

QUEENSLAND POLICE SERVICE

Multicultural Strategic Directions 2008-2012

With Action Plan 2008-2009



Supporting the Queensland Government Multicultural Policy:
Multicultural Queensland - Making a World of Difference

COMMISSIONER'S MESSAGE



The Queensland Police Service (QPS) is determined to be a professional police service, dedicated to excellence and committed to working in partnership with the people of Queensland to enhance the safety and security of the community.

The QPS recognises that the Queensland community is rich in cultural diversity and that all residents and visitors, regardless of their beliefs, cultural and linguistic backgrounds, should have equal access to police services which are appropriate and non-discriminatory.

The QPS continues to engage and support cultural community meetings, events and forums. These activities are enhanced by the development of partnerships with members of culturally specific communities and serve to foster greater understanding, promote trust and help to eliminate barriers. In addition the QPS continues to use contemporary policing strategies, analysis and information systems to address crime and road safety issues within culturally specific communities. The QPS also promotes equity and diversity within the QPS and seeks to increase the knowledge and skills of its employees in working with culturally specific communities.

These Multicultural Strategic Directions provide the QPS with the necessary focus for delivering future policing services to culturally specific communities. They also support the Queensland Government Multicultural Policy - *Multicultural Queensland: Making a World of Difference* and outline how multicultural principles and practices are integrated into core QPS services.

I commend this document to you.

Bob Atkinson
Commissioner

THE QUEENSLAND POLICE SERVICE

The Queensland Police Service (QPS) is the primary law enforcement agency for the State of Queensland. It is accountable to the public through the Minister for Police, Corrective Services and Sport.

The functions of the QPS include:

- the preservation of peace and good order in all areas of Queensland
- the protection of all communities in Queensland
- the prevention of crime
- the detection of offenders and bringing of offenders to justice
- upholding the law generally and providing policing services in an emergency.

These functions are outlined in the *QPS Client Service Charter* which is currently available in English, Chinese, Vietnamese, Arabic and Persian.

The QPS delivers its services 24 hours a day, to over 4 million Queensland residents and over 20 million visitors each year. These services are provided across a land mass of about 1.7 million square kilometres, or around one quarter of Australia. This is equivalent to seven times the area of the United Kingdom and five times the size of Japan.

The delivery of policing services is predominantly and most visibly undertaken by over 9,800 police officers and over 140 police liaison officers (PLOs), with more than 3,000 staff members providing administrative and specialist support. The role of PLOs is to promote trust and understanding between community and the QPS. Each region also has Cross-Cultural Liaison Officers (CCLOs) who serve as a higher level liaison between police and communities.

Cross-cultural services, including services for ethnic communities, are coordinated by the Office of the Commissioner through the Cultural Advisory Unit. The QPS also has other units which provide expertise in specialist areas such as crime prevention, child abuse, domestic and family violence, and alcohol and drug abuse.

The QPS is assisted by a Police Ethnic Advisory Group which meets every two months and provides advice on multicultural issues. A similar function is performed locally by Community Consultative Committees and other (regular) meetings.

COMMITMENT BY POLICE

We are determined to be a professional police service dedicated to excellence, and committed to working in partnership with the people of Queensland to enhance the safety and security of our community.

In line with the Queensland Government's overall vision for the State, we aim to achieve a future where people from ethnic communities:

- have the **same access to quality police services and a safe and secure environment** as other Queenslanders
- enjoy **a relationship of trust and open communication** with police
- work in **partnership** with police towards a better society.

CHALLENGES WE FACE

The first and most obvious challenge in policing our multicultural society is the number and diversity of our ethnic communities. Queensland is home to people from more than 200 cultures, 150 languages and 100 religious beliefs.

Differences of language, belief and custom tend to create barriers to communication and trust. Previous life experience is another important factor: some migrants, especially refugees, have come from societies where police are part of an oppressive regime and are hated and feared. Possible consequences are that community members have difficulties accessing police services and are under-represented in the police workforce, and that police in turn give inappropriate responses or make poor decisions.

Another area of challenge is crime prevention and crime management. At one end of the scale there is the threat of terrorism together with the development of ethnic and multi-ethnic crime networks; at the other end of the scale there are racist offences and other crimes committed against members of ethnic communities, including tourists. Countering these crimes requires police to penetrate the communication and trust barriers noted above and engage community support.

In addition to addressing the needs of multicultural Queensland at large, the QPS is aware that from time to time there is need for special focus on the needs of particular cultural groups. In 2008-2009, for example, the Queensland Government is giving priority attention to refugee issues, particularly African refugees, and Pacific Islander issues.

Overall, the key issues to be addressed are:

- engagement by ethnic communities in law and order issues
- incidence of crime by and against people from ethnic communities
- participation of people from ethnic communities in the police workforce
- police capacity to respond to the special needs of people from ethnic communities.

QUEENSLAND GOVERNMENT MULTICULTURAL POLICY

The Queensland Government Multicultural Policy – *Multicultural Queensland – Making a World of Difference* – was introduced in 2004 to improve integration of multicultural principles and practices into core business of government departments. The QPS is committed to implementing this policy and participates in an Interdepartmental Committee which works toward that end.

The policy has four strategies:

- supporting communities
- community relations and anti-racism
- productive diversity
- strengthening multiculturalism in the Queensland public sector.

These strategies are all relevant to the policing challenges identified above, as shown below.

Engagement by ethnic communities in law and order issues	can be addressed through	Supporting communities
Incidence of crime by and against people from ethnic communities		Improved community relations and anti-racism
Participation of people from ethnic communities in the police workforce		Making productive use of diversity
Police capacity to respond to the special needs of people from ethnic communities		Strengthening multiculturalism in the QPS

POLICE STRATEGIC PLAN

Police services in this State are delivered in accordance with the Queensland Police Service Strategic Plan 2008-2012. The Strategic Plan ensures the QPS is in line with the Queensland Government's overall priorities, consistent with the Q2 vision of *Fair communities – supporting safe and caring communities*.

Under the Strategic Plan the QPS has four key outputs:

- community safety and engagement
- crime management
- traffic management
- professional standards and ethical practice.

The Strategic Plan is supported by a process of Operational Performance Review which regularly assesses results and identifies good practice and successful initiatives, thereby strengthening the Service's efficiency and effectiveness.

The Multicultural Strategic Directions and Action Plan complement and are consistent with the Strategic Plan.

STRATEGIC DIRECTIONS FOR POLICE MULTICULTURAL SERVICES

The delivery of QPS services to ethnic communities is guided by four cultural strategic directions. In response to the challenges which have been identified, the QPS will:

- engage and support culturally specific communities, working in partnership to prevent crime
- use contemporary policing strategies, analysis and information systems to address crime and road safety issues in culturally specific communities
- promote equity and diversity within the QPS
- increase the knowledge and skills of QPS employees in working with culturally specific communities.

ANNUAL ACTION PLANS

While the Strategic Directions are set for the long-term horizon of 2012, police priorities are subject to more frequent change. This is necessary to accommodate changing circumstances. For this reason, the Strategic Directions are supplemented by annual Multicultural Action Plans. The overall planning framework is shown in the table below.

Planning for multicultural services in the Queensland Police Service is coordinated by the Office of the Commissioner's Cultural Advisory Unit.

Queensland Government Ambitions (whole of State)	
Queensland Police Service Strategic Plan 2008-12	Queensland Government Multicultural Policy – <i>Making a World of Difference</i>
Police Multicultural Strategic Directions 2008-12	
Police Multicultural Islander Action Plan (annual)	
Police Regions – Regional, district and divisional plans	Commands and Divisions - Specialist services plans, e.g. EEO Management Plan
Individual Performance Planning and Assessment (PPA)	

ACTION PLAN FOR 2008-2009

The main focus for QPS efforts in 2008-2009 will be implementing the strategies contained in the Queensland Government's Multicultural Policy.

The Government has identified three additional priority areas for multicultural policy action in 2008-09:

- refugee issues, particularly among African refugees
- Pacific Islander communities issues
- increasing responsiveness and accessibility of services delivered by Queensland Government-funded non-government organisations.

The first two of these are particularly relevant to policing and will be reflected in QPS programs and services. These priorities are strongly focused around the Brisbane, Cairns, Logan, Toowoomba and Townsville areas.

During 2008-2009, QPS will give priority attention to:

- strengthening community engagement, particularly in high-need and high-risk communities
- strengthening community-based approaches to ethnic-related crime
- seeking to enlarge the multicultural component of the QPS workforce
- developing and promoting new training resources, including the Multicultural Online Product and quick reference guides to particular communities.

Following are details of the actions planned in relation to each of the four strategic directions. Each table identifies the actions to be undertaken, when and by whom. It also identifies performance measures for each action and shows how QPS initiatives relate to the whole-of-government objectives and strategies of *Multicultural Queensland – Making a World of Difference*.

Multicultural Strategic Direction One: *Engage and support culturally specific communities, working in partnership to prevent crime*

QPS Action	Timeframe	Lead Responsibility	Performance Measures	Whole of Government Strategy
<p>Community Engagement</p> <ul style="list-style-type: none"> QPS will engage and support culturally specific communities to fight crime. Commissioner and Senior Executive will provide messages affirming a QPS commitment to culturally specific communities. Cultural Advisory Unit, Asian Specialist Unit, CCLOs and PLOs will identify and provide advice to the Senior Executive on matters relating to multicultural issues as well as providing ongoing support to operational police. QPS will promote and support community consultative groups and peak consultative bodies. QPS will participate in community meetings relating to public safety and participate in community events which promote the role of police and provide support to communities. 	Ongoing	<p>All QPS</p> <p>Commissioner and Senior Executive Cultural Advisory Unit, Asian Specialist Unit and Regions</p> <p>All QPS</p> <p>All QPS</p>	<p>Existing community engagement strategies are evaluated.</p> <p>Potential initiatives for enhancing community engagement are identified.</p> <p>Community engagement processes are implemented or enhanced.</p>	<p>Supporting communities</p> <p>Community relations and anti-racism</p>
<p>Partnerships</p> <ul style="list-style-type: none"> QPS will partner other government agencies and community organisations to improve public safety within culturally specific communities. National partnerships will be formed through Council of Australian Governments (COAG), Ministerial Council for Police and Emergency Management - Police (MCPEMP), Australia New Zealand Policing Advisory Agency (ANZPAA) and agencies such as Department of Immigration and Citizenship (DIAC), and the Australian Federal Police. State Partnerships will be formed through the Multicultural Affairs Queensland (MAQ) Interdepartmental Committee on Multiculturalism and its working groups. 	Ongoing	<p>All QPS</p> <p>Cultural Advisory Unit</p> <p>Cultural Advisory Unit</p>	<p>Existing partnerships are evaluated.</p> <p>Potential initiatives for enhancing partnerships are identified.</p> <p>Partnership processes are implemented or enhanced.</p>	

QPS Action	Timeframe	Lead Responsibility	Performance Measures	Whole of Government Strategy
<ul style="list-style-type: none"> Community partnerships will be formed through QPS forums such as the Police Ethnic Advisory Group (PEAG). 		Cultural Advisory Unit, Regions		
<p>Crime Prevention</p> <ul style="list-style-type: none"> QPS will continue to provide a visible policing presence in culturally specific communities. QPS will promote crime prevention initiatives in key target areas (alcohol, domestic and family violence, traffic, mental health, Tourist Oriented Policing (TOP)) and sectors of culturally specific communities. QPS will use a diverse range of strategies and mediums to disseminate information which aims to improve awareness of crime prevention, access to services and promotes diversity, events / activities. <p>The QPS continues to provide information through the Police Bulletin, QPS public webpage and culturally specific community news services.</p>	Ongoing	<p>All QPS</p> <p>Operations Support Command, Regions</p> <p>Media and Public Affairs Branch</p>	<p>Existing crime prevention strategies are evaluated.</p> <p>Potential initiatives for enhancing crime prevention are identified.</p> <p>Crime prevention processes are implemented or enhanced.</p> <p>QPS members, culturally specific communities and stakeholders are informed of community engagement, partnerships and crime prevention.</p>	

Multicultural Strategic Direction Two: *Use contemporary policing strategies, analysis and information systems to address crime and road safety issues in culturally specific communities*

QPS Action	Timeframe	Lead Responsibility	Performance Measures	Whole of Government Strategy
<p>Investigative function and policing strategies</p> <ul style="list-style-type: none"> QPS will develop its capability to provide a timely and appropriate response to incidents involving members of culturally specific communities. QPS will seek to reduce incidence of crime by adopting contemporary policing strategies (POPP, SARA and OPR process) that focus on causal factors. QPS will, by using a co-operative and multidisciplinary approach to crime management, focus on significant criminal networks in culturally specific communities. <p>Police Information Systems</p> <ul style="list-style-type: none"> QPS will use information systems, technology and evidence gathering techniques to respond to crime in culturally specific communities. <p>Queensland Police Records and Information Management Exchange (QPRIME) currently has suspect description, self defined ethnicity, and tourist identifiers.</p>	Ongoing	<p>All QPS</p> <p>Operational Performance & Improvement Branch, Regions</p> <p>State Crime Operations Command</p> <p>State Crime Operations Command, Information and Communications Technology</p>	<p>Opportunities for gathering information on how cultural specific communities engage with QPS.</p> <p>Potential initiatives for gathering information are implemented.</p> <p>Trends concerning how people from culturally specific communities engage with QPS are identified.</p> <p>Potential initiatives for enhancing services to people from culturally specific communities are identified.</p>	<p>Supporting communities</p> <p>Community relations and anti-racism</p>

Multicultural Strategic Direction Three: *Promote equity and diversity within the QPS*

QPS Action	Timeframe	Lead Responsibility	Performance Measures	Whole of Government Strategy
<p>Recruiting and retention strategy</p> <ul style="list-style-type: none"> QPS will recruit and retain people from culturally specific community backgrounds. QPS will seek to place employees in positions that maximise their value to the Service and the community. <p>The QPS as an equal opportunity employer continues to offer police career pathways. In addition it offers employment opportunities as PLOs, administration and professional officers and Volunteers in Policing.</p>	Ongoing	<p>HR Division</p> <p>All QPS</p>	<p>Potential initiatives for enhancing employment opportunity are identified or enhanced.</p> <p>Percentage of employees who self identify with culturally specific communities is increased.</p> <p>Continued placement of employees into key areas such as police officers, PLOs and Volunteers in Policing in key service areas of Brisbane, Logan, Cairns, Townsville, Toowoomba.</p>	Productive diversity

Multicultural Strategic Direction Four: *Increase knowledge and skills of QPS employees in working with culturally specific communities*

QPS Action	Timeframe	Lead Responsibility	Performance Measures	Whole of Government Strategy
<p>Pre-Service Training</p> <ul style="list-style-type: none"> QPS will continue to provide cultural awareness sessions to police recruits. <p>The Police Recruit Operational Vocational Education (PROVE) is a six month program which incorporates traditional core policing skills with other areas of communication, humanities, ethics and social sciences. Community diversity is delivered over two days and continues to be incorporated in other modules throughout PROVE.</p> <p>PACE (Police Accelerated Competency Education) recruits, who are generally rejoiners or police officers from other jurisdictions receive one day community diversity training.</p>	Ongoing	HR Development Branch	<p>Increased knowledge and cultural awareness by QPS members.</p> <p>Existing policies and procedures amended where necessary.</p> <p>New policies and procedures developed in compliance where necessary.</p> <p>QPS members are informed of policies or changes.</p>	Strengthening multiculturalism in the Queensland Public Sector
<p>Professional development</p> <ul style="list-style-type: none"> QPS will provide cultural awareness information to in-service personnel. QPS will develop a Multicultural Online Training Product (MOLP) for all QPS members QPS will develop Multicultural Quick Reference Guides to enhance the capacity of employees to deal with culturally specific communities. (The Sudanese community guide is the first of a number to be developed.) QPS will hold a conference for CCLOs QPS will hold a PLO induction course (the second for 2008) over a two week period at the Queensland Police Academy. 	<p>Ongoing</p> <p>Nov 2008</p> <p>Ongoing</p> <p>Sep 2008</p> <p>Nov 2008</p>	<p>HR Development Branch, Cultural Advisory Unit</p> <p>Cultural Advisory Unit</p> <p>Cultural Advisory Unit</p> <p>HR Development Branch</p>	<p>Current methods and systems for accessing information about and procedures for monitoring and recording complaints and grievances evaluated.</p> <p>Potential initiatives for improving systems for accessing information and procedures for monitoring and recording complaints / grievances identified.</p>	

QPS Action	Timeframe	Lead Responsibility	Performance Measures	Whole of Government Strategy
<p>Ethical Conduct</p> <ul style="list-style-type: none"> QPS will ensure that its corporate policies and procedures reflect Queensland Government multicultural principles, Language Service, Anti-Discrimination and EEO legislation. <p>The QPS Equal Employment Opportunity Management Plan 2008-2010 is being developed.</p> <ul style="list-style-type: none"> QPS will have culturally appropriate and accessible feedback and complaint mechanisms. <p>The QPS through the Ethical Standards Command works in partnership with the Crime and Misconduct Commission.</p>	<p>Ongoing</p> <p>July 2008</p> <p>Ongoing</p>	<p>Cultural Advisory Unit, HR Division</p> <p>Ethical Standards Command</p>	<p>Complaints and grievances are reported and resolved in compliance with standards, policies and procedures.</p>	

ROLES AND RESPONSIBILITIES

All members of the QPS have a role in the implementation of these Strategic Directions.

The Office of the Commissioner, including the Cultural Advisory Unit, will:

- ensure there is a consistent, coordinated approach to multicultural issues
- provide appropriate policy advice
- promote effective relationships between police and ethnic communities
- support CCLOs, PLOs and other frontline service providers
- engage with and support the Police Ethnic Advisory Group
- partner other government agencies in furthering the aims of the Queensland Government Multicultural Policy
- provide officers and staff with comprehensive, current information on ethnic communities.

Relevant specialist units and staff will:

- provide police recruits with appropriate initial training in multiculturalism
- encourage further professional development in regard to multiculturalism
- actively recruit and support personnel from ethnic communities
- maintain effective community liaison through the services of CCLOs and PLOs
- pursue crime prevention initiatives, especially in key target areas such as youth, racism and domestic violence
- develop the use of intelligence, technology and information systems to combat ethnic related crime
- maintain ethical standards, including standards in dealing with people from ethnic communities
- address any complaints in ways that are culturally appropriate and accessible.

Operational police will:

- engage with ethnic communities and local consultative groups
- encourage people from ethnic communities to show leadership in improving public safety
- maintain the focus on causes of ethnic related crime through practices such as Problem-Oriented and Partnership Policing
- enforce State laws about crime
- apply Service protocols in all communications with people from ethnic communities
- ensure fair and appropriate treatment for people involved in ethnic related crime
- contribute to ongoing decision making on ethnic related crime by complying with all reporting requirements.

Summary - Queensland Police Service Multicultural Action Plan

Whole of Government Priority	QPS Strategic Plan Outputs		QPS Cultural Strategic Directions	QPS Cultural Priority Areas		QPS Cultural Structure	Whole of Government Strategies
Fair communities – supporting safe and caring communities	Community Safety and Engagement	External	Engage and support culturally specific communities, working in partnership to prevent crime	Community Engagement	Prevention	CAU CCLOs PLOs Community meetings Community events	Supporting communities Community relations and anti-racism
				Partnerships		National COAG, MCPEMP, ANZPAA DIAC, AFP State MAQ IDC on Multiculturalism Community Forums such as PEAG	
				Crime Prevention		Visibility Crime prevention initiatives / programs	
	Crime Management	Internal	Use contemporary policing strategies, analysis and information systems to address crime and traffic issue in culturally specific communities	Investigative function and Policing strategies	Response	Environmental Scans Problem-Oriented and Partnership Policing QPRIME OPR process	
	Traffic Management			Police information systems			
	Professional Standards and Ethical Practice	Internal	Promote equity and diversity within the QPS	Human Resource Management	Capacity	Recruiting and Retention strategies for police officer entry, PLOs, Administration and VIPs	Productive Diversity
						EEO Management Plan	
			Increase knowledge and skills of police employees in working with culturally specific communities	Training	Cultural Awareness – Pre Service	Strengthening multiculturalism in the Queensland public sector	
				Professional Development	Cultural Awareness – In Service eg MOLP, MQRG, CCLO Conference		
		Ethical Conduct	Corporate policies and Operational Procedures Manual (OPM) reflecting Queensland Government multicultural principles, Language Service, Anti-Discrimination and EEO Act				
				Complaint and review system eg Ethical Standards Command			

Glossary

Acronym	Name	Description
ANZPAA	Australia and New Zealand Policing Advisory Agency	ANZPAA is a cross-jurisdictional agency that provides high-level policing related policy support, strategic advice, research capacity, knowledge management and information sharing services throughout the Australian Commonwealth, its States and Territories, and New Zealand.
CCLO	Cross Cultural Liaison Officer	CCLOs are a statewide network of sworn police officers, who provide advice and support to Police Regions on laws, regulations, policies, procedures and protocols applicable to policing multicultural issues. CCLOs work closely with PLOs to develop and maintain effective relations and communication with multicultural communities to provide local responses to local community issues.
COAG	Council of Australian Governments	COAG is the peak intergovernmental forum in Australia, comprising the Prime Minister, State Premiers, Territory Chief Ministers and the President of the Australian Local Government Association.
MCPEMP	Ministerial Council for Police and Emergency Management - Police	MCPEMP was established in 2006 and was formerly known as the Australasian Police Ministers' Council. Its role is to develop a co-ordinated approach to law enforcement policy development, implementation and operations. Recent agenda have included organised crime, DNA legislation, national sex offenders registry and gun control.
MOLP	Multicultural Online Learning Project	The QPS through the Education Training Support Program and CAU are in the process of developing a multicultural awareness online learning product for all QPS members. MOLP directly supports the Queensland Government Cross Cultural Training Strategy.
OPM	Operation Procedures Manual	The OPM provides guidance and instruction on Service policy, orders and procedures in relation to most policing issues including dealing with cross cultural issues, investigation and interviewing procedures, interpreters, domestic violence, custody, coronial matters, education and training, community consultative groups and dealing with foreign nationals. The OPM also allows for local procedures to be developed at regional, district or establishment level. OPMs are designed to ensure that QPS members discharged their duties lawfully, ethically and efficiently. Failure to comply with the OPMs may constitute grounds for disciplinary action. OPM are continually reviewed and updated to ensure currency and consistency with the law and community expectations.
OPR	Operational Performance Review	OPR has been introduced within the QPS. OPR process allows the Commissioner to hold regular, performance-focussed meetings to review each District's activities with Regional and District Managers and other members of the Senior Executive, in a formal positive environment. Review meetings continue to take place with individual districts on an annual basis, each participating in sequence over a 6 month period. In addition to the formal meetings at Police Headquarters, the Commissioner visits regions some six months later to follow up on issues identified.
PEAG	Police Ethnic Advisory Group	PEAG has been in operation for over 10 years, meets six times a year in Brisbane and provides a forum in which its community, government and police representatives can collaborate, exchange information and promote diversity.

Acronym	Name	Description
POPP	Problem Oriented Partnership Policing	POPP was the name adopted by the QPS for its problem-oriented policing initiative launched in 1999. The name was chosen because it combines two important and complementary strategies: a problem-oriented approach to policing; and recognition that often police can neither identify nor resolve problems in isolation from the community they serve.
PLO	Police Liaison Officer	The PLO Scheme, in operation for over 10 years, now includes 147 positions throughout the state. The majority of these positions are filled by persons drawn from the Aboriginal and Torres Strait Islander community but also includes people who identify with Chinese, Croatian, Fijian-Indian, Filipino, Japanese, Samoan, Sudanese, Vietnamese, Muslim and Australian South Sea Islander backgrounds. Although specialising in their own cultures, all PLOs assist in communicating with the range of communities and police in their area.
SARA	Scanning, Analysis, Response, Assessment	SARA is a problem-solving technique commonly used by international and national police services. SARA model's component parts include S canning, A nalysis, R esponse, A ssessment.
TOP	Tourist Oriented Policing	The role of the TOP Program is to assist police officers to respond to the particular needs of tourists within their local areas, and be the principal point of contact for the tourism industry within the Queensland Police Service. TOP involves the identification of potential visitor safety and security issues, liaison with stakeholders, the introduction of proactive crime prevention strategies, and implementation of appropriate follow up action should incidents occur. The Tourist Oriented Policing Unit, located in the Crime Prevention Unit.