to try a range of initiatives they think will best work in their local environment. But initiatives to reduce crime and improve community safety must be shown to be effective and sustainable. Evaluations of promising initiatives, conducted in a rigorous and timely way, are essential to ensure that the limited resources available are effectively directed. We found little to suggest an intention to evaluate the strategies in the plans, probably because community capacity to undertake such evaluations is limited.

As we noted in Recommendation 5 of *Restoring order* (p. 337), government has a key role in ensuring that funding supports research and evaluation that answers the question of “what works” to reduce crime and violence. These lessons must then be translated across communities to inform future planning. We encourage government to revisit this role.

Improve accountability and build trust with more transparent police planning

Local police planning is seen by police as an internal process. While police often consult with the community about crime problems or policing activities, this is usually informal and not part of the police planning process. Furthermore, policing plans are not made available to community members. We also do not accept the argument that written policing plans lock police into a set of predetermined priorities and reduce their ability to respond to emerging challenges as they arise.

Both community safety plans and policing plans identify the need to strengthen relationships between the community and local police. We suggest that improving the local police planning process is one way to achieve this. A planning process that includes genuine community engagement around priorities, considers police and community capacity, and identifies and negotiates expectations would build trust, improve relationships and reduce crime and violence. We also suggest that it is appropriate that local policing plans be made public and police should regularly report on progress against the plans.

1 Introduction

In 2009, the CMC published *Restoring order: crime prevention, policing and local justice in Queensland's Indigenous communities*. It provided a roadmap for reducing crime and violence in Queensland's Indigenous communities and improving the relationship between police and communities.

Because crime prevention is largely dependent on community ownership, support and involvement, we argued that local people must be given real authority to influence the shape of crime and violence reduction strategies that may work for them through a recognised planning process.

We made a provision in the report to further examine the crime and safety planning process in Indigenous communities. We also undertook to assess the potential of local crime and safety and policing strategies to reduce and prevent crime.

This chapter briefly revisits *Restoring order*, summarises our previous findings in relation to crime and safety planning, and outlines the scope of, and methods used, in this current review.

The origin of this review — the *Restoring order* report

In February 2007, following the death of Cameron Doomadgee (Mulrunji) and the riots and controversy that followed, the Queensland Government directed the CMC to conduct an independent inquiry into policing in Queensland's Indigenous communities. Our inquiry was asked to identify changes to policing that would improve relations between police and local people. We were also asked to examine police custody practices and to determine the optimal use of criminal justice resources in Indigenous communities.

Following extensive consultations, we published our report, *Restoring order: crime prevention, policing and local justice in Queensland's Indigenous communities* (CMC 2009). In this we noted that the relationship between police and Queensland's Indigenous communities was highly variable. While we had found strong community support for police doing more to improve the safety of communities, some people continued to be distrustful and suspicious of police.

The report suggested an approach firmly grounded in community policing, involving local people having a direct role in determining crime and violence priorities and ways in which the police and community could work together to prevent and respond to these issues.

The CMC identified six principles (see Table 1.1), supported by six high-level recommendations and 51 actions, intended to guide reform, improve the relationship between government and people in Indigenous communities, and reduce crime. For the full list of recommendations and actions, see the *Restoring order* link on the [CMC website](#).

Table 1.1: *Restoring order* report principles for reform

Principle	What does it mean?
1. Improve and maintain a focus on <i>crime prevention</i>	<ul style="list-style-type: none"> The government must support strategies that focus on tackling the underlying causes of crime at the local level.
2. A clear and sustained commitment for a criminal justice “system” that incorporates <i>local justice</i> components	<ul style="list-style-type: none"> Develop real local authority and power to promote community ownership, support and involvement. The government must enable innovative and creative local justice initiatives.
3. <i>Local-level planning</i> must guide crime prevention and criminal justice responses	<ul style="list-style-type: none"> Communities must have influence to shape crime and violence reduction strategies that will work for them.
4. <i>Local police</i> play a key supporting role	<ul style="list-style-type: none"> Police must be key players in whole-of-government crime and violence prevention efforts.
5. <i>Evaluation and monitoring</i> to guide strategy and programs	<ul style="list-style-type: none"> The government must better understand the dimensions of crime and violence problems at the local level. Research and evaluation is crucial to determining “what works”.
6. Be prepared to <i>innovate</i>	<ul style="list-style-type: none"> Do not do “more of the same”; innovation may lead to positive results.

In June 2010, the former Queensland Government released its response to *Restoring order*. The response supported, or supported-in-principle, the six high-level recommendations and the majority of actions (Queensland Government 2010).¹

What did *Restoring order* say about local-level plans?

Restoring order argued that communities must be given real authority to influence the shape of crime and violence reduction strategies that may work for them. We suggested that a collaborative approach, where police, other stakeholders and the community jointly develop priorities and strategies to target crime and safety problems, offers the greatest chance of success. We considered it important that these priorities and strategies be endorsed, recorded and communicated through a recognised planning process.

In Recommendation 3 of *Restoring order* (p. 334) we set out the conditions for collaborative local-level planning:

That local-level planning and the development of strategies to be implemented at the local level to reduce crime and violence should be a priority placed ahead of any further high-level or overarching policy frameworks. This could be a crime prevention and criminal justice (including policing) component of the current Local Implementation Plans (LIPs).

- Local-level planning should not be led by bureaucrats on a fly-in fly-out basis conducting a series of planning meetings — people living locally or with strong local associations and with skills in conducting robust community consultations should be employed to develop particular aspects of the plan. Local police should assist.
- Local planning processes must build community capacity to understand the range of potential solutions to reducing crime and violence based on the evidence about what works and which we have outlined in this report.

¹ In total, 49 of the 51 actions required government consideration (and two required future action by the CMC). The government supported 31 actions, supported-in-principle a further 17 and rejected one action.

- Real control must be ceded to communities to develop, adapt or invent strategies to meet local needs and circumstances.
- Government must be responsive to this planning in terms of allocating funds. Local-level plans must be ongoing and the focus on them must be sustained over time; they should provide an accountability mechanism.

The former government supported this recommendation and associated actions relevant to the crime prevention and criminal justice component of local plans.

In its 2010 response to the *Restoring order* report, the former government initially committed to a trial of “community safety planning” in the six Queensland Indigenous communities covered by the National Partnership Agreement on Remote Service Delivery (Aurukun, Hope Vale, Coen, Mossman Gorge, Doomadgee and Mornington Island) (Queensland Government 2010).² It later extended this commitment to support the development of community safety plans in each of Queensland’s discrete Indigenous communities and in the Torres Strait (Queensland Government 2011).

What did *Restoring order* say about local police planning?

Restoring order found a mismatch between community views and expectations and those of police in relation to crime priorities, the availability and responsiveness of police and informal interaction with police. We suggested that, in accordance with good community policing practice, greater community involvement in policing could help close the gap in these areas. In particular, we recommended that police and local communities discuss and agree on a number of crime priorities and policing strategies on a regular basis, and that these priorities and strategies be documented in “local-level” plans (Action 21 of *Restoring order*, p. 136).³ The former government supported Action 21, but noted there may not always be agreement on policing priorities.

This review

Action 49 of *Restoring order* (p. 137) required the CMC to conduct an audit in 2013 to assess local crime and justice planning:

The crime prevention and criminal justice (including policing) component of the local plans will be independently audited at the local level by the CMC in 2013 (in a way similar to the audits of local-level policing plans for Indigenous communities that have been conducted by the NSW Ombudsman (NSW Ombudsman 2005)); the audits should assess whether police are pursuing strategies that could reasonably be expected to maximise their crime prevention effect and to police in a way that is likely to improve relations.

We have adopted the overarching term “community safety plans” to reflect the language used by the government and in communities.

At the outset of the project, we conducted preliminary enquiries to determine the status of community safety planning across Queensland’s discrete Indigenous communities and in the Torres Strait. We found wide disparity in progress: few communities had completed their plans; most communities were

² The National Partnership Agreement on Remote Service Delivery (NPA-RSD) is explained on p. 8.

³ Although *Restoring order* suggested that the agreed policing priorities and strategies could be documented in a crime prevention and criminal justice component of Local Implementation Plans (LIPs), the QPS decided not to do this. LIPs have a specific meaning in the National Partnership on Remote Service Delivery communities. Within the context of policing priorities and strategies we have interpreted “local-level” plans to mean the QPS divisional operational plans.

still developing a plan; others were yet to commence a planning process; and others elected not to conduct community safety planning. Consequently, an audit, as envisaged in *Restoring order*, would not produce meaningful results. Instead, we revised our aim to:

1. review the processes for developing community safety plans
2. review community safety plans and local policing plans to:
 - a. identify crime and safety priorities and strategies
 - b. examine whether the crime and safety priorities identified in community safety plans and local policing priorities are complementary
 - c. explore the potential for the strategies to prevent crime and violence.

Methodology

Sample of Indigenous communities

The revised aim shifted the project from a desktop audit to a field exercise, but resource constraints meant it was not possible to visit all Indigenous communities within the scope of our review.⁴ Consequently, we decided to review community safety planning processes in a sample of communities. Two factors influenced the sampling approach. We wanted the sample to include communities at various stages of planning. Communities were classified into two groups:

- communities that had finalised the plan
- communities still undertaking the planning process (communities that elected not to participate in the community safety planning process were excluded).

We also wanted to include communities operating under various government reform agendas. We decided to include all four National Partnership Agreement on Remote Service Delivery (NPA-RSD) communities within the scope of *Restoring order* because the NPA-RSD communities were required to develop a community safety plan (see further information on the NPA-RSD in Chapter 2). Information obtained from our preliminary assessment also suggested that the nature and extent of government reform in the communities was potentially affecting planning progress. Because of distinctly different governance mechanisms, communities were classified into two groups:

- NPA-RSD communities (which include Cape York Welfare Reform Trial and Breaking the Cycle communities)⁵
- non-NPA-RSD communities.

Our sample comprised the following nine communities:

- Aurukun (NPA-RSD)
- Doomadgee (NPA-RSD)
- Hope Vale (NPA-RSD)
- Kowanyama
- Lockhart River
- Mornington Island (NPA-RSD)
- Woorabinda
- Wujal Wujal
- Yarrabah.

4 The Indigenous communities within the scope of our review are the same as those for *Restoring order*. That is, Queensland's 21 discrete Indigenous communities (except Coen and Mossman Gorge) and the Torres Strait Island communities. Our use of the term "discrete Indigenous communities" is consistent with the Australian Bureau of Statistics (2011, p. 59) definition.

5 A brief explanation of these initiatives is provided on p. 8.

Appendix 1 summarises the status of community safety planning in Indigenous communities within the scope of *Restoring order* as at May 2013. This is when we selected our sample and planned our community visits.

Data sources

We analysed information collected from a broad range of sources, including:

- consultations with local community members, councils and service providers (see further explanation below)
- consultations with State and Commonwealth Government coordinating agencies
- the community safety plans
- the local policing plans (that is, the QPS annual divisional operational plans)
- the research literature
- published and unpublished reports.

For a variety of reasons, not all data sources were available for each community. We had seven draft or finalised community safety plans and seven local policing plans. We had both a community safety plan and a local policing plan for six of the nine communities in our sample.

Community visits and consultations

During June and August 2013 we visited each community and undertook a targeted consultation process. We specifically sought to speak with people involved in the community safety planning process and those who we thought may have been included in the process, but were not. We spoke to:

- **Council members** — the mayor, other councillors and the chief executive officer.
- **Community Elders** — some Elders were members of the community justice group and/or community safety planning committee, but in some communities we also met with other Elders.
- **Members of community justice groups** — justice groups were operating in most, but not all, of the communities in our sample. We met with the justice group coordinator (a paid position not always held by a local Indigenous person) and, in most cases, with members of the justice groups (generally community Elders).
- **Officers of local service provider agencies** — government and non-government service delivery agencies including police, schools, health services and other support services. Although not a direct service provider, we have included consultation with Family Responsibilities Commission (FRC) staff in this category.
- **Community-based and non-community-based officers from State and Commonwealth Government coordinating agencies** — the Queensland Department of Aboriginal and Torres Strait Islander and Multicultural Affairs (DATSIMA) and the Commonwealth Department of Families, Housing, Community Services and Indigenous Affairs (FaHCSIA).⁶
- **Members of community safety planning committees** — generally a mix of elected council representatives and staff, local service providers (including the police), justice group members, other local residents and government coordinating agencies.

6 Following the 2013 federal election, FaHCSIA became the Department of Social Services. Responsibility for the delivery of most Indigenous policies and programs has transferred from the Department of Social Services to the Department of the Prime Minister and Cabinet.

All consultation with Indigenous community members was led by a CMC Indigenous Adviser and took the form of a face-to-face “research topic yarn”. More information on this process is provided in Appendix 2 and the questions used to guide the yarns are provided in Appendix 3. We conducted semi-structured interviews with non-Indigenous stakeholders, including police. The questions we used to guide the interviews with police and other local service providers are provided in Appendixes 4 and 5. Where we were unable to meet with people during our community visit, we conducted telephone interviews. In total, we interviewed more than 100 people.

When we refer to “local people” or “community members” we mean the council, community Elders, members of the community justice group and other local Indigenous residents.⁷ We sometimes use the term “other stakeholders” to refer to local service providers and government coordinating agencies.

Data analysis

We conducted a thematic analysis of our interview data using NVIVO 9 qualitative data analysis software and XMind mind mapping software. The crime and safety priorities and strategies contained in community safety plans were manually coded against the National Crime Prevention Framework (AIC 2011). All community safety plan data were then analysed using NVIVO 9 software. QPS divisional operational plans and interviews with QPS officers-in-charge were manually coded against the National Crime Prevention Framework and manually analysed.

Structure of this report

Chapter 2 describes features of the planning environment in Indigenous communities that have impeded the development of community safety plans. We also review those aspects of the community safety planning process that were considered important in *Restoring order*.

Chapter 3 reviews and compares the crime and safety priorities identified in the community safety and local policing plans to determine whether they are complementary. We then assess the relative emphasis in the plans on tackling the underlying causes of crime, rather than responding to crime after it occurs. Finally, we examine the range and types of preventive strategies in the plans using the National Crime Prevention Framework (AIC 2011).

Chapter 4 outlines observations that may assist people responsible for continuing work on community safety plans, police working in Indigenous communities and those who design and implement reforms in Indigenous communities.

7 For simplicity we have not included in this grouping those non-Indigenous people who may consider themselves to be “local people”.

2 Community safety planning

Restoring order argued for local people to take a lead role in identifying crime priorities in their communities and for real control to be ceded to communities to develop, adapt or invent strategies to meet these needs and circumstances. Local-level community safety planning provided the mechanism to enable communities to take on this leadership role. The documentation of the planning process was seen as an important step in ensuring that all stakeholders in the community remained focused on common goals, and enabled progress against the plan to be monitored and publicly reported.

In this chapter, we describe a number of features of the planning environment that impeded the development of community safety plans. We then review the planning aspects considered important in *Restoring order*, namely, the community having control of the planning process, the police taking an active and supporting role, and the ability of the plan to be effectively executed.

Factors impeding community safety planning

Prior to commencing this review, we expected that as it had been three years since government endorsement, communities would have completed and begun implementing their community safety plans. However, as noted earlier, when we started our review in May 2013 only seven of the 17 Indigenous local government areas within our scope⁸ had finalised a community safety plan, and only one plan had reached implementation stage.⁹ Planning had started in another seven locations. Three councils had elected not to develop a community safety plan. Information obtained through our consultations suggested that a number of features of the broader planning environment impeded progress.

The planning environment is complex and confusing

The level of government intervention in Queensland's Indigenous communities has markedly increased since we published *Restoring order* in 2009. A range of extensive reforms that aim to improve government coordination and service delivery in Indigenous communities are, or have been, in some stage of implementation — these include Closing the Gap, the National Partnership Agreement on Remote Service Delivery, Breaking the Cycle of Alcohol and Drug Abuse, the Cape York Welfare Reform Trial, and Just Futures (see text box on p. 8). The planning and reporting responsibilities of Indigenous councils also increased following local government reforms in 2009. As well, in 2013 the Cape York Welfare Reform Trial was under review and major state government reviews of Alcohol Management Plans (AMPs) and land tenure arrangements were underway.

8 The 21 discrete Indigenous communities within the scope of our review fall within 17 local government areas.

9 Not all “finalised” community plans had been formally endorsed by all relevant parties.

Major Indigenous reform initiatives

Closing the Gap (national)

In 2008, the Council of Australian Governments (COAG) committed \$4.6 billion in Indigenous-specific funding over 10 years to improve Indigenous life expectancy, infant mortality, early childhood development, education and employment. The Closing the Gap framework coordinates government activity across seven priority areas (known as “building blocks”).¹⁰ “Safe communities” is one of these priority areas.

National Partnership Agreement on Remote Service Delivery (national)

The 2009 National Partnership Agreement on Remote Service Delivery (NPA-RSD) is an agreement between all levels of government to work with Indigenous communities to close the gap in Indigenous disadvantage. Under the NPA-RSD, governments agreed to develop, in close partnership with the communities, Local Implementation Plans (LIPs) to guide government investment in 29 priority locations, including six Queensland communities. The LIPs set out agreed priorities, actions, responsibilities and commitments for each location. They detail the services required and how they will be delivered.

Breaking the Cycle of Alcohol and Drug Abuse in Indigenous Communities (national)

Under the Breaking the Cycle of Alcohol and Drug Abuse in Indigenous Communities activity, the Commonwealth Government committed \$20 million over three years (2011–12 to 2013–14) to assist six communities in remote, regional or urban areas address alcohol and substance misuse problems. In 2013, communities developed and commenced implementing Alcohol and Substance Abuse Management Plans, including Doomadgee and Mornington Island in Queensland.

Cape York Welfare Reform Trial (Queensland)

The Cape York Welfare Reform (CYWR) Trial began in 2007 in four remote Queensland communities. CYWR strategies and services operate across four streams: Social responsibility, Education, Economic opportunity and Housing. Reducing family violence is an important element of the CYWR. The Family Responsibilities Commission determines whether individuals have breached a number of obligations, including not committing offences.

Just Futures strategy (Queensland)

The former Queensland Government launched an Indigenous justice strategy, known as Just Futures, in December 2011. The strategy aimed to reduce the over-representation of Indigenous peoples as both victims of crime and offenders by addressing the underlying causes of crime. Action 1 of the strategy called for community leaders in each of the discrete Indigenous communities and the Torres Strait to develop a community safety plan. We understand the current Queensland Government decided not to continue with the implementation of Just Futures. However, DATSIMA advised in April 2013 that community safety planning would continue where a community, through the council, wished to develop a plan.¹¹

Even when considered in isolation, these reforms are complex, often involving a range of programs and services aimed at delivering change across multiple priority areas. Added complexity arises from the fact that reform initiatives are not mutually exclusive, meaning that more than one initiative targets the same priority areas, and in some instances more than one reform initiative is operating in a single community at one time (see Table 2.1). We heard that there was some confusion in the communities about which planning process was dealing with crime and safety issues.

10 The seven “building blocks” are: Early childhood, Schooling, Health, Economic participation, Healthy homes, Safe communities, and Governance and leadership.

11 Correspondence from DATSIMA to the CMC, 2 April 2013.

Table 2.1: Reform initiatives in Indigenous communities

Indigenous community	Closing the Gap	NPA-RSD	Breaking the Cycle	CYWR (incl. FRC)	Just Futures ¹²
Aurukun	•	•		•	•
Doomadgee	•	•	•		•
Hope Vale	•	•		•	•
Kowanyama	•				•
Lockhart River	•				•
Mornington Island	•	•	•		•
Woorabinda	•				•
Wujal Wujal	•				•
Yarrabah	•				•

Note: These reform initiatives were operating in the Indigenous communities in our sample in 2012–13 when the community safety planning process was underway.

Community safety planning is not a high priority

Various other priorities drew attention away from community safety planning. Some communities were involved in planning and negotiation processes for commercial ventures, such as mining of mineral deposits. Successful commercial ventures have the potential to create significant income and employment for the community and their prioritisation is appropriate.

Other government programs were prioritised in some communities. For instance, in two communities, community safety planning was suspended to focus on plans under the Commonwealth Government’s Breaking the Cycle of Alcohol and Drug Abuse program.

Within this context, community safety planning was just one of many planning processes underway in Queensland’s Indigenous communities. It was clear to us that all this activity competed for the attention of local people and service providers, often making heavy demands on their time and energy. We found that, in the face of these competing priorities, community safety planning was not a high priority for many Indigenous communities.

“Planning fatigue” undermined involvement in planning

We saw evidence of “planning fatigue” in all the communities that we visited. We identified three kinds:

- *Participant fatigue*: Typically, a core group of individuals, including councillors, Elders and principal service providers, participate in planning processes. Participants are reluctant to engage in yet another planning process that draws them away from their core functions or other responsibilities.
- *Process fatigue*: Community members and stakeholders believe that government reform initiatives emphasise the up-front planning phases of projects. Local people feel much less informed about implementation processes and outcomes.
- *Problem fatigue*: Local people indicated that the same community problems persist over time. There is a reluctance to engage in yet another planning process that raises the same issues.

When considered together, these kinds of planning fatigue help to explain why some local people and service providers were indifferent to the idea of community safety planning. This is not to say that

12 Just Futures was an initiative of the previous Queensland Government. We understand the current Queensland Government decided to discontinue the strategy.

these community members do not think that there are significant crime and safety problems affecting their community. However, there is a perception that previous attempts to address these problems have not delivered the desired results, so there is little point investing in yet another process.

Key aspects of community safety planning

Control of the planning process

Restoring order suggested that planning to address community crime and safety problems should be controlled by local people, not government bureaucrats or the police. In this review, we examined community safety planning processes to determine the extent of community control. In an effort to understand direct and indirect control, we reviewed aspects of leadership and participation.

Community leadership was variable

Community safety planning occurred via a traditional committee method. The chair of the committee controls the agenda and committee process, and consequently occupies a clear leadership position. Whoever occupies the chairperson role also sends a strong message to the community about who controls or “owns” the community safety planning process.

We identified three leadership approaches:

- community member chairperson
- community member and government officer co-chairpersons
- government officer chairperson.

Community safety planning committees were chaired by a local councillor, at least initially, in five of the communities in our sample. This suggests that councils see leading the community safety planning process as an important part of their role. In some cases, however, council leadership varied over time.

The capacity of the council to lead the planning process was influenced by its expertise in relation to crime and safety management and its ability to balance competing priorities. In some communities, for example, changes in council membership following local government elections shifted council priorities away from community safety plans.¹³

Where the capacity of council declined, officers from government coordinating agencies typically assumed a leadership, or at least a co-leadership, position on the committee in an attempt to supplement and provide momentum to the planning process. Government-led or co-led community safety planning processes appear to have progressed well. This was particularly the case where government officer representation had been stable over time, and those government officers had well-developed relationships with the council and key local people. In some instances, officers from government coordinating agencies provided much-needed assistance and impetus to ailing planning processes. However, government efforts to drive these processes may ultimately undermine their success. As noted in *Restoring order*, crime prevention anywhere is to a large extent dependent on community ownership, support and involvement. Plans developed through government-led or co-led models were criticised by some local people as lacking community ownership.

Local people and service providers suggested that councils and government must share responsibility for communities not taking on a stronger leadership role. Many of the local people and other stakeholders that we spoke to believed that the council, being the elected representative of the community, *should* lead community safety planning in their community. In those communities where the council did not take a leadership role, the council was criticised for its lack of leadership in this regard.

¹³ Local government elections were held in 2012, with by-elections in some communities in 2013.

Some local people believed that governments were trying to impose a pre-determined reform agenda and that local leadership was immaterial. This view was particularly strong in communities where a number of reform agendas were simultaneously operating. Among local people there was a sense of being overwhelmed and marginalised by a planning agenda that was imposed by government that they were unable to influence.

Consultation was geared to information gathering rather than engagement in decision-making

Genuine engagement with local people about crime and safety problems and prevention strategies is important if the plan is to reflect the views of the community and be endorsed by the community. Engagement in Indigenous communities can be challenging. However, our understanding of the conditions for effective relationships and collaboration has improved in recent years (Hunt [2013] refers to several studies in this area). We expected that efforts to identify local views on crime and safety problems, and to engage local people in decision-making about possible solutions, would reflect these lessons.

In all communities that we visited, we found that there had been deliberate efforts to garner the views of local people about their crime and safety concerns. Both direct and representative consultation approaches were used, sometimes in combination.¹⁴ However, we argue that these efforts were largely geared toward gathering information and stopped short of engaging members of the community in actual decision-making.

Consultation with local people

Participatory consultation approaches that sought to directly obtain the views of the local people were employed in a number of communities. In some communities, officers from government coordinating agencies met with individuals and small family groups, and reported the results back to the community safety planning committees. In other communities consultants engaged local people as community researchers, to interview other community members individually and in small groups and to report the results more formally.

The use of these approaches demonstrates understanding of the concept of “community” within the Indigenous context. Indigenous communities are complex mixes of residents with different historical and cultural identities, often not constrained by boundaries imposed by governments. Consequently, the views and interests of people residing in a “community” are very diverse and not able to be captured by consultation processes that seek the views of a small number of people.

Despite their promising nature, some local people suggested that these consultations were selective and only sought the views of certain families or cliques. If this were the case, this meant that the process did not obtain the full breadth of views in the community. For those not consulted, the process may have reinforced a preconception that the consultation process was not a genuine attempt to identify all of the views in the community and led them to further disengage from the process.

We cannot definitively say why these consultations were conducted in this way. Some local people suggested that familial and cultural dynamics restricted the possible range and extent of consultation. Some people will seek out opportunities to get involved in community-level activities, whereas some people will never participate. We also heard that, in some locations, the extent of consultation was less than that reported to have occurred. Further examination of these consultation processes was beyond the scope of this project. However, it is likely that the leadership and management of the core team responsible for the development of the community safety plans must accept at least some responsibility for these outcomes.

14 To highlight some important points, we identify three distinct approaches to community consultation, although we recognise that in some communities a mix of these approaches was employed.

From the information we gathered, it appears that these consultation approaches were geared towards gathering information from community members rather than engaging them in decision-making. From our perspective, the consultants, not the community, “owned” the planning process and the process conceded only a cursory share of actual decision-making to the community.

Consultation with service providers

Other approaches sought to gather community views by consulting with a smaller number of individuals who held key positions in the community, or accessing their views via their membership of the community safety committee. These approaches were more common, occurring in seven communities.

In a number of these communities, the views of representatives of key service delivery agencies operating in the community served as proxies or substitutes for the views of local people. By virtue of holding leadership positions in key frontline service delivery agencies, these service providers were considered to have intimate knowledge of the crime and safety problems affecting the community. The valuable knowledge that can be contributed by these individuals, who included school principals, police officers, health professionals, and managers of non-government service providers (NGOs), is not in dispute. The approach is also attractive from a logistical perspective.

In some cases, these representatives (mostly from NGOs) were local people who could provide a local perspective. Clearly separating their personal views from their agency’s position is likely to be challenging, and we heard that some did find it difficult to represent both their community and their employer. In some instances however, these representatives were predominantly non-Indigenous service providers. The absence of participation by local people undermines community ownership of crime and safety problems, the development of local solutions, and community capacity building.

Consultation with elected officials

In some communities the views of elected councillors served as proxies for the views of community members. Councillors, as elected representatives of the community, have a legitimate role to represent their communities. However, in Indigenous communities, complex histories, cultures, and social and familial dynamics often undermine the effectiveness of this basic tenet of representative democracy.

As mentioned previously, we heard that the council should lead the community safety planning process. However, we also heard that local people still wanted to be engaged in the process. Local people were uncomfortable with any approach whereby councillors considered crime and safety issues in isolation, without specifically seeking to engage the community. The basis for this position is twofold. While there is an appreciation that key crime and safety problems in Indigenous communities are quite static, the priority that is placed on these different problems changes over time. There was a view that councillors should not assume that they know the views of all members of the community at any point in time. The second point relates to the need to counter perceptions of bias and favouritism. We heard that even if councillors have a good grasp of the issues at hand, open and active discussion with all segments of the community is important to prevent the perception that the council is favouring any particular family, group or view.

Local justice initiatives

Restoring order suggested that the roles of important local justice initiatives, such as community justice groups and JP Magistrates Courts, be specified in the local plans. Consequently, we would have expected that these groups be consulted in the preparation of the community safety plans. We found that in most cases community justice group members were involved in the development of the plan. In some processes, Elders who do not serve on the community justice group were also involved in the planning process.

Mechanisms to assist execution of community safety plans

We expected that community safety plans, or action plans supporting them, would include information about:

- responsibility for implementing strategies
- resources required to implement strategies
- timeframes for completing strategies
- performance measures
- details about how progress against the plan would be reported to the community.

Our analysis of the implementation and monitoring section of community safety plans found that only one community safety plan met this benchmark. All other plans failed to specify at least one of these elements of implementation or monitoring. The more significant deficiencies are discussed below.

Responsibility and accountability for strategy implementation is unclear

We identified a number of deficiencies regarding the identification of the individuals or agencies that are responsible for implementing the strategies. Two plans do not address the issue of responsibility at all.¹⁵ Other significant deficits in the remaining plans are:

- Plans do not differentiate between the party or parties who will be *held accountable* for the implementation of the strategy, and those other stakeholders who may play a role in the implementation of the strategy, or have an interest in the success of the strategy.
- Plans do not differentiate between the party or parties responsible for the *implementation* of strategies, and those responsible for *monitoring* the implementation of the plan.

Information obtained through interviews with local people and service providers shines some light on why allocating responsibility for the implementation of strategies has proven challenging. It was suggested that the planning committee, and community members more broadly, found it difficult to agree about which party or parties are responsible for addressing problems in the community.

Some service providers also noted that, in a tight financial environment, their primary focus was on meeting performance indicators in their funding agreements. This often meant little, if any, flexibility for taking on additional service commitments. The danger of a fragmented and “silo” approach to service delivery in Indigenous communities is well documented. In a recent progress report, the former Coordinator General for Remote Indigenous Services (2013) reinforced the need for more streamlined and flexible funding pools driven by outcomes agreed at community level rather than by service-delivery outputs.

State and Commonwealth Government coordinating agencies have an important role to ensure the accountability of the planning process and to assist the development and implementation of strategies where necessary. Planning committees need help to identify and secure funding opportunities, access additional expertise, coordinate across and outside government, and deal with blockages as they arise. In an increasingly complex planning and funding environment, this type of support will be critical to the successful implementation of locally-driven community safety plans.

15 One of these indicated an intention to develop an action plan that would focus on implementation and monitoring, but it had not been prepared at the time of our analysis.

Performance measurement is poorly understood

Performance measurement is the least developed component of the implementation and monitoring section of community safety plans. Three plans do not include performance measures for each strategy. Two of these plans, however, indicate that progress against the plan will be measured against broader harm reduction targets such as the:

- number of offences being committed, including domestic violence orders, and possession of illicit drugs
- number of local children in the care of the Department of Communities, Child Safety and Disability Services
- number of community members incarcerated (prison and/or youth detention)
- number of breaches of alcohol restrictions
- rate of school attendance.

Any attempt to measure changes in key indicators, such as harm reduction targets, is positive. However, this approach will not allow communities to determine which strategies contributed to a reduction in an indicator. Communities will not know “what works”. It is difficult to see how measuring performance in such a way increases the community’s ability to implement rational, evidence-based responses to crime and violence, as envisaged by *Restoring order*.

The remaining plans developed performance measures for individual strategies. This is a more effective way to evaluate the impact of specific strategies and their potential to drive changes that can be sustained over the longer-term. Although it was not within the scope of this review to assess individual measures, based on a cursory review we suggest that plans should aim to ensure:

- **Alignment between strategy and performance measure.** In the current plans the proposed performance measures do not actually measure, or poorly measure, change resulting from the implementation of the strategy.
- **Data are available for each performance measure.** In the current plans it may be difficult to obtain data for all of the performance measures.

Monitoring and reporting progress is not a clear priority

Most plans outline that progress against the plan will be monitored by the community safety committee. Plans also include a range of reporting processes, such as:

- twice yearly or annual reports on progress against the whole plan, provided to the council and accessible by community members
- reports on actions taken under the plan, and communicated in community newsletters
- minutes from community safety committee meetings provided to the council.

However, information obtained through our interviews suggested that local people and service providers questioned whether the monitoring processes outlined in the plan would eventuate. We can offer little to counter or confirm this suggestion, given only one plan had been in place for 12 months. While that committee has actively monitored progress against the plan, at the time of our community visit the planned annual review had not occurred.

Supportive role of local police

Restoring order envisaged the development of improved relationships between police and the community. Through regular communication and collaboration, police and the community would jointly identify crime and safety priorities and develop local initiatives to prevent and address these priorities. Police would also build the capacity of communities to identify and tailor the crime and safety strategies that may work for them.

We envisaged local police playing a significant role in the development of community safety plans. Similarly, we expected local police to regularly work with community leaders to determine crime priorities and policing strategies, and document them in local-level policing plans. Consequently, we examined both the participation of local police in the development of community safety plans, and the process for determining policing priorities and strategies.

Participation of local police in community safety planning

We found that in most communities, local police were active participants in the community safety planning process. Typically, the officer-in-charge was a core member of the planning committee. In one third of the communities, however, police were not involved in the community safety planning process. We identified the following explanations for this:

- Police had not been invited to participate, perhaps indicating fractured relationships between the police and the council.
- There was disengagement by police who did not believe the community safety planning process would produce an outcome.
- Absences, caused by leave or vacancies, undermined consistent participation in the process.

Active police involvement is essential to an effective community safety planning process. Police hold data about local crime and offending that should form the basis for discussions about crime and safety problems. Police have expertise in problem-solving and partnership approaches to crime prevention that will help committees develop more effective crime prevention and reduction strategies.

Because they have to deal with crime and violence problems day-to-day, police also have a real stake in the outcomes of the community safety planning process. Consequently, participating in the community safety planning process must be a high priority for police, despite the challenges involved and the range of other local planning and consultation processes competing for attention.

Local police planning

The QPS has an established planning process that requires preparation of local policing plans. Known as divisional operational plans in the QPS, they are prepared annually by the officer-in-charge of the division (police station). Divisional operational plans are intended to reflect performance targets set at higher levels in the QPS,¹⁶ local environmental scans, and the officer-in-charge's performance agreement.¹⁷ The plans also document the policing priorities for the division, and the performance measures and policing activities relevant to each priority.

Reflecting the *Restoring order* recommendations, we expected to find evidence that:

- local policing plans reflect local conditions
- the plans are the result of negotiation with community leaders
- the crime and safety priorities identified in the local policing plans complement those in the community safety plans.

¹⁶ QPS corporate targets and priorities are to be reflected in regional, district and divisional plans respectively.

¹⁷ *Queensland Police Service 2013–14 guide to planning* (viewed on the QPS Intranet, January 2014).

We consider local conditions and community negotiation further in the following sections, and outline our findings on crime and safety priorities in Chapter 3.

Not all local policing plans reflect local conditions

All the local policing plans in our sample include priorities that reflect performance targets set at the QPS corporate level. Officers-in-charge of police stations are accountable for delivering on these “top-down” targets.

In addition to these corporate targets, most local policing plans reflected local problems and conditions to some extent. These local policing plans, and two in particular, provided clear, practical guidance on local policing priorities and practices, problems within the community and the role of local police in preventing or dealing with those problems.¹⁸ Preventive and reactive policing strategies were clearly tailored to the local community. As intended by *Restoring order*, these two plans inform local police and community leaders about the priorities that will be targeted by local police, and what actions the police will take to prevent and respond to these priorities.

In two of the seven local policing plans, we saw little evidence that the corporate priorities had been modified or augmented by priorities and activities that reflect local conditions. These generic plans included standardised activities characteristic of operational policing anywhere in Queensland. Mention of Alcohol Management Plans (AMPs) was the only indication that the plan related to the delivery of policing services in a discrete Indigenous community.

Police provided a number of reasons for producing a “generic” plan. We heard the view that local policing plans are purely a reporting and accountability mechanism and serve little practical purpose in the delivery of policing services. We also heard that police in Indigenous communities need to be flexible, and detailed local policing plans constrain the ability of police to respond to a dynamic environment.

These findings demonstrate that the QPS still has some way to go to ensure local policing plans adequately reflect environmental scanning. Failure to incorporate the results of an environmental scan does not comply with the QPS planning guidelines. However, more importantly, a local policing plan devoid of local problems and solutions does not suggest that local police value the views of local people.

It is unclear whether policing plans are negotiated with community leaders

We also sought to determine whether the local problems and conditions reflected in plans were the result of consultation and negotiation with key community members. Unlike the community safety plans, the local policing plans do not specify who was consulted in the preparation of the plan. Consequently, we are unable to definitively determine the extent of community consultation or whether there were negotiations that gave local people a “voice” in decisions about policing priorities and strategies.

We heard that police in some communities meet regularly with council and perhaps the community justice group on a formal basis. Police also meet regularly with other service providers, both formally and informally. Police in most communities also emphasise informal interaction with local people on some of their patrols and by engaging in different aspects of community life. In fact, some police told us they prefer informal communication with community leaders and other local people on an individual basis because people are more comfortable and forthright in expressing their views in this way, compared with an open meeting situation. Local people echoed this view, and we understand this.

¹⁸ Many of the policing strategies highlighted in Chapter 3 and detailed in Appendix 8 are from the two local policing plans that most reflected local problems and conditions. The QPS officers-in-charge from these two communities were core members of their local community safety committee.

The formal and informal interaction means that police generally have a good understanding of the problems and views within the community. But it also indicates the local problems and conditions reflected in plans are often the result of informal consultation processes. Despite the complexities of consulting and decision-making in Indigenous communities, it is likely that the police–community relationship could improve if police have a more open and transparent process of developing and reporting against their local policing plan.

Policing plans seem internally focused

Local policing plans tend to be viewed primarily as an internal planning tool and, in some cases, purely an internal reporting and accountability mechanism. We think the plans need to be more than this, as they represent a commitment to the community about how the QPS and local police intend to do business in the community.

As we argued in *Restoring order*, a more outward-focused and transparent police planning process can improve police responsiveness to community concerns and perceptions of police legitimacy by:

- engaging key community members to inform the development of policing priorities and strategies
- committing to the implementation of key priorities and strategies through their documentation in the local policing plan
- reporting back to the community on progress against those documented commitments.

Public reporting of progress against commitments is a critical aspect of police accountability to the community. One local policing plan includes reference to a bi-annual community survey to gauge the level of satisfaction with police and another includes activities to promote accountability through regular meetings with council and attendance at public forums to explain police activities. However, all but these two plans are silent on whether and how police will report their progress back to the community. This likely reflects an internally-focused monitoring and review process, as represented in the current QPS planning templates and guide. Greater transparency and accountability in the planning and reporting of policing priorities, strategies and progress should serve to strengthen police relations with the communities they serve.

Many policing plans do not fully reflect what police are actually doing

We understand that local policing plans do not accurately reflect the reality of policing in Indigenous communities. This is particularly the case in those communities where local policing plans are limited to generic, corporate goals. However, even very good, local-specific policing plans do not accurately portray the range of preventive and reactive strategies used by police. The unique characteristics and circumstances of the Indigenous communities means that police are constantly struggling to balance their actioning of priorities and activities identified in local policing plans with reactive activities necessary to respond to emerging issues. To review the policing priorities and activities listed in the plans in isolation does not provide an accurate picture of policing in Indigenous communities. Consequently, in the following chapter we supplement our analysis of the local policing plans with information drawn from our interviews with officers-in-charge and community members, to develop a more comprehensive picture of policing priorities and strategies in Indigenous communities.

Key findings

- A range of factors have impeded community safety planning and it was generally not a high priority in Indigenous communities.
- Multiple reforms have resulted in a “dense” and complex planning landscape in Indigenous communities, and contributed to confusion and “planning fatigue” as different processes compete for the attention and energy of local stakeholders.
- Although there was a general view that councils should lead the community safety planning process this did not always occur.
- Various approaches were used in an effort to engage the local community in the community safety planning process. Most consultation efforts, however, fell short of genuinely engaging local people in decision-making.
- Mechanisms to assist the implementing, monitoring and public reporting of community safety plans are not well understood or developed.
- Active police involvement is essential to an effective planning process. Police played a significant role in the development of community safety plans in most, but not all, communities.
- While most local policing plans reflect local problems and conditions to some extent, others were limited to corporate “top-down” priorities that do not adequately reflect local environmental scanning.
- Local policing plans tend to be viewed primarily as an internal planning tool.
- The relationship between police and the communities they serve may improve if police have a more open and transparent process of developing and reporting on their local policing plan.

3 Crime and safety priorities and crime prevention strategies

In this chapter, we review the crime and safety priorities identified by communities and local police. We then compare them to determine whether they are complementary. We also review the strategies proposed to address these crime and safety priorities, and make some observations about their potential to prevent crime and violence.

Crime and safety priorities

We analysed the community safety plans, local policing plans and information from police interviews to identify the range of crime and safety priorities in communities. In some community safety plans, the priorities are not clearly defined. Where this was the case, we inferred a meaning and coded it accordingly. Likewise, not all priorities were clearly articulated in the local policing plans. In some cases we have inferred a priority from a group of activities (see text box on findings and terminology on p. 22).

Community and policing plans identify complementary priorities targeting crime, the causes of crime and broader community safety

We found that communities interpreted “community safety” quite broadly. In addition to identifying crimes and the causes of crime, community safety plans identify a range of other safety problems as we explain below. We also examined two additional focus areas — *Strengthening relationships with the community* and *Professional and ethical police practice and client service* — because these areas are explicit in policing plans.

We found that the same priorities were identified by the different communities in our sample. Communities are generally dealing with similar crimes, underlying causes of crime and safety problems, although locally their nature and extent may vary (see Table 3.1).

We also found considerable consistency between the priorities identified by the community and those identified by police. Some differences between the priorities articulated in the community safety plans and those identified by police are evident, but easily explainable.

As we would expect, there is quite a high degree of alignment between community and policing priorities targeting crime. Common priorities include:

- decreasing violence
- decreasing alcohol and drug use
- decreasing property crime
- decreasing domestic and family violence (largely alcohol-related)
- decreasing public order offences.

In some cases there is a difference in emphasis or specificity. For example, the policing plans distinguish domestic and family violence as a specific form of violence to a greater extent than the community plans. This reflects a number of factors:

- its importance as a corporate QPS priority
- the additional legal obligations of police in responding to domestic and family violence
- the fact that most local police identified alcohol-related domestic and family violence as the most common form of violence in communities.

Community and policing priorities targeting the underlying causes of crime are largely complementary, although police have a narrower role in this area. Again, this is both expected and appropriate. The causes of crime are complex, shaped greatly by the interrelationship between a large number of factors, including education, employment, cultural identity, social factors, and health and wellbeing. As *Restoring order* noted, most factors are outside the control of the police and the broader criminal justice system and are more appropriately addressed at the community level. Complementary priorities include:

- improving social options for young people, to increase positive pathways and decrease opportunities to engage in anti-social behaviour
- decreasing truancy
- decreasing the negative influence of social media
- improving community understanding of the law.

The safety priorities of the community and police are also broadly complementary, and include a focus on:

- improving child safety and supervision
- improving road safety
- improving community capacity to respond to natural and other disasters and safely manage community events.

However, as noted earlier, community plans interpret community safety quite broadly, to include issues such as feral animals, street lighting, lack of footpaths and the safety of children swimming in local rivers. These are problems for the attention of council, other service providers or parents, not the police. On the other hand, police have additional safety responsibilities, such as coordinating the response to missing person reports. Police also typically coordinate the community response in times of natural and other disasters, because of their expertise and broad powers.

Importantly, the nature of relationships between local people and other stakeholders operating in the community (government and service providers) continues to be a priority for communities and police. Strengthening relationships is identified as a regional priority by the QPS Northern Region, which includes all but one of the communities in our sample.¹⁹

Finally, the policing plans draw out professional and ethical policing practice and client service as a priority. Although effective strategies under this priority would also serve to strengthen relationships with the community, we have elected to retain it as a separate focus area to reflect its emphasis in corporate QPS planning and reporting.

A summary of the crime and safety priorities identified in the community safety plans and local policing plans is provided in Table 3.1. Appendix 6 provides a more detailed comparison of community and policing priorities across the communities in our sample.

¹⁹ Woorabinda is in the QPS Central Region.

Table 3.1 Crime and safety priorities in community safety plans and local policing plans

Focus area	Community priorities	Policing priorities ²⁰
Crime	<ul style="list-style-type: none"> • Decrease alcohol and drug use • Decrease violence/domestic violence • Decrease property crime • Decrease public order offences 	<ul style="list-style-type: none"> • Decrease alcohol, drug and volatile substance use • Reduce the supply of drugs and alcohol • Decrease violence/domestic and family violence/alcohol-related violence • Respond appropriately to offences of a sexual nature and child safety problems • Decrease property crime • Decrease public order offences and anti-social behaviour • Reduce the incidence and impact of community unrest and disturbances
Causes of crime	<ul style="list-style-type: none"> • Decrease school truancy • Decrease the negative influence of social media • Improve social options for young people • Improve cultural identity • Improve employment options • Improve health and wellbeing • Improve reintegration of offenders • Improve understanding of lore and law 	<ul style="list-style-type: none"> • Decrease school truancy • Decrease the negative influence of social media • Improve social options and provide meaningful activities for young people
Safety	<ul style="list-style-type: none"> • Improve child safety and supervision • Improve road safety • Improve community capacity to respond to disasters • Improve general community safety through improved footpaths, street lighting and other environmental measures • Improve animal control 	<ul style="list-style-type: none"> • Improve child safety and supervision • Improve road safety/reduce road crashes and associated trauma • Encourage the adoption of safe and lawful road safety practices • Improve community capacity to respond to disasters and manage safe community events • Respond appropriately to missing person reports
Strengthening relationships with the community	<ul style="list-style-type: none"> • Improve the relationship between service providers, police and the community 	<ul style="list-style-type: none"> • Improve the relationship between police and the community • Improve community understanding of the law and of policing powers, priorities and actions • Ensure that police are accountable to the community • Participate in community life • Improve police understanding of Indigenous culture
Professional and ethical police practice, and client service		<ul style="list-style-type: none"> • Use minimum force necessary • Improve the safety of people in custody • Improve client service

²⁰ The local policing priorities were identified from the written policing plans and our interviews with local police.

The potential of strategies to prevent crime and violence

Restoring order called for a sustained focus on reducing and preventing crime and violence in Indigenous communities to improve community safety and relations between police and the communities they serve. We reviewed the strategies included in the community safety plans and the local policing plans to determine their potential to achieve this.

So that we could assess the relative emphasis on tackling the underlying causes of crime, rather than responding to crime after it occurs, we first differentiated between preventive and reactive strategies. To further examine the full range and types of preventive strategies being used, we classified them all using the National Crime Prevention Framework (AIC 2011).

A note on findings and terminology

The findings in this section of the report should be treated with some caution. Many of the strategies in the community safety plans and the policing plans are not well articulated. Further, some of the strategies are not mutually exclusive. That is, the same strategy could have a number of different elements that could be classified into different categories. We have classified each strategy on the basis of its primary intent. Further, our analyses are based on a desktop assessment of the potential of the strategy to prevent crime. To move beyond this and assess the effectiveness of strategies would require a process and outcome evaluation of individual strategies, which was beyond the scope of this review.

Also, we have used the term *strategies* but the community safety plans and local policing plans use differing terminology. Some community safety plans refer to *actions*, while some refer to *strategies*. The QPS planning template refers to *activities* rather than distinguishing between strategies and actions, terms more typically used in strategic planning.²¹ To avoid confusion we consistently use the term *strategies*.

Community safety plans prioritise preventive strategies over reactive ones

Community safety plans prioritise preventive strategies (described in more detail in the next section) and pay little attention to reactive strategies. Plans indicate that the following reactive responses are important:

- enforcement of drug and alcohol (AMP) laws
- cleaning up graffiti and vandalism
- policing and enforcing relevant laws associated with noisy parties
- controlling feral animals.

Much policing activity, on the other hand, continues to focus on traditional reactive methods, reflecting ongoing high rates of crime and violence in some communities. The following strategies indicate the nature of reactive policing:

- patrolling and responding to calls for service
- intelligence-driven operations targeting alcohol and drug suppliers
- targeting recidivist offenders.

However, there is also evidence that police in our sample conduct a range of preventive policing strategies, as the following section shows.

21 QPS divisional operational plans have a common format: priority, performance indicators, activities, and responsible officer/s. Officers-in-charge may include additional categories, such as local standards, district and division purpose statements, or QPS corporate statements.

The emphasis in the community safety plans, and some policing plans, on a range of preventive strategies to target problems in the community is promising. Preventive strategies have the potential to:

- reduce crime and violence problems that are of greatest harm and concern to the community
- increase community safety, security and cohesion, including reducing actual and perceived risk of victimisation
- increase support for people to cope with the impact of victimisation
- reduce reoffending among those people who have already engaged in criminal or anti-social behaviour (AIC 2011; Morgan, Boxall, Lindeman & Anderson 2012).

Further detail on community safety and local policing priorities and strategies is provided in Appendixes 7 and 8:

- **Appendix 7** summarises and categorises the crime and safety priorities and strategies identified in the community safety plans.
- **Appendix 8** summarises and categorises the crime and safety priorities and strategies identified in the written local policing plans and our interviews with police.

Plans include a broad range of preventive strategies

The National Crime Prevention Framework (AIC 2011) identifies four broad categories of preventive strategies:

- developmental crime prevention
- community crime prevention
- situational crime prevention
- criminal justice crime prevention.

Developmental crime prevention

Developmental crime prevention strategies seek to modify causal factors that predate, or co-occur with, the development of anti-social or criminal behaviour. They focus on eliminating risk factors and building protective factors to reduce the likelihood that individuals will engage in offending behaviour. Our analysis shows that the strategies in community plans centre on:

- improving knowledge of risks and harms across a variety of dimensions, such as crime, health and wellbeing, child safety and parenting
- building individual capacity and leadership in the community, particularly among Elders, community justice groups and young people
- developing skills and knowledge to improve education and employment outcomes
- improving case management practices to provide improved pathways out of anti-social or criminal behaviour.

Police are supporting developmental crime prevention by:

- working with councils and schools to decrease school truancy
- developing and supporting recreational activities to engage and occupy young people, including the Police–Citizens Youth Club (PCYC) and other programs
- engaging service providers to support at-risk individuals and families
- working with other service providers to educate people about alcohol and drug dependency, family violence, and the responsible use of social media.

Community crime prevention

Community crime prevention strategies seek to address social exclusion and increase the degree of social cohesion in the community. Our analysis of the community crime prevention strategies contained in community plans indicates a focus on:

- creating safe places for community-based activities, such as sporting areas, water parks, and men's sheds
- identifying and promoting positive features of community life
- mobilising the community to take a lead role in improving the amenity and safety of the community
- improving the relationship between the community and service providers, including police (for example, by providing cultural and community-specific orientation and training).

Importantly, police are also using a range of strategies to strengthen their relationships with their local communities with the aim of improving overall community cohesion — a fundamental element of *Restoring order*. Central to these efforts is improving perceptions of policing legitimacy through a focus on procedural justice. Research shows that people are more likely to comply and cooperate with police when they think police treat people with dignity and respect, treat people equally, give people a “voice” during encounters, and can be trusted (Mazerolle et al. 2013).

Although they vary across communities, policing strategies that seek to improve the relationship between police and their communities typically include:

- meeting regularly to build relationships with council representatives, the community justice group and Elders
- educating local people about the role of police and police powers and activities
- working proactively with community justice groups and Elders to prevent community tensions
- conducting visible, interactive patrols to increase opportunities for engagement, such as foot and bicycle patrols
- undertaking activities with children and young people, at the school, PCYC and elsewhere
- encouraging officers to participate in community activities
- educating police about the community and its history, culture and people.

Situational crime prevention

Situational crime prevention strategies aim to address the conditions within the physical environment that promote and sustain crime. Such crime prevention strategies in the community plans tend to focus on night patrols and curfews to keep children off the street, as well as improving general community safety concerns (such as providing footpaths and street lighting) and road safety (such as installing traffic calming devices).

Given longstanding police attention on promoting crime prevention through environmental design (CPTED), it is not surprising the policing plans include a number of situational crime prevention strategies. Examples include:

- conducting security audits on premises to prevent repeat unlawful entry offences
- liaising with council about tenancy conditions to prevent repeat calls for police to attend particular residences (for example, noisy parties).

Criminal justice crime prevention

Criminal justice crime prevention strategies refer to criminal justice processes and law enforcement activities that aim to prevent crime. Not surprisingly, we found that the criminal justice crime prevention strategies in the community plans largely centre on the role of police and justice groups.

Police efforts to improve criminal justice processes tend to focus on working with the courts to improve outcomes (for example, by proposing conditions for domestic violence orders that are practical within the family and community environment to prevent breach of order offences). We also found police working with community justice groups to improve their capacity to support the court process and community members. Other policing activities in this category aim to improve capacity to prevent and respond promptly, effectively and appropriately to incidents requiring police action by, for example, conducting environmental scans to identify sources of community tension.

The range of preventive strategies is promising

In summary, our analysis shows that communities and police have quite a sophisticated understanding of elements of community safety, and have nominated a promising range of preventive strategies to target problems in the community. The emphasis of most community safety plans on developmental and community crime prevention is also encouraging. Developmental strategies in particular target factors that may lead to involvement in crime and violence.

Understandably, for police there is still a strong focus on traditional reactive methods, reflecting continuing high rates of crime and violence in some communities. However, we found that police in our sample are also conducting a range of preventive policing strategies, including a broad range of activities to strengthen the relationship between police and their local community — a fundamental element of *Restoring order*.

As noted earlier, it is not appropriate to speculate about how effective the strategies will be in reducing crime and improving community safety. More rigorous evaluations of strategies are needed to determine their impact and ensure that the limited resources available are effectively directed.

Key findings

- Community safety plans and local policing plans identify a complementary range of priorities that target crime, the underlying causes of crime and broader community safety.
- There is a high degree of alignment between community and policing priorities targeting crime.
- Community and policing priorities targeting the causes of crime are also largely complementary, although police understandably have a narrower role in this area.
- Some safety priorities are common across the community and policing plans. In other cases, the plans focus on different aspects of safety, reflecting the different roles and expertise of council, police and other service providers.
- Both community and policing plans prioritise strengthening relationships between local people (including the council), service providers and government.
- Police are involved in a broad range of activities to strengthen their relationship with their local communities — a fundamental element of *Restoring order*.
- Indigenous communities have quite a sophisticated understanding of the elements of community safety, and have nominated a range of preventive strategies to target problems in the community.
- All plans include developmental crime prevention strategies that seek to reduce the likelihood that individuals will engage in offending behaviour, and community crime prevention strategies that seek to build community cohesion and reduce social exclusion.
- Although continuing high rates of crime limit the capacity of police to move beyond traditional reactive methods, we found evidence that police are also involved in a range of preventive strategies.

4 Community safety planning — a way forward

This final chapter outlines observations that may assist people responsible for continuing work on community safety plans, police working in Indigenous communities, and those who design and implement reforms in Indigenous communities. We have not made any formal recommendations as to do so would further complicate an already complex reform environment.

Help people to navigate complex reform agendas

Queensland's Indigenous communities continue to experience wide-ranging reforms. Indeed, the level of government intervention has markedly increased since we published *Restoring order* in 2009. Often, complex, wide-ranging reforms are operating concurrently and these reforms compete for the attention of a limited number of engaged community members, and government and non-government stakeholders. People grow weary of navigating and influencing this complex environment. We found evidence of “planning fatigue” among local people and other stakeholders. Many questioned the value of engaging in another planning process that was raising the same issues and with little evidence of implementation of strategies and outcomes from previous rounds of planning.

It is important that policy makers consider the range of reforms operating in a particular community. We found that local people and service providers were unclear about how the reforms worked together, which has the potential to undermine the success of the reforms.

To some extent, community safety planning was a casualty of this confusion. More thought needs to be directed at determining how concurrent reforms complement each other, how to effectively communicate the remit of the different reforms and spell out the mutual benefits to all parties, and how to conduct genuine community engagement around important issues.

Genuinely engage with the community

While we found evidence of deliberate attempts to consult with local people in Indigenous communities, we believe that these efforts fall short of genuine community engagement in decision-making.

Government must play a significant coordination and support role in ensuring the accountability of the community safety planning process and assisting the development and implementation of strategies. However, as we noted in *Restoring order*, crime prevention in any community is largely dependent on community ownership, support and involvement. In the context of community safety planning, genuine community engagement requires that real control be given to local people to influence the shape of the crime and violence strategies that may work for them. Approaches that do not genuinely collaborate with a broad range of local people to plan, implement and monitor reforms will be unlikely to generate the community trust or support needed to achieve and sustain a real reduction in crime and violence over the long term.

There is no question that genuine community engagement in Indigenous communities is difficult. Our understanding of the conditions for effective relationships and collaborations has improved in recent years. Our message here is made in more detail by Janet Hunt (2013), who outlines the range of barriers undermining genuine community engagement and makes a compelling case for early and sustained engagement that seeks to build respectful and trusting relationships, and addresses power inequalities.

Increase the focus on execution and governance of plans

We found that responsibility and accountability for strategy implementation in the community safety plans is often unclear, performance measurement is poorly understood and there is general uncertainty about how progress is to be monitored and reported back to the community. This is not surprising given that most communities were still in the initial planning stages at the time of our community visits. However, the detail provided in the community safety plans suggests that significantly more energy is spent determining crime priorities and strategies than is spent determining how the strategies will be carried out and assessed. Efforts should be made to place an equal focus on the “back end” of the planning process, both to ensure the integrity of strategy implementation and increase transparency and accountability to the community. As we noted above, government coordinating agencies have an important organising and capacity building role in this regard.

Evaluate initiatives to inform future planning

It is important that communities are empowered to try a range of initiatives they think will best work in their local environment. But initiatives to reduce crime and improve community safety must be shown to be effective and sustainable. Evaluations of promising initiatives, conducted in a rigorous and timely way, are essential to ensure that the limited resources available are effectively directed. We found little to suggest an intention to evaluate the strategies in the plans, probably because community capacity to undertake such evaluations is limited.

As we noted in *Restoring order* (Recommendation 5, p. 337), government has a key role in ensuring that funding supports research and evaluation that directly relates to the question of “what works” to reduce crime and violence, and that those lessons are translated across communities. In the longer term it can only be assumed that rigorous evaluations will lead to improved outcomes and cost savings.

Improve accountability and build trust with more transparent police planning

Local police planning is seen by police as an internal process. While police often consult with the community about crime problems or policing activities, this is usually informal and not part of the police planning process. Furthermore, policing plans are not made available to community members.

Both community safety plans and policing plans identify the need to strengthen relationships between the community and local police. We suggest that improving the local police planning process is one way to achieve this.

We suggest that a planning process that includes genuine community engagement about priorities, considers police and community capacity, and identifies and negotiates expectations will build trust, improve relationships and reduce crime and violence. A more outward focused and transparent process would provide greater clarity for both the community and police about:

- where there may be differences in priorities or approach
- why this might be the case
- where there is room for flexibility and negotiation by all parties and, equally importantly, where there is not
- what needs to be communicated between police, community leaders and the community more broadly to manage expectations all around.

We also suggest it is appropriate that local policing plans be made public and police should regularly report on progress against the plan. As far as it is an agreement between the community and police, a written plan serves as a reminder to all of what was agreed. We do not believe that a written plan undermines the flexibility of police to respond to shifting priorities or to volatile situations.

APPENDIX 1: Status of community safety planning as at May 2013

Planning status	National Partnership Agreement on Remote Service Delivery communities	Non-National Partnership Agreement on Remote Service Delivery communities
Plan finalised	<ul style="list-style-type: none"> • Hope Vale • Aurukun 	<ul style="list-style-type: none"> • Kowanyama • Lockhart River • Mapoon • Napranum • Wujal Wujal
Planning underway	<ul style="list-style-type: none"> • Doomadgee • Mornington Island 	<ul style="list-style-type: none"> • Cherbourg • Northern Peninsula Area Regional Council²² • Pormpuraaw • Woorabinda • Yarrabah
No planning process		<ul style="list-style-type: none"> • Torres Shire Council²³ • Torres Strait Island Regional Council²⁴ • Palm Island

Notes:

- The table includes all Queensland discrete Indigenous local government areas and the two Torres Strait Island councils within the scope of the CMC's 2009 *Restoring order* report. This excludes the discrete communities of Coen and Mossman Gorge.
- Communities in our sample are highlighted in bold.
- The table reflects the status of community safety planning at the beginning of May 2013 when we selected the community sample and planned our community visits.
- By 30 June 2013 two additional communities (Pormpuraaw and Yarrabah) had developed community safety plans.

22 The Northern Peninsula Area Regional Council includes the Cape York communities of Bamaga, Seisia, Injinoo, New Mapoon and Umagico (DATSIMA 2013).

23 The Torres Shire consists of Thursday Island, Horn Island, Prince of Wales Island, Goode Island, Friday Island and Wednesday Island in the Torres Strait, and areas of the Northern Peninsula Area of Cape York (Torres Shire Council 2013).

24 The Torres Strait Island Regional Council (TSIRC) administers 15 communities located on 14 outer islands in the Torres Strait (TSIRC 2014).

APPENDIX 2: Consultation with Indigenous community members

All consultation with Aboriginal and Torres Strait Islander community members was led by a CMC Indigenous Adviser in the form of a face-to-face research topic yarn. A “research topic yarn” is a conversation that is both a process in itself and an exchange of information socially and more formally (Bessarab & Ng’andu 2010; Fredericks et al. 2011). Yarning is now firmly established as a legitimate and culturally safe method for conducting research in Aboriginal and Torres Strait Islander communities.

The process starts with a “social yarn” to establish a connection between the participants and set the conventions, rules and boundaries of the research topic yarn that will follow. The informed consent procedure occurred at the end of the social yarn. The research topic yarn has a clear purpose, although as a yarn, it can be “messy and meandering”, requiring flexibility on the part of the CMC Indigenous Adviser and the other members of the research team (Bessarab 2012; Dean 2010). Some of the yarns involved the researchers and only one or two Indigenous community members. Other yarns involved a larger number of community participants and were conducted as a “yarning or dialogue circle”.

Yarning as a research method differs in a number of respects from the semi-structured interviews that were conducted with non-Indigenous stakeholders. The preliminary social yarn is particularly important to establish a connection between the participants and ensure that all participants are comfortable. There is no hierarchy in a yarning process — all participants are considered equal. Yarns also involve specific protocols in relation to participants, particularly Elders, and should be conducted in a culturally familiar location. Importantly, yarning enables Aboriginal and Torres Strait Islander peoples to participate in the research process in a relaxed and informal manner that is familiar and culturally safe (Bessarab & Ng’andu 2010; Dean 2010; Fredericks et al. 2011; Walker, Fredericks & Anderson 2012). The cultural safety of yarning also enables researchers to explore topics in more depth than would be possible within more formal research processes (Bessarab & Ng’andu 2010; Fredericks et al. 2011; Kovach 2010; Walker, Fredericks & Anderson 2012).

In each case the CMC Indigenous Adviser judged whether it was appropriate for all members of the research team to participate in the yarn and guided team members on the nature of their participation. Previous experience suggested that community members are generally comfortable with other team members participating and taking notes. The research team also explained why they needed to take notes.

The CMC Indigenous Adviser also ensured the cultural integrity of all consultations and yarning sessions. The Adviser monitored and evaluated verbal and non-verbal communication during the yarns and discreetly confirmed with individuals that they understood and were comfortable with the process.

APPENDIX 3:

Question guide for research topic yarn with Indigenous community members

These questions were used by the CMC's Indigenous Adviser and other members of the research team to guide the face-to-face research topic yarns with local Indigenous people. The questions were a guide only and the yarns were allowed to develop as a natural conversation influenced by the participants and the circumstances at the time.

The CMC's Indigenous Adviser discussed our visit with people by telephone before the research team arrived in the community. He also provided people with a brief summary document that outlined the general topics we wanted to discuss.

Community safety planning

The process for developing community safety plans

- How did you become involved?
- Who else is involved in the planning process? (Is anyone missing?)
- Who else has been consulted? (Is anyone missing?)
- Who decided who would be involved?
- Who is in charge of the process? (*leadership*)
- What about the process worked well and what didn't?
- How important do you think it is to have a community safety plan? How will it help?
- What other community activities are you involved in?
How do you manage them all? (*fatigue/energy; competing priorities*)

Deciding what problems to focus on

- What are the biggest safety problems in your community?
- How did you work out what the crime and safety problems in your community are?
- How did you then decide which problems you want to tackle first?
 - What information was used and how?
 - Who helped you and how did they help?
- Were there any problems that you think are important that did not end up in the plan? Why?
- Did people generally agree on the main problems and what you are going to focus on?
Or did you need to negotiate? (If negotiated, how?)
- Did police have input in identifying and selecting the problems? (What input?)

Deciding how to deal with those problems

- How did you decide what needs to be done to fix the problems?
 - What information did you have?
 - Who helped you and how did they help?
- Did police help you to work out what to do? (How?)
- Was there general agreement on how to fix the problems or did you need to negotiate?
(If negotiated, how?)

- How do you decide whose job it is to do those things (implement the actions)?
- Were there some actions (solutions) you discussed that did not end up in the plan? (Do you know why they didn't?)

Implementation, monitoring and review

- How will you monitor how things are going — that the actions are being implemented and how they are going? (Who and how?)
- How will you know if the plan is working? (*performance measures*)

Other local plans

What else is going on to reduce crime and violence?

- What else is going on in this community to try to reduce crime and violence?
 - We are interested in any formal plans or strategies, but there might also be more informal stuff going on that is not documented anywhere.
- Focus, origin and intention of each
- Current stage in the process
- Who is involved in each and how are they involved? (Who else should we talk to?)

Local planning and policing priorities

Police–community relations

- How would you describe the current relationship between police and the community?
 - What makes a difference to the relationship in this community? (influences)
- Has the community safety planning process made any difference to relationships within the community? (*impact of safety planning process*)
 - What about the police relationship with the community?

Alignment between policing and community priorities and strategies

- What do the police mostly do here? (*emphasis of police activity*)
- How do police go about their business here?
- Do you think local people and police have the same idea about what is important in your community? (Why/why not/what is different?)

APPENDIX 4:

Question guide for interviews with local police

These questions were used by the research team to guide the interviews with QPS officers-in-charge and other local police. The questions were a guide only and the discussions were allowed to develop as a natural conversation. Some interviews were conducted face-to-face during our community visits, while some were conducted by telephone. Prior to the interviews we provided police with a brief summary document that outlined the general topics we wanted to discuss.

Community safety planning

The process for developing community safety plans

- How are police involved?
- How did the process get started?
- Who decided who would be involved?
- Who is leading the process?
- Who else is involved in the planning process? (Is anyone missing?)
- Who else has been consulted? (Is anyone missing?)
- What do the participants think about the community safety planning process? (important/not important?) (Will it help make a difference?)
- What about the process worked well and what didn't?

Deciding what problems to focus on

- What are the biggest safety problems in your community from a police perspective?
- How did you identify the crime and safety problems in your community and then select the ones to focus on?
 - What information was used and how?
 - Who helped you and how did they help?
- Were there any problems identified that did not end up in the plan? Why?
- Was there general agreement or did you need to negotiate? (If negotiated, how?)
- Did police have input in identifying and selecting the problems? (What input?)

Deciding how to deal with those problems

- How did you decide what action was needed to deal with the problems?
 - What information was available and used? How?
 - Who helped you and how did they help?
- Did police have input in identifying and selecting the actions? (What input?)
- Was there general agreement on the actions to take or did you need to negotiate? (If negotiated, how?)
- What factors did, or would, you need to consider before you agreed to take responsibility for particular actions?
 - Impact of resources (financial, human, time)?
- Were there some actions considered that did not end up in the plan? (Why?)

Implementation, monitoring and review

- How will you monitor how things are going — that the actions are being implemented and how they are going? (Who and how?)
- How will you know if the plan is working? (*performance measures*)

Other local plans

What else is going on to reduce crime and violence?

- What else is going on in this community to try to reduce crime and violence?
 - We are interested in any formal plans or strategies, but there might also be more informal stuff going on that is not documented anywhere.
- Focus, origin and intention of each
- Current stage in the process
- Who is involved in each and how are they involved?

Local police planning and policing priorities

Policing priorities

- What are the current policing priorities? (*and a general sense of crime rates, resources etc.*)
- How do you decide on your priorities? (Who and what do you consult?)
- What is the role of the community safety planning process (or other community processes) in informing policing priorities?
- Do you think the policing priorities are different to the community priorities or are they similar? (If different, how? Why?)

Policing strategies

- Tell us about how you go about policing here.
- What influences the selection of your strategies?

Police–community relations

- How would you describe the current relationship between police and the community?
 - What are the main influences on that relationship in this community?
- Has the community safety planning process had an impact on relationships within the community?
 - What about the police relationship with the community?

General

- Is there anything that is not working well that you would like to change?

APPENDIX 5:

Question guide for interviews with local service providers other than police

These questions were used by the research team to guide interviews with staff from government and non-government service delivery agencies, including schools, health services, community services and the Family Responsibilities Commission. These questions also guided interviews with staff from the Queensland and Commonwealth Government coordinating agencies (DATSIMA and FaHCSIA).

The questions were a guide only and the discussions were allowed to develop as a natural conversation. Most interviews were conducted face-to-face during our community visits, although some were conducted by telephone. Prior to the interviews we provided people with a brief summary document that outlined the general topics we wanted to discuss.

Community safety planning

The process for developing community safety plans

- How did the process get started?
- Who decided who would be involved?
- Who is leading the process?
- Who else is involved in the planning process? (Is anyone missing?)
- Who else has been consulted? (Is anyone missing?)
- Was there agreement about the importance/priority of developing a plan? (How important do you think it is? How will it help?)

Deciding what problems to focus on

- What are the biggest safety problems in your community?
- How did you identify the crime and safety problems in your community and then select the ones to focus on?
 - What information was used and how?
 - Who helped you and how did they help?
- Were there any problems identified that did not end up in the plan? Why?
- Was there general agreement or did you need to negotiate? (If negotiated, how?)
- Did police have input in identifying and selecting the problems? (What input?)

Deciding how to deal with those problems

- How did you decide what action is needed to deal with the problems?
 - What information and how?
 - Who helped you and how did they help?
- Did police have input in identifying and selecting the actions? (What input?)
- Was there general agreement on the actions to take or did you need to negotiate? (If negotiated, how?)
- What factors did or would you need to consider before agreeing to take responsibility for particular actions?
 - Impact of resources (financial, human, time)?

- Were there some actions discussed that did not end up in the plan? (Why?)

Implementation, monitoring and review

- How will you know if the plan is working? (*performance measures*)
- How will you monitor how things are going — that the actions are being implemented and how they are going? (Who and how?)
- Are there many competing priorities? If yes, what's the impact of these?

Other local plans

What else is going on to reduce crime and violence?

- What else is going on in this community to try to reduce crime and violence?
 - We are interested in any formal plans or strategies, but there might also be more informal stuff going on that is not documented anywhere.
- Focus, origin and intention of each
- Current stage in the process
- Who is involved in each and how are they involved?

Local planning and policing priorities

Police–community relations

- How would you describe the current relationship between police and the community?
 - What are the main influences on that relationship in this community?
- Has the community safety planning process had an impact on relationships within the community?
 - What about the police relationship with the community?

Alignment between policing and community priorities and strategies

- What do you think the local policing priorities are?
- Do you think the policing priorities are generally the same as the community priorities? (If different, how? Why?)

General

- Is there anything that is not working well that you would like to change?

APPENDIX 6: Priorities in community safety and policing plans by community

Priority	Community 1 ^a		Community 2		Community 3		Community 4		Community 5		Community 6		Community 7		Community 8		Community 9	
	CSP ^b	Police	CSP	Police	CSP	Police	CSP	Police ^c	CSP	Police	CSP	Police	CSP	Police	CSP	Police	CSP	Police ^c
CRIME																		
Decrease alcohol, drug and volatile substance use	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
Reduce the supply of alcohol and drugs		•	•	•		•		•		•	•	•	•	•		•	•	•
Decrease violence		•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
Improve the police response to assaults				•								•						
Decrease domestic violence		•			•	•	•	•	•	•		•		•	•	•	•	•
Decrease property crime		•		•	•					•		•	•	•		•		•
Respond appropriately to sexual offences and child safety reports						•		•		•								
Decrease public order offences and anti-social behaviour					•		•		•				•	•	•		•	•
Reduce the incidence and impact of community unrest/disturbances	•	•				•	•					•						
CAUSES OF CRIME																		
Decrease school truancy		•	•	•	•		•		•	•	•				•		•	•
Decrease the negative influence of social media							•				•				•		•	•
Improve cultural identity	•		•		•				•		•				•			
Improve social options for young people	•	•	•	•	•	•	•	•	•	•	•	•	•				•	•
Improve employment options	•		•		•						•		•				•	
Improve health and wellbeing	•		•		•		•				•		•		•		•	
Improve reintegration of offenders			•		•								•					
Improve understanding of lore and law	•		•		•				•						•			
SAFETY																		
Improve child safety and supervision			•		•	•	•		•	•	•		•		•		•	
Improve animal control	•				•								•		•			
Improve road safety/encourage safe and lawful road use	•	•	•	•		•		•		•	•	•		•	•	•	•	•
Improve general community safety (physical environment)	•		•		•						•		•		•		•	
Respond appropriately to missing person reports												•						
Improve community capacity to manage disasters and community events	•	•		•	•	•		•	•	•		•		•		•		•
STRENGTHENING RELATIONSHIPS WITHIN THE COMMUNITY																		
Improve the relationship between service providers, police and the community		•	•	•	•	•		•		•		•				•		
Improve community understanding of the law, police powers, priorities and actions		•	•	•		•				•					•			
Ensure that police are accountable to the community		•																
Encourage police to participate in community life		•		•		•				•		•						
Improve understanding by police and other service providers of Indigenous culture	•	•	•	•		•				•	•	•						
PROFESSIONAL AND ETHICAL POLICE PRACTICE AND CLIENT SERVICE																		
Use the minimum necessary force		•				•		•		•								
Improve the safety of people in custody		•						•		•								
Maintain a high level of ethical practice, professionalism and client service		•		•		•		•		•		•		•		•		•

Notes:

- The communities have not been named because not all plans had been finalised or approved.
- Community safety plan (CSP).
- No written policing plan was available for communities 4 and 9. The policing priorities were identified only on the basis of interviews with the QPS officer-in-charge.

APPENDIX 7: Priorities and strategies in community safety plans

FOCUS	PRIORITY	PREVENTIVE STRATEGIES			REACTIVE STRATEGIES	
		Developmental prevention	Community prevention	Situational prevention		
CRIME	Decrease alcohol and drug use	<ul style="list-style-type: none"> • Conduct health education about the effects of alcohol (including homebrew) and drugs • Promote positive health behaviour • Establish a joint case management system with referral pathways • Establish residential rehabilitation facilities • Provide return-from-rehabilitation support • Implement demand reduction programs (e.g. Weed it Out) 	<ul style="list-style-type: none"> • Establish men's, women's, boy's spaces or sheds • Provide safe places for at-risk groups 		<ul style="list-style-type: none"> • Increase police attendance at local activities • Implement alcohol diversion program 	<ul style="list-style-type: none"> • Enforce alcohol and drug laws
	Decrease violence/domestic violence	<ul style="list-style-type: none"> • Conduct domestic and family violence prevention workshops • Conduct legal education regarding conflict, domestic violence and child safety 	<ul style="list-style-type: none"> • Establish child safe house 			
	Decrease traffic offences	<ul style="list-style-type: none"> • Promote road safety messages in the community 			<ul style="list-style-type: none"> • Install speed bumps • Install speed limit signs • Maintain roads, traffic signs and street lighting 	

FOCUS	PRIORITY	PREVENTIVE STRATEGIES				REACTIVE STRATEGIES
		Developmental prevention	Community prevention	Situational prevention	Criminal justice prevention	
CRIME continued ...	Decrease property damage	<ul style="list-style-type: none"> Develop an awareness program to mitigate vandalism 	<ul style="list-style-type: none"> Employ a youth officer Create social activities to occupy young people 			<ul style="list-style-type: none"> Establish “clean up” program
	Decrease public order offences		<ul style="list-style-type: none"> Conduct night patrols 			<ul style="list-style-type: none"> Police noisy parties
CAUSES OF CRIME	Decrease school truancy	<ul style="list-style-type: none"> Conduct education program to help parents and guardians get kids to school Implement before-school play program to encourage school attendance Encourage parents to get involved at school (e.g. P&C) Provide student support and tutoring services to encourage school retention Implement social and sporting activities at PCYCs 	<ul style="list-style-type: none"> Provide scholarships to enable tertiary study Conduct police bike patrols to get kids to school Integrate school-based police officers into schools 			
	Decrease the negative influence of social media	<ul style="list-style-type: none"> Develop awareness campaigns about preferred social media platforms and responsible use of social media 				
	Improve employment options	<ul style="list-style-type: none"> Train and develop local people to position them to secure local employment Implement social and educational activities at PCYCs 	<ul style="list-style-type: none"> Promote filling local employment vacancies with local people Develop employment strategies for school students 			

FOCUS	PRIORITY	PREVENTIVE STRATEGIES				REACTIVE STRATEGIES
		Developmental prevention	Community prevention	Situational prevention	Criminal justice prevention	
CAUSES OF CRIME continued ...	Improve social options for young people	<ul style="list-style-type: none"> Implement social and sporting activities at the PCYC 	<ul style="list-style-type: none"> Improve school holiday activities Improve access to youth-friendly public spaces Recruit young people onto the community justice group Develop community sport and recreation plan Develop a Youth Strategy to coordinate youth relevant activities and programs Establish a Youth Council to communicate youth issues to the council Operate local radio to promote local content Build a swimming pool/water activity centre 			
	Improve cultural identity	<ul style="list-style-type: none"> Conduct Indigenous Leaders courses Conduct school leadership camps Elders to teach young people spirituality, songs, dances and stories Engage Elders in school activities Teach traditional language in schools Form an Elders Council 	<ul style="list-style-type: none"> Develop awareness programs that recognise and promote community “strengths” 			

FOCUS	PRIORITY	PREVENTIVE STRATEGIES				REACTIVE STRATEGIES
		Developmental prevention	Community prevention	Situational prevention	Criminal justice prevention	
CAUSES OF CRIME continued ...	Improve the relationship between service providers, police and the community		<ul style="list-style-type: none"> Develop partnerships with service providers to improve community outcomes 		<ul style="list-style-type: none"> Implement conflict resolution and mediation programs Invite police to attend women's and men's groups Invite police to attend community events 	
	Improve health and wellbeing	<ul style="list-style-type: none"> Improve awareness of problems associated with gambling Improve access to mental health respite services Conduct suicide awareness programs Implement culturally appropriate social and sporting activities at PCYCs 	<ul style="list-style-type: none"> Ensure equity of access to community infrastructure and programs Develop and implement a community induction program for all service providers 	<ul style="list-style-type: none"> Implement programs that support households to take care of their homes 	<ul style="list-style-type: none"> Ensure that local police staffing strength is maintained 	
	Improve reintegration of offenders	<ul style="list-style-type: none"> Implement programs that focus on successful reintegration and prevent recidivism Implement victim support programs 				
	Improve understanding of lore and law	<ul style="list-style-type: none"> Educate the community about individual rights and court processes Educate the community about family law Educate the community about child protection law 	<ul style="list-style-type: none"> Increase community support for the community justice group Review and update local laws 			

FOCUS	PRIORITY	PREVENTIVE STRATEGIES				REACTIVE STRATEGIES
		Developmental prevention	Community prevention	Situational prevention	Criminal justice prevention	
SAFETY	Improve child safety and supervision	<ul style="list-style-type: none"> • Develop a social marketing campaign that encourages responsible parenting • Develop a program to engage fathers in parenting strategies • Conduct water safety programs • Conduct lifesaver programs 	<ul style="list-style-type: none"> • Conduct mediation with families 	<ul style="list-style-type: none"> • Implement curfew to keep children off the street at night • Increase police walking the streets • Conduct night patrols 		
	Improve animal control		<ul style="list-style-type: none"> • Create safe family-friendly community facilities • Implement an effective animal management program 			<ul style="list-style-type: none"> • Seize feral animals
	Improve general community safety		<ul style="list-style-type: none"> • Establish disaster management plan • Improve public infrastructure and environmental planning to promote community safety 	<ul style="list-style-type: none"> • Improve footpaths and street lighting • Install vandal-resistant lighting • Improve access to safe housing • Improve access to community transport, especially out bush • Install public telephones 		
	Road safety		<ul style="list-style-type: none"> • Develop local laws to prevent young people from riding motorbikes on footpaths • Create a motorbike track 	<ul style="list-style-type: none"> • Remove abandoned vehicles from public land • Install traffic calming devices 		

APPENDIX 8: Local policing priorities and strategies

FOCUS	PRIORITY	PREVENTIVE STRATEGIES				REACTIVE STRATEGIES
		Developmental prevention	Community prevention	Situational prevention	Criminal justice prevention	
CRIME CAUSES OF CRIME	Decrease alcohol, drug and volatile substance use	<ul style="list-style-type: none"> Support demand reduction programs, in partnership with service providers 	<ul style="list-style-type: none"> Lobby for recreational facilities and programs Participate in community alcohol reform working group 		<ul style="list-style-type: none"> Cultivate relationships to support intelligence 	<ul style="list-style-type: none"> Enforce the AMP with zero-tolerance Intelligence-driven operations targeting supply
	Reduce the supply of drugs and alcohol					
	Decrease domestic and family violence	<ul style="list-style-type: none"> Refer to and liaise with support services Build relationships with and conduct educational programs for men's and women's groups Lobby for recreational facilities and activities for men 	<ul style="list-style-type: none"> Build trust to encourage reporting 		<ul style="list-style-type: none"> Ensure DV orders have workable conditions Target repeat calls for service Enforce the AMP 	<ul style="list-style-type: none"> Zero-tolerance response Prioritise domestic and family violence calls for service, encourage victims to pursue charges, and prosecute all offences
	Decrease offences of violence, particularly alcohol-related violence			<ul style="list-style-type: none"> Facilitate mediation by Elders and the justice group 		<ul style="list-style-type: none"> Enforce the AMP with zero-tolerance Enforce a zero-tolerance response to violence Conduct intelligence-driven operations
	Enhance the management of assaults					

FOCUS	PRIORITY	PREVENTIVE STRATEGIES				REACTIVE STRATEGIES
		Developmental prevention	Community prevention	Situational prevention	Criminal justice prevention	
CRIME	Increase child safety		<ul style="list-style-type: none"> Build trust to encourage reporting of sexual offences and child abuse/neglect 		<ul style="list-style-type: none"> Refer to and liaise with support services for victims 	<ul style="list-style-type: none"> Prioritise investigations and provide support to victims or at-risk children
CAUSES OF CRIME continued ...	Respond appropriately to offences of a sexual nature and child safety problems					
	Decrease property crime	<ul style="list-style-type: none"> Develop and/or support programs for youth 		<ul style="list-style-type: none"> Conduct security audits and provide information to prevent repeat victimisation 		<ul style="list-style-type: none"> Conduct intelligence-driven operations Target recidivist offenders Conduct bail curfew checks
	Decrease anti-social behaviour			<ul style="list-style-type: none"> Liaise with council about tenancy conditions for repeat calls for service (noisy parties) 		<ul style="list-style-type: none"> Patrol and respond to incidents, including noisy parties Charge only for the more serious public nuisance offences
	Reduce the impact of community unrest and disturbances		<ul style="list-style-type: none"> Work with Elders to conduct mediation in relation to major disturbances 		<ul style="list-style-type: none"> Environmental scanning to identify potential threats, including community unrest 	
	Decrease school truancy	<ul style="list-style-type: none"> Help kids get to school, using PLOs or community police Visit parents of absentee children, in partnership with council and service providers Reward kids for good school attendance 				

FOCUS	PRIORITY	PREVENTIVE STRATEGIES				REACTIVE STRATEGIES
		Developmental prevention	Community prevention	Situational prevention	Criminal justice prevention	
CRIME CAUSES OF CRIME continued ...	Decrease the negative influence of social media (i.e. tensions and fighting)	<ul style="list-style-type: none"> Educate children about responsible use of social media in partnership with industry body 				
	Improve health and wellbeing/provide meaningful activities	<ul style="list-style-type: none"> Organise activities to reward kids for not fighting Engage agencies to provide support services Share information where appropriate to identify people and families who need support 			<ul style="list-style-type: none"> Implement social and sporting activities at PCYCs 	
SAFETY	Reduce road crashes and associated trauma	<ul style="list-style-type: none"> Educative approach to traffic law enforcement, e.g. issuing warnings 		<ul style="list-style-type: none"> Intelligence-driven patrols targeting the "Fatal Five" and other life-endangering offences 		<ul style="list-style-type: none"> Meet RBT targets Enforce school zone speed limits
	Encourage the adoption of safe and lawful practices by road users			<ul style="list-style-type: none"> Help parents to obtain a child restraint Help people to get a driver licence 		
	Ensure an appropriate response to missing person reports					<ul style="list-style-type: none"> Timely and effective response to missing person reports
	Improve community capacity to manage disasters		<ul style="list-style-type: none"> Lead/participate in disaster management group Lead/participate in training exercises and post-event reviews 			<ul style="list-style-type: none"> Coordinate disaster response and support local government activities

FOCUS	PRIORITY	PREVENTIVE STRATEGIES			REACTIVE STRATEGIES
		Developmental prevention	Community prevention	Situational prevention	
SAFETY continued ...	Improve/ensure the safety of community events		<ul style="list-style-type: none"> Liaise with council and community to plan police support for community events 		
	Increase community safety	<ul style="list-style-type: none"> Lobby for recreational facilities 	<ul style="list-style-type: none"> Involvement in broader community planning processes 		
STRENGTHENING RELATIONSHIPS WITH THE COMMUNITY	<p>Improve community understanding of the law, and of police powers, priorities and actions</p> <p>Ensure police are accountable to the community</p>		<ul style="list-style-type: none"> Meet regularly with council and justice group to provide advice about policing powers and activities Attend public meetings and give timely responses to questions about police powers and operations Manage expectations about the police role, standards and enforcement action by consistent and honest communication 		<ul style="list-style-type: none"> Ensure enforcement action is consistent Communicate honestly and directly with suspects, offenders and their families about reasons for enforcement action Monitor work performance to limit complaints, and take action to prevent a recurrence
	Improve the relationship with the community and trust in police		<ul style="list-style-type: none"> Conduct foot and bicycle patrols, focusing on interaction rather than enforcement Develop a positive relationship with school children (e.g. Adopt-a-Cop) 	<ul style="list-style-type: none"> Cultivate relationships and trust with people, to assist intelligence gathering 	<ul style="list-style-type: none"> Ensure enforcement action is consistent. Be even-handed in dealings with different families Ensure enforcement action is taken in a way that respects a person's dignity

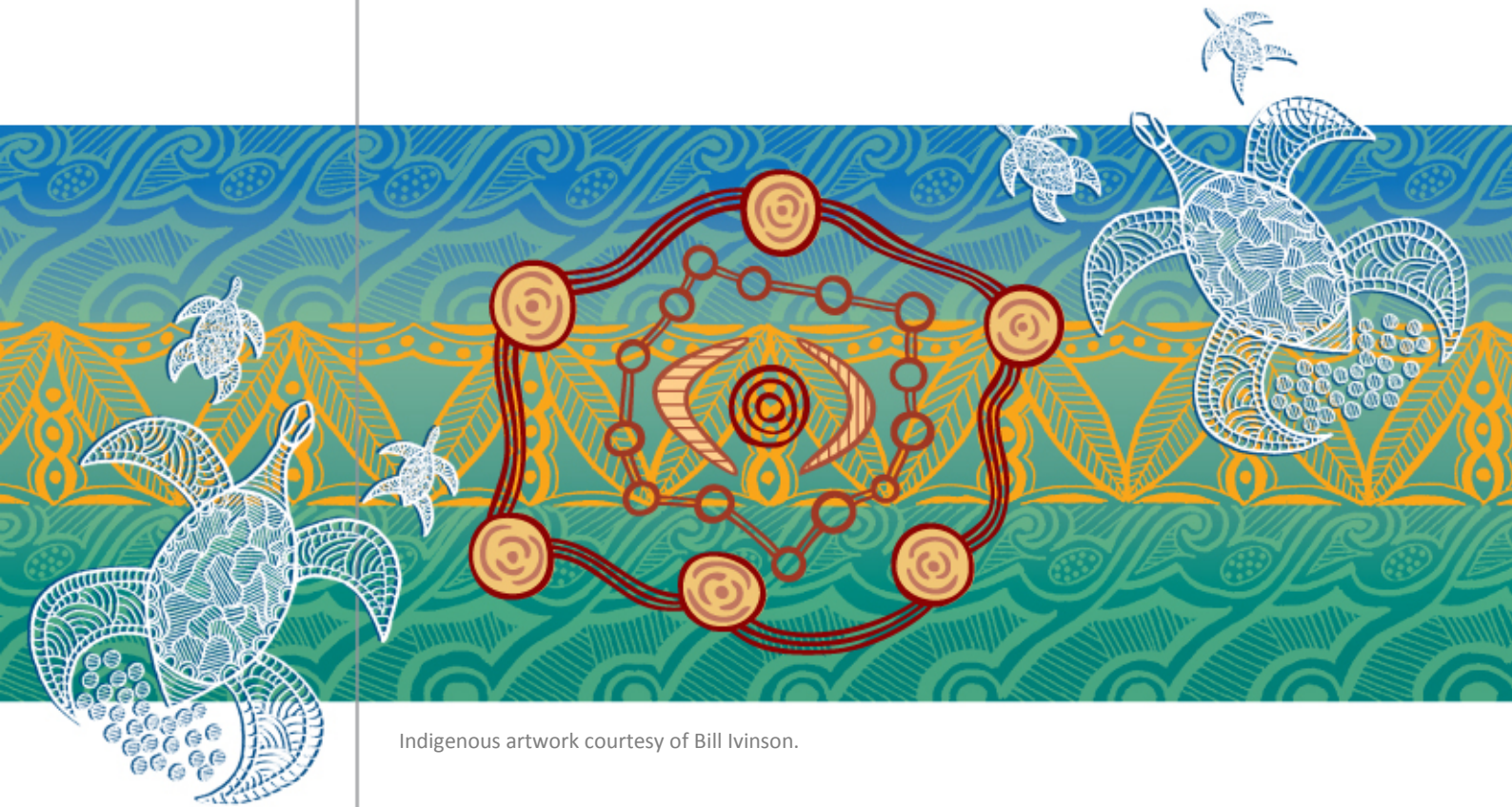
FOCUS	PRIORITY	PREVENTIVE STRATEGIES				REACTIVE STRATEGIES
		Developmental prevention	Community prevention	Situational prevention	Criminal justice prevention	
STRENGTHENING RELATIONSHIPS WITH THE COMMUNITY continued ...	Participate in community life		<ul style="list-style-type: none"> Encourage officers to participate in community life Organise/participate in community-based activities Host social events for children 			
	Improve police understanding of Indigenous culture		<ul style="list-style-type: none"> All officers undertake general and community-specific cultural training and induction Ensure officers understand their responsibilities to the community through effective leadership and orientation of new staff 			
PROFESSIONAL AND ETHICAL POLICE PRACTICE	Minimise the use of force to reduce opportunities for escalation of incidents, improve officer safety and improve community relations				<ul style="list-style-type: none"> Ensure that police use minimum force necessary for all matters Avoid the use of Taser weapons where possible (increased medical vulnerability of Indigenous persons) 	
	Improve the safety of people in custody			<ul style="list-style-type: none"> Assess prisoners, increasing welfare inspections if required Have Indigenous people in policing roles help monitor, communicate with and calm prisoners 		<ul style="list-style-type: none"> Allow a relative to remain within the visiting area to communicate with prisoners

FOCUS	PRIORITY	PREVENTIVE STRATEGIES				REACTIVE STRATEGIES
		Developmental prevention	Community prevention	Situational prevention	Criminal justice prevention	
PROFESSIONAL AND ETHICAL POLICE PRACTICE continued ...				<ul style="list-style-type: none"> • Ensure the health clinic assesses prisoners • Detain intoxicated persons in the station under supervision, rather than in watchhouse 		
CLIENT SERVICE	Improve client service		<ul style="list-style-type: none"> • Use regular community surveys to measure satisfaction with policing services and identify community safety concerns 			

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