**CHD PARTNERS**

**Redfern Waterloo Community Safety Plan**

Process and outcome evaluation, May 2008
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# Redfern Waterloo Community Safety Plan – Process and Outcome Evaluation

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# 1. List of abbreviations used in the report

AGD (AG's): Attorney General's Department, NSW

AHC: Aboriginal Housing Company

BOCSAR: NSW Bureau of Crime Statistics and Research

CPD: Crime Prevention Division (in the AG's Department)

CSM: Community Safety Manager (in the UK)

DADHC: Department of Aging Disability and Home Care (NSW)

DET: Department of Education and Training (NSW)

DoCS: Department of Community Services (NSW)

HSMAC: Human Services Ministerial Advisory Committee

ISOG: Implementation Senior Officers Group

LAC: Local Area Command, NSW Police Force

NAB: Neighbourhood Advisory Board

NGOs Non-government Organisations

RCC: Redfern Community Centre

RWA: Redfern Waterloo Authority

RWCSP: Redfern Waterloo Community Safety Plan

RWHSP: Redfern Waterloo Human Services Plan

RWPP: Redfern Waterloo Partnership Project

## 2. Executive summary

a. Development of the Redfern Waterloo Community Safety Plan
The Redfern Waterloo Community Safety Plan (RWCSP), the first of its kind for Redfern and Waterloo, adopted 'a strategic and community development approach to the problems of crime and safety in Redfern and Waterloo' (RWCSP, 2004: 16). The document sets out an ambitious and multi-faceted attempt to reduce crime and improve perceptions of community safety in both Redfern and Waterloo and includes a total of 70 different strategies for five agreed action areas. Lead and supporting agencies, performance measures, intended outcomes and time frames are included in the Action Plan. Data on the rates of and trends in reported crime in Redfern and Waterloo was included in the plan.

The RWCSP was developed between 2003 and 2004 by the Redfern Waterloo Community Safety Taskforce (RWCST), initially convened by South Sydney Council, and then as one of several taskforces brought together under the Premier's Redfern Waterloo Partnership Plan (RWPP). The RWCSP was incorporated into the Redfern Waterloo Human Services Plan (RWHSP) developed by the RWPP for which the Redfern Waterloo Authority (RWA) is now responsible.

We found that, consistent with best practice, there was extensive prior community consultation with community members and organisations working in both Redfern and Waterloo as equal partners with both Council and government agencies in the decisions made about the form and content of the RWCSP.

We also found that the plan was developed in accordance with the *Crime Prevention Guidelines*[1] under Part 4 of the *Children (Protection and Parental Responsibility) Act 1997*, with assistance and advice from the Attorney General's Crime Prevention Division, and that it was endorsed as a Community Safety Compact in late 2005.

However, we found that evaluation was not 'as much a priority in planning as the task of selecting what crime prevention approaches to adopt' (Cherney, 2006:3).

b. Implementation
The overall process of implementation of the RWCSP is perhaps an ongoing set of tasks, although many of the stakeholders consulted during the course of the evaluation thought that the implementation of the plan was now complete. While the participation of community representatives and some community based service providers in the Taskforce was consistent and ongoing during the implementation of the plan, we found that the participation of most State Government agencies was not. Apart from Redfern Police Local Area Command, which was consistently represented at almost all Taskforce meetings, and often by more than one representative, attendance at meetings and reporting on progress in implementation by representatives from other State Government agencies was mostly uneven and inconsistent.

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[1] Produced by the Crime Prevention Division of the NSW Attorney General's Department, although not published on their website – see http://www.lawlink.nsw.gov.au/lawlink/cpd

c. Outputs and Outcomes

The outputs (completion of stages or milestones in particular projects[2]) of the RWCSP were largely documented in Taskforce meetings. Unfortunately, agency reporting on the meeting of milestones for the strategies for which they were the lead agency was uneven, making the task of assessing outputs more complex than it could have been had a standard reporting format been used by all agencies.

The available evidence considered in this report suggests that, in the main, the intended outcomes (impact on levels of crime and community safety[3]) have been achieved. Crime rates are generally lower in both Redfern and Waterloo than they were before the implementation of the RWCSP, and that many people living and working in these two areas feel safer than they did at that time.

However, given the related developments in both Redfern and Waterloo outlined in the body of this report, it would be inappropriate to attribute the perceptions of increased community safety solely to the implementation of the RWCSP. The best that can be said is that the implementation of the RWCSP, together with work undertaken by the Aboriginal Housing Company and by the RWA in improving the physical amenities, particularly in Redfern, has probably contributed to improved perceptions by some residents that Redfern and Waterloo are now safer places in which to live and work.

Monitoring and evaluation

A recent evaluation of the implementation of Phase 1 of the RWHSP did not include consideration of the RWCSP. The assumption was made that the RWCSP had been 'successfully implemented' and therefore did not need to be included in the evaluation. We found that, in general, many of the strategies set out in the Action Plan have indeed been implemented, but that there is still work to be done. One conclusion that could be drawn from the omission of the RWCSP from the evaluation of Phase 1 of the RWHSP is that a perception exists in the State Government that Redfern-Waterloo is now safe.

Perhaps the omission of the RWCSP from the evaluation of the RWHSP is indicative of a diminution in long term commitment on the part of State Government to maintaining a focus on addressing the many complex and continuing social issues in Redfern and Waterloo, now that the media spotlight has, for the most part, shifted to other areas.

Provision is made in the RWCSP for measuring progress in implementing the tasks included in the Action Plan. However, we found that some agencies were better at consistently reporting progress in implementation, and consider that this could have been better facilitated by the use of a standard reporting form.

Much of the evaluation literature (see, eg, Armstrong and Francis, 2003: 8; Masters et al, 2001) strongly recommends that both monitoring *and* evaluation should be built

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[2] See Masters et al, *Review of Part 4 of The Children's (sic) (Protection and Parental Responsibility) Act 1997* for the Crime Prevention Division, NSW Attorney General's Department, Final Report, 12 June 2001, Part II, page 12.
[3] Masters et al, page 12.

into the planning phase of each program, not added at the end, that the most useful evaluations are those that are planned and receive support from all involved, and that evaluations require resources from crime prevention agencies. However, we found that, in common with many other community safety plans that have been approved as Safer Community Compacts (Masters et al, 2001), an evaluation strategy was not incorporated into the RWCSP. The sources (and amounts) of funding for specific projects were not included. The issue of sustainability for particular projects beyond the initial funding period was not addressed.

The roles of Local and State governments in crime prevention work:
Local government is often assumed (see, eg, Cherney, 2004, 2006) to be the best agency to steer crime prevention and community safety initiatives because of its strong commitment, alignment to and experience working with the voluntary community sector and non-government service providers. What kind of relationship, then, should there be between State and Local Government in community safety and crime prevention? Cherney (2006:2) has argued that the relationship should have the following features:
- open and honest dialogue between state and local government relating to responsibilities for crime prevention and community safety;
- discussion about resources (such as those addressing the non-recurrent nature of most state government funding schemes) aimed at building capacity within local government,
- include agreements about expectations and outcomes; and,
- most importantly, some willingness on the part of state government to devolve authority and decision making power to local government so that it can facilitate effective partnerships with relevant agencies.

The role of Local Government in engendering and sustaining community crime prevention partnerships
Cherney (2006) also provides a useful summary on what is needed for partnerships to be effective, many of which were features of the RWCSP:
- Clear priorities and objectives;
- Broad representation including government and non-government groups;
- Clarity about the inputs and responsibilities of various agencies in the partnership;
- Commitment by all agencies, especially by senior personnel to their organisation or department;
- Processes to address disagreements in an open and constructive manner;
- Support by a dedicated coordinator or officer;
- Access to good quality data and research on best practice crime prevention – this is essential for strategy development;
- Adequate resources;
- Clear short- and long-term outcomes to be achieved; and
- A strategy to publicise the partnership (Cherney, 2006:2).

The future:
Considerable progress has been made in implementing the RWCSP. However, more work remains, as do many of the complex social issues in Redfern and Waterloo that the RWCSP was designed to address.

## 3. Recommendations

**Recommendation 1:** Unless the Crime Prevention Division of the Attorney General's Department does so, that Council consider drawing up a document that provides a standard format for reporting on outputs to be used by all agencies participating in the implementation as part of the development processes utilised for any future community safety plans for which Council is lead agency.

**Recommendation 2:** Evaluation strategies should be included in the development stage of any future community safety plans developed by the City of Sydney.

**Recommendation 3:** Consideration should also be given to undertaking individual evaluations of each of the programs that are still operating in both Redfern and Waterloo that were implemented under the RWCSP and have not yet been evaluated. Particular attention should be paid to the issues of the sources of ongoing funding that will contribute to the sustainability of the program. Consideration should also be given to the issue of whether the programs have achieved the aims of social crime prevention for the specific group of people for which the program was introduced, and whether there have been any unintended outcomes and the nature of these outcomes and their potential impact on community wellbeing.

**Recommendation 4:**
Following Cherney (2006), we therefore recommend that in future, any community safety plan for which the City of Sydney is responsible should incorporate an evaluation plan with the following features:

- An evaluation plan should involve process (methods for assessment of whether agencies/individuals actually implemented and delivered the strategy) and outcome (ie, methods for measuring whether the intended reductions in crime improvements/community safety were achieved).

- Process evaluation is concerned with looking at the quality and level of program outputs
  - Should begin at the start of a strategy and be ongoing, involving the close monitoring of program implementation

- Outcome evaluation is concerned with impact (ie, verification that outputs actually reduced the crime problem)

  - Should begin early on and involve the collection of data on the overall size of the crime problem before strategy implementation, and then following implementation to see whether the problem is decreasing (pre- and post-measurement).

  - Post measurement should occur for some time after strategy implementation to establish that any observed reductions in crime are being sustained and to identify whether the problem is beginning to re-emerge.

**Recommendation 5:**
Rather than writing a new plan, consideration could be given to bringing the Taskforce together again to review and celebrate the considerable progress that has been made in implementing the plan and to decide what needs to be done from now on.

## 4. Terms of reference, methodology, and acknowledgments

a. Terms of Reference

In early 2008, CHD Partners was contracted by the City of Sydney to undertake a process and outcome evaluation of their Redfern Waterloo Community Safety Plan (RWCSP). The Brief for the evaluation was to:

- Develop a series of questions in partnership with the Senior Project Co-ordinator – Safe City for discussion with the relevant stakeholders
- Consult and liaise extensively with key internal and external stakeholders in the Redfern-Waterloo area especially key representatives of the Redfern-Waterloo Community Safety Taskforce
- Attend and discuss the RWCSP aims and objectives at key local forums in the two suburbs
- Involve criminology students at every stage of the evaluation
- Conduct research into relevant and complementary programs and projects
- Compile a report detailing key findings of the evaluation including recommendations for improving localised crime prevention planning

b. Methodology

CHD met with the Senior Project Co-ordinator and developed a series of questions for discussion with relevant stakeholders in both Redfern and Waterloo. The Senior Project Co-ordinator also provided us with a list of twelve people living or working in Redfern or Waterloo who had participated in the development and implementation of the RWCSP. Attempts were made to invite all of those on the list to participate in a face to face interview for the evaluation. However, 3 of the people on the list could not be contacted. Eight people were interviewed face to face, and a further interview was held with a community based service provider recommended by two of those who were interviewed. Despite a number of attempts, the Department of Housing representative was not interviewed for the evaluation. Telephone discussions were held with the former RWPP chair in the Premier's Department and with the Acting Community Relations Manager, Redfern Waterloo Authority, who also provided us with information on the plans for Waterloo Green.

Two key local forums were held during the period of the evaluation – attendance and participation at these meetings provided a wealth of material on the views of people living in each suburb that has been drawn on in writing the evaluation report.

Wide ranging research was conducted into relevant and complementary programs and projects and the evaluation of such programs and projects. While it proved impracticable to involve criminology students at all stages of the project (because of the point in the university year at which the work was undertaken), a criminology student reviewed the data provided for the evaluation by the NSW Bureau of Crime Statistics and Research and prepared the draft material on reported crime trends in Redfern and Waterloo between 1997 and 2007.

Carlson (2000) has argued that the task for evaluators in attempting to document reality is not linear, nor necessarily rational.

> The challenges [are] to develop evaluation frameworks that are able to engage

with the dynamic, diverse and complex programs delivered in different contexts, by a multitude of actors operating within a diverse range of relationships and to produce reliable evidence required for valid assessments of a program's performance (Armstrong and Francis, 2003: 4).

The evaluation has taken neither a linear nor strictly rational approach, but rather a realistic (Pawson and Tilley, 1994) one that includes storytelling, mostly but nor solely that done by community members (see Barnes et al, 2003). Information and ideas have been drawn from numerous published and unpublished documents, articles on crime prevention and the evaluation of crime prevention programs, crime and demographic data for both Redfern and Waterloo, in addition to the attendance at and observation of neighbourhood meetings in both Redfern and Waterloo, and the interviews with a small number of key individuals living or working in both suburbs.

This report is presented in four main parts. The first part presents the demographic changes and changes in the crime profile for Redfern and Waterloo since the writing of the RWCSP. The second part describes and discusses the political and policy climate at the time of the development of the RWCSP, and their possible relationship with the RWCSP. The third part considers the development and implementation of the plan and incorporates the views of those who were interviewed for the evaluation on the ways in which the plan was developed and implemented. The fourth and final part of the report draws together and analyses the material in the earlier chapters, considers future planning for, implementation and evaluation of crime prevention and community safety projects, and concludes with a brief exploration of 'those features of individual and social change on which success really depends' (Pawson and Tilley, 1994: 292).

## 5. Changes in Redfern and Waterloo Community and Crime Profiles between 2001 and 2006

a. Community profile
The most significant demographic changes were in Waterloo rather than in Redfern.

While the population of Redfern increased only slightly between 2001 and 2006, the population of Waterloo almost doubled - from 5745 in 2001 to 11,122 in 2006.

In 2001, 7.2% of the people living in Waterloo were Aboriginal or Torres Strait Islanders. With the influx of new residents into Waterloo, by 2006 only 3.4% identified as Aboriginal or Torres Strait Islanders. In Redfern in 2001, 2.7% of the residents were Aboriginal or Torres Strait Islanders. By 2006, this proportion had fallen slightly to 2.4%. The proportion of Aboriginal and Torres Strait Islanders in the whole of Australia in 2006 was 2.3% which is similar to that for Redfern but still lower than that for Waterloo.

The public housing population was diluted by the influx of new residents into Waterloo. In 2001, sixty seven percent of households were living in public housing in Waterloo. By 2006, with the building of many new and refurbished apartments, this figure had fallen to forty seven percent. The proportion of people living in public housing in Redfern became more concentrated over the same period. The proportion of Redfern residents living in public housing rose from twenty three percent to thirty eight percent between 2001 and 2006.

A table comparing the more detailed demographic information contained in the RWCSP with information drawn from the 2006 census can be found in Appendix A.

b. Crime profile
In 2002, the six most commonly occurring offences in the South Sydney Local Government Area[4] were:

- motor vehicle theft
- steal from motor vehicle
- steal from person
- robbery
- break and enter dwelling, and
- assault.

The boundaries of South Sydney LGA were altered in May 2003, with the loss of 10 of the 20 suburbs listed in footnote 4. Because the boundaries of South Sydney included many more suburbs than Redfern and Waterloo, and the boundaries of the City of Sydney extend much further than those of South Sydney, the specific data on Redfern and Waterloo are the only data that could be accurately compared to highlight any changes in reported offences.

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[4] South Sydney local government area was composed of the suburbs or Redfern, Waterloo, Kings Cross, Woolloomooloo, Darlinghurst, Elizabeth Bay, Rushcutters Bay, East Sydney, Potts Point, Paddington, Surry Hills, Chippendale, Camperdown, Newtown, Erskinville, St Peters, Alexandria, Moore Park, Rosebury and Zetland.

Rather than rely on the information in the RWCSP for comparison, data on the number of incidents recorded by the NSW Police Force was obtained from BOCSAR for the 17 major offence categories in postcodes 2016 (Redfern) and 2017 (Waterloo) for the 10 year period between October 1997 and September 2007. Information drawn from this data is presented below with a brief commentary. Taking a longer period than was included in the RWCSP allows a consideration of the ebbs and flows in recorded crime in the two suburbs over time, as illustrated in the graphs in Appendix B.

Information from BOCSAR's hotspot maps in their 2006 Local Government Crime Maps (BOCSAR 2008b) was also used in drawing conclusions about safety in Redfern and Waterloo.

The cautionary comments made on the interpretation of data included in the RWCSP[5] are as important to keep in mind in interpreting the information presented below as they were when the plan was written.

*Most common offences and 10 year trends*

The 8 most common recorded offences between October 2006 to September 2007 for Redfern and Waterloo are set out from the most common to the least common in Tables 1 and 2, below. The tables also indicate whether specific offences have increased, decreased or remained stable over the ten year period between 1997 and 2007.[6]

Table 1: Redfern – most common offences and BOCSAR 10 year trend

| 06-07 rank | Most common offence in 2006-07 | 10 year trend |
|:---:|---|---|
| 1 | Malicious damage to property | Stable |
| 2 | Non domestic violence related assault | Up |
| 3 | Steal from motor vehicle | Down |
| 4 | Break and enter dwelling | Down |
| 5 | Fraud | Up |
| 6 | Steal from person | Down |
| 7 | Robbery without a weapon | Stable |
| 8 | Domestic violence related assault | Up |

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[5] At pp 23 - 24
[6] Calculated for CHD by the NSW Bureau of Crime Statistics and Research April 2008

Table 2: Waterloo – most common offences and BOCSAR 10 year trend

| 06-07 rank | Most common offence in 2006-07 | 10 year trend |
|---|---|---|
| 1 | Malicious damage to property | Stable |
| 2 | Steal from motor vehicle | Down |
| 3 | Non domestic violence related assault | Stable |
| 4 | Break and enter dwelling | Up |
| 5 | Domestic violence related assault | Up |
| 6 | Fraud | Up |
| 7 | Motor vehicle theft | Stable |
| 8 | Steal from dwelling | Up |

*Five year averages.*

Another way of looking at whether reported crime has changed is to compare the average rates of reporting over a specific period. To do this, the average number of reported offences in each major offence category was divided by the total number of people in each suburb, to provide a very rough indication about the proportion of the population in each suburb who were affected by the offence (and reported it to police) in each of the five year periods before and after the commencement of the implementation of the RWCSP.

Table 3: Five year trends in Redfern

| Redfern 98 – 03 | | Redfern 03-07 | |
|---|---|---|---|
| 1 in 18.5 | Steal from motor vehicle | 1 in 29 | Steal from motor vehicle |
| 1 in 28.6 | Steal from person | 1 in 42 | Steal from person |
| 1 in 31.3 | Malicious damage to property | 1 in 30 | Malicious damage to property |
| 1 in 31.3 | Break and enter dwelling | 1 in 42 | Break and enter dwelling |
| 1 in 37 | Non domestic violence related assault | 1 in 36 | Non domestic violence related assault |
| 1 in 62.5 | Robbery without a weapon | 1 in 67 | Robbery without a weapon |
| 1 in 62.5 | Motor vehicle theft | 1 in 83 | Fraud |
| 1 in 77 | Steal from dwelling | 1 in 91 | Steal from dwelling |

Table 4: Five year trends in Waterloo

| W'loo 98 – 03 | | W'loo 03-07 | |
|---|---|---|---|
| 1 in 20 | Steal from motor vehicle | 1 in 50 | Steal from motor vehicle |
| 1 in 21.3 | Malicious damage to property | 1 in 40 | Malicious damage to property |
| 1 in 38.5 | Non domestic violence related assault | 1 in 72 | Non domestic violence related assault |
| 1 in 42 | Break and enter dwelling | 1 in 63 | Break and enter dwelling |
| 1 in 59 | Motor vehicle theft | <1 in 100 | Motor vehicle theft |
| 1 in 71.4 | Steal from person | 1 in 100 | Steal from person |
| 1 in 91 | Steal from dwelling | <1 in 100 | Steal from dwelling |
| 1 in 100 | Domestic violence related assault | <1 in 100 | Fraud |

*2006 Hotspots*

BOCSAR publishes hotspot maps for the most common offences recorded in the whole of each Local Government Area. Information on hot spots allows conclusions to be drawn about the specific suburbs in the LGA in which these offences are most frequently occurring. The hotspots in the City of Sydney LGA for the offences identified in the RWCSP as the six most commonly occurring offences in 2002 were selected for comparison.

While *motor vehicle theft* is spread widely over the City of Sydney, neither Redfern nor Waterloo feature as significant hotspots.

Both Redfern and Waterloo were in the 'very low density' category for *steal from motor vehicle and steal from person* in 2006.

Redfern was close to but not in a major hotspot in 2006 for *robbery* (the hotspot was on the Surry Hills side of Cleveland Street).

Redfern was a medium to high density hotspot, and Waterloo was a lower density hotspot for *break and enter dwelling* in 2006.

Both Redfern and Waterloo were in the lowest crime density category for *non-domestic violence related assault* in 2006, but Redfern and the parts of Waterloo immediately adjacent to Redfern were in a slightly higher density category for domestic violence related assaults in 2006.

*Conclusions*

One significant change over the two periods is the addition of fraud as a major category of reported offence in both Redfern and Waterloo. As the charts in Appendix B illustrate, both suburbs have reported an increase in the number of reported incidents of fraud since 1997. The number of incidents of fraud in Redfern increased dramatically from October 2000. Waterloo experienced a slight increase in the number of reported incidents of fraud from about October 2003. As BOCSAR does not produce a hotspot map for fraud, no conclusion can be drawn about whether this offence is more common in Redfern or Waterloo than in other parts of the City of Sydney in 2006.

In Redfern, except for domestic violence related assault and fraud, the incidence of all the major categories of offence has either decreased or remained stable over the ten year period. Given that there has been no significant increase in the population of Redfern since the 2001 census, it is possible to conclude that Redfern is, apart from these two offences, a less crime prone suburb than it was in 2002.

In contrast, in Waterloo, the incidence of reported crime has fallen in only one of the major categories – theft from a motor vehicle - while in the other major categories the incidence has either increased or remained stable over the 10 year period. However, when the significant population increase in Waterloo between 2001 and 2006 is taken into account, then the overall likelihood of being affected falls considerably, as illustrated in Table 4, above.

The patterns of reported crime in both Waterloo and Redfern are different from those

for the whole of NSW. Contrary to the ten year trend for the whole of NSW, the incidence of non-domestic violence related assault in both Redfern and Waterloo has remained stable over the last 10 years. In NSW, the only offence that has shown a steady increase over the ten year period up to the end of 2007 is assault, which, while stable over the last few years, is now reported at twice the rate at which it was reported ten years ago (BOCSAR, 2008a).

BOCSAR reported that, in the 24 months to December 2007, apart from stealing from a motor vehicle,[7] the major categories of crime either fell or remained stable over the whole of NSW.[8] Stealing from a motor vehicle, although still one of the most reported offences in Redfern and in Waterloo, decreased considerably in both suburbs between 2004 and 2006, and neither suburb featured as a hotspot for the City of Sydney Council area in 2006.

Detailed information on changes in the crime profiles of Redfern and Waterloo can be found in Appendix B.

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[7] See Varshney and Fitzgerald (2008) for a discussion of the problems associated with motor vehicle theft in NSW, which increased by 4.3% between 2005-06 and 2006-07. Most of the increase in motor vehicle theft has been confined to a large increase in theft of cars from public car parks, rather than cars parked on the streets.

[8] See media release, NSW Bureau of Crime Statistics and Research, 15 April 2008 – at http://www.lawlink.nsw.gov.au/lawlink/bocsar/ll_bocsar.nsf/pages/bocsar_mr_rcs07

## 6. Background and context

<u>a. Introduction</u>
Complexity, diversity and controversy are hallmarks of both Redfern and Waterloo. Their social and environmental realities are complex and open to multiple interpretations. The demographics are diverse. Relations within and between these communities and local and state government are contested and shifting. The politics is controversial and open to multiple explanations and diverse views. Community activism has a long local history. Failed government programs and community mistrust of state government are common.

Both Redfern and Waterloo have received significant degrees of media attention over many years. Historically, Redfern was the site of the first grant of urban land to Aboriginal people on 'The Block,' a small area near Redfern Railway Station, but one which has been subject to 'much confusion and untruth'[9] over the years. One of the persistent and widely held myths is that the suburb of Redfern has a high Aboriginal population with high levels of crime and disorder. In reality, the permanent Aboriginal population is relatively small, but this is supplemented by a relatively large transient population comprised of Aboriginal people from many parts of the country. Perceptions in the wider community are that Redfern, in particular, is not a safe place to be. The death of a young Aboriginal man in Redfern in February 2004 in circumstances that were alleged to be related to police actions, and the 'riots' that followed his death brought intense public disquiet and sparked four separate public inquiries (see NSW Government, 2005).

Waterloo, on the other hand, is known for its high concentration of public housing and associated perceived public disorder. Problems in the high rise public housing over the years in both Waterloo and Redfern have also attracted negative media attention and generated significant community concern.

Both suburbs have been found to have high levels of social disadvantage (see, eg, Vinson, 2007), and have been the site of multiple social projects.

Some of the more recent projects initiated by state and federal government in Redfern and Waterloo in response to incidents, media attention and community concern include:
- the 2001 Pathways to Prevention Project in Redfern and Waterloo, funded by the National Crime Prevention Program and designed to provide support to children and young people aged between 10 and 14 and their families to prevent later involvement in criminal activities,[10]

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[9] Aboriginal Housing Company website – www.ahc.org.au
[10] The three components of this project were the Primary Connect project (aiming to link 5-14 year old children and their families with school), the Parents as Teachers project (aiming to give support and advice on life long learning to parents of new-born to three year old children), and the Family Support project (aiming to increase access to counselling services and other support for children and families). The project was brokered by the NSW Attorney General's Crime Prevention Division, managed by the NSW Department of Education and Training, funded by the Commonwealth Attorney General's Department, and evaluated by the NSW Attorney General's Department (Redfern Waterloo Pathways to Prevention Project Final Report, nd, 1). For an evaluation of a much larger Pathways to Prevention Project in Queensland, see Homel et al, 2006.

- the 2002 Premier's Redfern Waterloo Partnership Project, which provided funding for
  - an intensive family support service in Redfern,
  - a Street Team, a Youth Intervention and Development Program, and
  - a Kidspeak program, extensive consultation for and the creation of the 2004 Redfern Waterloo Human Services Plan, and the creation in 2005 of the Redfern-Waterloo Authority (Clancey et al, 2006: 62).

Because the RWCSP was developed, in part, through a Taskforce of the Redfern Waterloo Partnership Project, it was incorporated into the Redfern Waterloo Human Services Plan, and the assumption has been made that the RWCSP has now been successfully implemented,[11] the next section outlines the history of state government responses and programs initiated in or about Redfern and Waterloo since 2004. The information in the next sections of the report therefore provides some of the 'messy' context[12] in which the RWCSP was developed and implemented. The discussion that concludes this section of the report seeks to give a sense of the reasons why community based organisations and individuals believe that state government, in particular, has not listened to the concerns that they have expressed in the numerous consultations in which they have (for the most part) willingly participated.

b. Redfern Waterloo Partnership Project

On 21 March 2002, the (then) Premier, the Hon Bob Carr, announced the establishment of the Redfern Waterloo Partnership Project (RWPP), together with a package of initiatives designed to address 'the range of complex issues facing Redfern and Waterloo'. In making the announcement, the Premier committed $7 million over two years to build on the government's previous efforts to address these issues. At the time of the establishment of the RWPP[13], which was administered by the Premier's Department, the aims of the Project were to:

- enhance community participation and leadership,
- reduce crime and improve safety,
- enhance services for children and families, and improve health outcomes,
- reduce drug and alcohol abuse,
- enhance educational and employment opportunities,
- promote enterprise development, and
- improve urban amenity, public space and planning (Social Issues Committee, 2004a: 9).

The initial funding was invested in establishing an intensive family support service (now run by Barnados out of an office in Redfern Street opposite the Aboriginal Medical Service), a Street Team (run by the Department of Community Services, but no longer operating in the area), a Youth Intervention and Development Program, and a Kidspeak program (which is still running in Waterloo) (Clancey et al, 2006: 62).

The RWPP also convened five Taskforces - Community Safety, Youth, Child and Family, Drug and Alcohol, Infrastructure and Facilities Planning, each with a

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[11] Personal communication with consultant engaged to evaluate the Redfern Waterloo Human Services Plan, 30 April 2008.
[12] See Armstrong and Francis, 2003: 4.
[13] June 2001 (NSW Government, February 2005: 7).

different lead agency. Sadly, the Parliamentary Committee established following the Redfern riots[14] reported that 'inquiry participants noted the failure of the RWPP Taskforces to meet regularly and engage meaningfully with members' (Social Issues Committee 2004b: 151). The discussion section at the end of this chapter considers the issues relating to the Taskforces in more detail.

In May 2004, the Premier announced an extension of the RWPP until 2006, and committed an additional $5 million to the Project (NSW Government, February 2005: 7). The RWPP then commissioned an independent consultant, Morgan Disney and Associates, to review and report on the delivery of human services within the Redfern and Waterloo areas. One of the recommendations of this review that was accepted by the Premier's Department was to 'establish a locality based Human Services Delivery Plan, in a partnership model, with identified outcomes and an evaluation framework for the next two years' (Morgan Disney and Associates, November 2004: iii). In October 2004 the Premier announced a further extension, until June 2008, and enhancement of the RWPP, accompanied by additional funding of $9.3 million (NSW Government, February 2005: 8).

c. The Redfern-Waterloo Human Services Plan
The Draft Human Services Plan was released for public comment in October 2005. Submissions to the RWPP from this period were generally highly critical about the limited time[15] made available for public comment on the content of the plan, and the difficulties created because of the short time allowed for public comment in ensuring that community members knew about the plan and were able to have their views included in the responses from the community based organisations working in the Redfern and Waterloo areas.[16] The final Redfern Waterloo Human Services Plan (RWHSP) was approved by Cabinet and publicly released on 13 December 2005. The final plan included some small amendments made in response to submissions made during the short public consultation period.

Implementation of the RWCSP is included as the last of the actions listed for Priority 9 – Reduce Offending and Recidivism - of the Action Implementation Schedule (RWHSP, Appendix 5, p 18). City of Sydney is the lead agency, with the Redfern Waterloo Authority (RWA: see section 1d, below) as the support agency.[17] The time frame for implementation is stated as 'ongoing'.

The RWHSP Action Plan recommended that a Redfern-Waterloo Implementation Senior Officers Group (ISOG) and a Human Services Ministerial Advisory Committee (HSMAC) be established by November/December 2005. When the RWA was established on 1 July 2005, these groups took over the work of the RWPP, and the Premier's Department relinquished any part in or responsibility for the implementation of the RWHSP. The ISOG is responsible for assessing and reporting on progress against the Plan, establishing Taskforces to implement actions in the

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[14] See section below on the Legislative Standing Committee on Social Issues inquiry.

[15] The Draft Plan was released for public comment on 13 October 2005; the deadline for responses was 11 November 2005.

[16] See www.redfernwaterloo.nsw.gov.au/redfern_waterloo_plan which includes copies of some of the submissions from NGOs and community members.

[17] The support agency named in the RWCSP itself is Redfern Police Local Area Command.

Plan,[18] and review and evaluation against Plan priorities 18 months after the release of the Plan, and thereafter every 2 years. The RWA has overall responsibility through these two groups for this work. The RWA 2006-07 Annual Report[19] states that one of their 'significant achievements' has been the implementation and evaluation of the RWHSP (at p 22), although no detailed information is included in the report on how this has been achieved. At the time of writing of this report, public documentation on the web setting out the work and achievements of the RWA did not include any evaluation reports on the implementation of the RWHSP Action Plan. However, an evaluation of Stage 1 of the RWHSP has been underway since late 2007, and a report is expected to be submitted to the RWA some time in May 2008.[20]

Phase 1 of the RWHSP is designed to improve the services provided for

- Children and families;
- Young people; and
- Aboriginal people.

The priorities for Phase 1 are:
- strengthening antenatal support for parents and improving health and education services for children and young people;
- improving school retention and truancy rates, literacy and numeracy skill levels;
- making young people's recreation facilities more accessible during evenings, weekends and school holidays and improving these facilities;
- improving access to employment-related schooling, traineeships and apprenticeships, which are seen as very important bridges to improved wellbeing;
- improving the integration of services through common referral, assessment and coordinated case management processes; and
- co-location of organisations which provide like services to similar client groups into locality-based service delivery precincts (RWHSP, 2005: i-ii) .

d. Legislative Standing Committee on Social Issues Inquiry into issues relating to Redfern/Waterloo

Shortly before the launch of the RWCSP, a young Aboriginal man died in circumstances alleged to be related to a police chase.[21] Riots subsequently took place in Lawson Street and the area around Redfern Railway Station between 15 and 16 February 2004.

Following intense public disquiet about these events, the NSW Parliament passed a motion on 26 February 2004 referring Terms of Reference for an *Inquiry into Redfern*

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[18] Prior to handing over to the RWA, the RWPP had established 4 Taskforces (Community Safety, Youth, Drug and Alcohol, Infrastructure and Facilities Planning Taskforces) each with a different lead agency.

[19] Available at http://www.redfernwaterloo.nsw.gov.au/other/rwa_annualreport_full_0607.pdf

[20] Information provided by email from Julie Parsons, Acting Community Relations Manager, RWA, 1 May 2008, and from the consultant engaged to evaluate the implementation of Phase 1 on 2 May 2008.

[21] The Committee was careful to note that the Coroner's report stated that the police were not responsible for the death of this young Aboriginal man and that the police were not tailgating his bike (Standing Committee 2004b: 3). Go to www.lawlink.nsw.gov.au for a copy of the Coroner's report.

*and Waterloo* to the Legislative Council Standing Committee on Social Issues.[22] The TOR required the Standing Committee to inquire and report on:

- policing strategies and resources in the Redfern/Waterloo areas,
- other existing government programs in the Redfern/Waterloo areas, including local, state and federal programs,
- non-government services and service provision in the Redfern/Waterloo areas,
- strategies under the current NSW Government Redfern/Waterloo Partnership Project, and the effectiveness in meeting the needs of local indigenous and other members of the community,
- proposals for the future of the area known as 'The Block',
- any other matters arising from these terms of reference.

The issues examined by the Committee included consultation and communication processes, partnership planning and the need for performance accountability' (Social Issues Committee 2004b: 127). The Committee was particularly interested in the consultation and communication processes established by the RWPP with Aboriginal NGOs and community members in both Redfern and Waterloo (see Social Issues Committee 2004a: 20-29; Social Issues Committee 2004b: 159). Unfortunately, 'the Committee 'received little additional information on the continued role of the RWPP after the formation of the RWA in terms of community safety and crime prevention' (Social Issues Committee 2004b: 148).

The Committee published an interim report (Number 32) in August 2004 (Social Issues Committee 2004a), and a final report (Number 34) in December 2004 (Social Issues Committee 2004b). A Government Response to the Interim and Final Reports (NSW Government February 2005) was forwarded to the Chair of the Standing Committee, the Hon Jan Burnswoods, on 22 February 2005.

e. Redfern Waterloo Authority
On 26 October 2004, while the Standing Committee's Inquiry was still underway, the Premier announced a draft bill to establish the RWA. At the same time, announcements were made that the RWPP was to be extended (see above). The Social Issues Committee reported that 'a number of witnesses to their Inquiry were shocked by the announcement of the RWA, and that they would have liked to see a higher degree of community consultation prior to the announcement and the introduction of the Bill in Parliament (Social Issues Committee 2004b: 132). The criticisms about the announcement of the formation of the RWA and of the Bill, the course of the debate and subsequent amendments to the original Bill and many of the concerns expressed to the Inquiry about the formation of the RWA are set out in Chapter 5 of the Social Issues Committee's Final Report (Social Issues Committee 2004b), and will not be canvassed in detail here. In his second reading speech (11 Nov 2004) on the introduction of the RWA Bill, the Hon Frank Sartor (responsible for the RWA) announced that:

> The Authority and the RWPP will work hand in hand to ensure that the

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[22] Inquiries into the riot were also conducted by NSW Police (*Strike Force Coburn*), the NSW State Coroner, the NSW Ombudsman, and WorkCover NSW (Standing Committee 2004b: 4).

Government delivers long-term and sustainable solutions that these two committees want. The Authority and the RWPP are complimentary (*Hansard*, 11 Nov 2004, p 12740).

He went on to say that:

The RWPP will lead the Government's reform of the human services review system in Redfern and Waterloo, whilst the focus of the Authority is job creation, urban renewal, improved public amenity, and enhanced commercial activity. Together, this will create a strong and viable community (*Hansard*, 11 Nov 2004, p 12740).

The Redfern Waterloo Authority was established to:
- encourage the development of Redfern-Waterloo into an active, vibrant and sustainable community, and
- promote, support and respect the Aboriginal community in Redfern-Waterloo having regard to the importance of the area to the Aboriginal people, and
- promote the orderly development of Redfern-Waterloo taking into consideration principles of social, economic, ecological and other sustainable development, and
- enable the establishment of public areas in Redfern-Waterloo, and
- promote greater social cohesion and community safety in Redfern-Waterloo.[23]

The RWPP was transferred from the Premier's Department to the RWA on 1 July 2005. The RWA is now responsible for the implementation of the Redfern-Waterloo Human Services Plan. The Social Issues Committee reported that the RWPP would be formally disbanded in mid 2008 (Social Issues Committee 2004b: 147). Information provided for the evaluation of the RWCSP by participants in the Premier's RWPP and from the RWA is that the RWPP ceased to exist once the transfer occurred. The work was then taken up by the Human Services section of the RWA through the implementation of the RWHSP.

f. The relationship between the RWPP and the RWA
The Social Issues Committee devoted a significant part of their inquiry to considering the relationship between the RWA and the RWPP, and the new role of the RWPP within the RWA.

The Committee recommended that the work of the RWPP (or a similar body) in implementing the RWHSP should be extended beyond 2008, and that they should be adequately resourced, and have appropriate processes in place for performance measurement and evaluation (Recommendation 30, Social Issues Committee 2004b: 150).

The Committee strongly recommended that the RWHSP

contain an appropriate set of indicators and performance measurements by

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[23] Section 3, *Redfern-Waterloo Authority Act* 2004 (NSW).

which the objectives of the Plans can be assessed. In addition, the Plans should be made publicly available; and regular evaluation and review should be undertaken and made public (Rec 31, Social Issues Committee 2004b: 155).

The Committee reiterated this in a further recommendation in the final chapter of their final report:

> That the NSW Government, through the Redfern Waterloo Authority and the Redfern Waterloo Partnership Project, establish short, medium and long term strategic objectives for the area and key outcomes associated with those objectives. In addition, the Government's performance against these objectives should be regularly reviewed and reported to the public (Rec 32, Social Issues Committee 2004b: 159).

The Committee concluded that:

> without a higher level of transparency, and therefore accountability to the community, very little will change in the Government's relationship with the community and other stakeholders. The RWA and the RWPP must earn the trust of the community, and respect the right of the community to information and a share in the decision-making processes (Final Report, p 160).

g. The Aboriginal Housing Company

The Aboriginal Housing Company (AHC), which is responsible for housing at The Block in Redfern, developed, released and implemented its own Social Plan[24] at about the same time as the RWCSP.

> The Social Plan was scrutinised and tested through a series of Planning Workshops that were attended by local Aboriginal and non-Aboriginal residents, senior representatives from local NGOs, South Sydney Council, NSW State Government departments, Redfern Police, University of Sydney students and academics and relevant experts in their field. Over four days in round table discussions the Aboriginal Housing Company in partnership with the community and various other stakeholders investigated and explored the issues of Urban Planning, Community Safety, Public Space Planning, Housing and Health, Environmental Sustainability and Redevelopment Planning.
>
> An international award winning Community Safety Plan emerged out of the original Social Plan and is being used by the architects and built environment planners (Achievements 2003-2006:5).

During the evaluation, AHC told us that

> AHC has implemented the recommendations in own plan, and is tackling crime problems from its own perspective. The AHC Plan is now on to its second edition, which reports on implementation of the first plan, and strongly focuses on the Pemulwuy Project (a housing development for The Block,

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[24] Available at www.ahc.org.au

which is still awaiting development approval).

Nevertheless, the AHC attended and participated in meetings of the Community Safety Taskforce, and was an active participant in the development of the RWCSP. They told us that:

> Work on the RWCSP Taskforce provided the opportunity to build better relationships, particularly with the Council and the Police. The AHC has good relationships with Council, which are much to do with Council's Community Safety Officer, who also helped to edit the AHC Plan.

## h. The Redfern Community Centre

A new community facility, the Redfern Community Centre (RCC), was built on a site adjacent to The Block and opened in March 2004. The construction of the RCC is the first strategy under the Community Strengthening Activities included in the RWCSP. The RCC is well used by a wide range of community organisations in Redfern and Waterloo, hosts many programs that contribute to the community strengthening, youth, environmental and early intervention strategies included in the RWCSP, and is staffed largely by Aboriginal community people. Bar-b-ques and other community events are also held regularly at the Centre. By August 2006, Council reported that 50,000 people had passed through the centre. People in Redfern in particular believe that the presence of the RCC on The Block, and the activities happening at the RCC have contributed enormously to increased feelings of community safety and reduced levels of crime and victimisation, although the extent of this contribution would be difficult to measure. However, the AHC believes that:

> Redfern Community Centre has 'massively' contributed to crime reduction and community safety in the area. There have been dramatic changes since the Centre opened. The patterns of crime have changed - rather than residents, it's now transients and visitors/'drop ins' who are committing the crime.

## i. Discussion

Despite the strong recommendation by Morgan Disney and Associates that the RWHSP contain an appropriate set of indicators and performance measures, the Action Implementation Schedule for Phase One of the RWHSP is lacking in detail, contains no performance indicators (apart from broad time frames for implementation) and includes no performance measures.

The Standing Committee on Social Issues endorsed the Morgan Disney recommendations, and called for a set of indicators and performance measures, short, medium and long term strategic objectives, and the establishment of greater trust with the community on the part of the RWPP and the RWA.

The views of community people interviewed for the present evaluation indicate that there is still considerable concern about the ways in which the RWPP was absorbed into the RWA, and the lack of information provided to community members about the implementation of the RWHSP. Strong views were expressed about the dearth of information provided to community members once the RWA took responsibility for the implementation of the RWHSP. Community members did not believe that they

had been kept informed about the processes of implementation of Phase 1 of the RWHSP and did not indicate any awareness that any evaluation of the RWHSP was underway. This stands in stark contrast to the views they expressed about their involvement in and contribution to the development and implementation of the RWCSP, and the role that officers from the City of Sydney played in keeping them informed and involved in this work.

Despite the recommendations for regular evaluation and review to be undertaken and made public, our evaluation has found a strong perception within community members and community based services that, even though the Annual Reports list various projects implemented by the RWA, that the RWA has not regularly made information about monitoring and evaluation of the RWHSP available to the public, and that a post hoc evaluation, has only recently been undertaken, the results of which have not yet been made public.

Perhaps we should not be surprised that so little real regard has been paid to these recommendations. In a review many years ago of the rate of implementation of the recommendations contained in the many reports on issues of significant social importance by the Australian Law Reform Commission, Justice Michael Kirby referred to a 'graveyard of reports' in mourning the long list of those reports that sat on shelves but whose recommendations were rarely implemented. Finally, a recent article on the politics of police reform also provides some useful points for thinking about the ways in which government works. In this article, Janet Chan and David Dixon argue that

> Inquiries are rarely appointed during periods of calm and stability for the purpose of considered reflection. Much more commonly, they are a response to problems which have reached a scale or achieved such prominence that governments feel obliged to seek external, considered advice. Typically, such problems and responses to them come in waves of scandal and reform.

> It is trite to observe that governments take the political heat out of issues by appointing inquiries, thereby diverting calls for immediate action, diffusing responsibility, and legitimizing state action (Chan and Dixon (2007: 444).

## 7. The Redfern Waterloo Community Safety Plan

a. The Community Safety Taskforce

The (then) South Sydney Council was an active partner in the RWPP. In May 2002, the Council appointed a Community Safety Officer, and in the same year, conducted 7 safety audits in Redfern and Waterloo. A stakeholders' workshop was held in December 2002.

The RWPP established a Community Council, and a number of Taskforces to address specific issues identified in the consultations and consistent with the stated aims for the RWPP. In addition to the Community Safety Taskforce, RWPP established Youth, Drug and Alcohol, Infrastructure, and Facilities Planning Taskforces (Social Issues Committee 2004a: 21). The Community Safety Taskforce met regularly from early 2003 to early 2007 and included members representing both government and community organisations operating in, and community representatives from both Redfern and Waterloo. The processes utilised to engender community engagement and participation in the processes of preparing and implementing the RWCSP are considered in the next section of this chapter. These processes stand in stark contrast to the general views expressed by community organisations and individuals about the form and extent of community consultation strategies undertaken by the RWPP through the other Taskforces.

The Social Issues Committee reported that they had heard numerous criticisms by witnesses during the course of their Inquiry about the consultation strategies used by the RWPP and the Taskforces – that they did not meet regularly, that they were 'more like meetings for the exchange of information' rather than 'outcome and action-based forums, where participants are included in the decision-making processes and in driving change', and that they were 'more of an administrative entity, rather than a place where action is taken' (Social Issues Committee 2004a: 22 - 29).

In contrast, the Community Safety Taskforce met regularly, and sought to establish trust and engender avenues of communication between members throughout the process of developing the plan.[25] Together with Redfern Police, South Sydney Council was assigned the role of 'lead agency' for the Community Safety Taskforce. Council took a proactive role and co-ordinated and provided administrative support for Taskforce meetings, kept community members engaged in the meetings, prepared drafts of the Community Safety Plan for discussion at the meetings, and took overall responsibility for the development of the draft Redfern Waterloo Community Safety Plan (RWCSP) in 2003.

In 2004, South Sydney Council and the City of Sydney Councils were merged, and the functions undertaken by South Sydney absorbed into those undertaken by the City of Sydney Council.

The draft Redfern Waterloo Community Safety Plan was adopted by the City of Sydney on 10 March, and launched by the Mayor on 16 June, 2004.

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[25] In a recent paper delivered at a CHD seminar at the University of Western Sydney on 22 April 2008, Peter Homel (Australian Institute of Criminology) argued that effective crime prevention projects should be premised on the development of trust and good communication between partners.

The Plan contains an overview of the work undertaken in developing the plan, which included extensive consultation with community organisations and individuals, including young people,[26] in both Redfern and Waterloo, a demographic profile of both suburbs drawn principally from the 2001 Census data, a detailed crime profile of both suburbs, an outline of the crime prevention and community safety work already undertaken by South Sydney Council and other organisations, and information on how the plan was developed. The plan then sets out five key areas in which work would be undertaken to improve community safety in Redfern and Waterloo. These are:

    a) Community Strengthening Activities
    b) Early Intervention
    c) Community Safety and Young People
    d) Health, Drug and Alcohol Issues, and
    e) Planning and Environmental Issues.

The overarching aim of the RWCSP is 'to address the underlying causes of crime by focusing on building and strengthening community networks and supporting the most vulnerable groups and individuals in the South Sydney community (RWCSP, 2004: 13). The strategies contained in the plan aim to:

- Develop local crime prevention strategies and establish safer communities through establishing strategic partnerships
- Deliver social justice, access and equity to all groups in the community
- Redress social, economic and cultural disadvantage
- Promote community networks and local identity while reducing social isolation
- Preserve and promote environmental values including enhancing community well-being and welfare through ecologically sustainable development
- Promote healthy lifestyles and well being including a commitment to a harm minimisation philosophy and
- Respect human rights (RWCSP, 2004: 15).

The remainder of this part of the report describes the processes adopted for the preparation and implementation of the RWCSP.

b. Development of the Redfern Waterloo Community Safety Plan
The final work in the development of the plan was undertaken over a 12 month period in 2003, although a significant amount of prior work had been done by South Sydney Council in preparation. Following a stakeholders workshop in December 2002, the Community Safety Taskforce met monthly between February and November 2003, and then quarterly in 2004, 2005 and 2006. The last meeting of the Taskforce was held in February 2007. Appendices C1 – C4 set out tables of attendance at all Taskforce meetings from 2003 to 2006.

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[26] A survey of the views of young people undertaken by South Sydney Youth Services also informed the development of the RWCSP.

The first meeting reviewed the outcomes of the December workshop, considered the ways in which a community safety plan could be prepared – define the problem, decide what to do, publicise the plan, and implement and assess progress in implementation. The meeting reviewed work on crime prevention and community safety that had already been undertaken or was being undertaken at the time by South Sydney Council.[27] The broad community safety topics identified in the December workshop and in prior consultations were included in the information provided.[28] The meeting was well attended by community representatives from both Redfern and Waterloo. The Waterloo community representatives continued to be regular participants in all the meetings convened by the Taskforce up until the last meeting in February 2007, but attendance by the Redfern community representative continued only up to and including the first meeting of 2005.[29] Representatives from Redfern Police, the Department of Education and Training, and the Attorney General's Crime Prevention Division were also present, as were representatives from Central Sydney Area Health Service and the RWPP. An RWPP representative attended all meetings in 2003 and 2004. An RWA representative then attended from August 2005 to November 2006. The absence of representatives from the Departments of Community Services (DoCS) and Health was noted. The South Sydney Council Community Safety Officer was nominated to chair meetings, and the Redfern community representative was elected as deputy chair.

The continuing absence of a representative from DoCS became a running concern that was noted in the minutes throughout 2003, although a representative from DoCS did in fact attend 3 of the 7 meetings. A Health Department representative attended all further meetings in 2003, as did a representative from the Aboriginal Housing Company. Redfern Police, including the Local Area Commander, attended all but one of the meetings[30] and regularly contributed information about their work, on the nature of offenders and types of offences, arrest rates, changes in the structure and strength of the command, and the fluctuating crime rates in Redfern and Waterloo. Representatives of the Crime Prevention Division of the Attorney General's Department[31] attended 5 of the 2003 meetings. Senior personnel from various sections of South Sydney Council also attended meetings.

Following the second meeting, which was held at Redfern Town Hall, Redfern Legal Centre joined the Taskforce and all subsequent meetings were held at this venue. Holding the meetings in a venue that houses a community based service, and which was familiar to and therefore a comfortable place for the community representatives,

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[27] Crime profiles of both Redfern and Waterloo had been prepared, and safety audits conducted (4 in Waterloo and 3 in Redfern), plans compiled by other Local Councils had been reviewed, and some community consultation had been undertaken by South Sydney Council prior to the formation of the Taskforce. Recommendations from the safety audits that were already in the process of implementation at the time of the formation of the Community Safety Taskforce were incorporated into the planning for the RWCSP.

[28] These topics ultimately formed the five key areas set out in the RWCSP.

[29] See Appendices C1 – C4, for an overview of attendance at RWCST meetings from 2003 to 2006.

[30] Curiously, the 'continued non-attendance' by police was noted in the one meeting at which police representatives were not present. From that point on, the Local Area Commander attended all but one of the 2003 meetings of the Taskforce, and all but one of the meetings in 2004,2005 and 2006.

[31] CPD staff attended to provide advice about how to develop and implement a community safety plan, and the requirements for approval of the plan as a Safer Community Compact under Part 4 of the *Children (Protection and Parental Responsibility) Act* 1997. Approval opens up eligibility for non-recurrent funding grants of up to $50,000 for projects included in the plan.

is one of the many factors that may well have contributed to the comments made by community people during the evaluation about the inclusiveness of the processes utilised in the development of the RWCSP.

Each meeting in 2003 focused on one of the key areas agreed for inclusion in the plan, mostly by way of presentations by representatives from organisations working in these areas in Redfern and Waterloo. Where necessary or requested at a meeting, specific issues were followed up and included on the agenda for later meetings. A draft plan was circulated and discussed at the August meeting, together with an Action Plan setting out for each of the strategies agreed for the four key areas, the lead and supporting organisations, performance measures, intended outcomes, timeframes, and human and material resources needed for each strategy. The final draft of the RWCSP was agreed at the September 2003 meeting. A notable absence from the Action Plan is information on estimated costs for specific actions, potential sources of funding for each action, or which of the services who were to be involved in implementing the strategies would be responsible for either obtaining and/or administering any such funds.

This stage of the process involved not only the extensive prior community consultation described earlier in this section, but also the inclusion of community members and organisations working in both Redfern and Waterloo as equal partners with both Council and government agencies in the decisions made about the form and content of the RWCSP. Information gathered for the evaluation indicates that community members were extremely pleased with the ways in which the plan was developed:

> The process was open and transparent with a surprising degree of accountability. Source this to the way in which it was set up by South Sydney Council with ownership for community at all stages.

> All the groundwork for the RWCSP was undertaken under South Sydney council banner. Strength was that all sectors of the community had input - work on the Plan left all doors and opportunities open.

> Community was not 'reference material' for the Plan The community were the drivers or pilots of the course the Taskforce took. They were not utilised as passive recipients by the external 'experts', nor were the professionals allowed to parachute in their preconceived ideas.

The definition of community safety that was adopted by the Taskforce and included in the RWCSP came from the community members of the Taskforce, and is indicative of the level of community inclusion in and commitment to the plan:

> Community safety is about creating and maintaining a safe place in which to live, work, and visit. This is achieved through a high level of community interaction and a strong sense of community responsibility for ongoing safety issues (RWCSP 2004: 11).

The enormous commitment in staff time and resources that was made by South Sydney Council to the development of the plan, and the way in which everyone

participating in this part of the process was included was recognised and celebrated by everyone with whom we spoke during the course of the evaluation.

> [T]he Community Safety Taskforce was the most successful of all [the Taskforces]. [This] Taskforce was not in the hands of community services but in the hands of Council - this made a huge difference - someone was designated to do support etc which resulted in sustainability.

c. Implementation of the RWCSP
The Action Plan contains 70 strategies for the key areas. Each strategy includes a statement of the human and other resources[32] required to implement each strategy, the recommended lead agency and the agencies and community organisations that would need to work in partnership with the lead agency for each strategy, time frames for implementing the strategies, performance measures, and expected outcomes. Community Strengthening has 19 strategies, Early Intervention has 18, Community Safety and Young People has 14, Health, Drug and Alcohol 12, and Planning and Environmental Issues has 8 strategies.

The minutes of the last meeting of 2003 show a clear recognition that in many ways, the development and drafting of the plan was the easiest part of the process.

Implementing and monitoring the many actions agreed for all five of the key areas in the plan, and ensuring that community members continued to be part of the process, would, perhaps, prove to be a more difficult task. The challenges involved were nicely summed up as long ago as 1994:

> Programs cannot be considered as some kind of external impinging 'force' to which subjects 'respond'. Rather programmes 'work' *if subjects choose to make them work and are placed in the right conditions to enable them to do so*. This process of 'constrained choice' is at the heart of social and individual change to which all programmes aspire (Pawson and Tilley, 1994: 294).

The minutes from the meetings in 2004, 2005 and 2006, held quarterly and again at Redfern Town Hall, confirm that the process of implementation of the strategies in the Action Plan for the RWSCP was much more fraught than the work on its development. Patterns of attendance varied from those in 2003, although Redfern Police, the RWPP/RWA, Community Health, DET, DoCS, the Aboriginal Housing Company, Redfern Community Drug Action Team, Redfern Legal Centre, and Waterloo community representatives were regular participants. The maintenance of links between the work of the Community Safety Taskforce and the work of the other Taskforces established by the RWPP, and obtaining information from the other Taskforces about their progress in achieving the outcomes set out in the Action Plan were ongoing challenges for the Community Safety Taskforce.

Another ongoing frustration related to the slowness of responses by some government agencies. For example, the RWCSP was originally submitted to the Attorney General's Crime Prevention Division (CPD) when it was in draft form in April 2004, and then, after a meeting between Council and CPD representatives, resubmitted in its

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[32] Although, as previously noted, no cost estimates were included.

final form in April 2005 together with its accompanying Action Plan. However, the RWSCP was not formally endorsed as a Community Safety Compact under Part 4 of the *Children (Protection and Parental Responsibility) Act* 1997 until November 2005. Following this approval, City of Sydney Council secured funding to establish the Midnight Basketball program in the Redfern-Alexandria-Waterloo area in 2007. While this program is not specifically included in the Strategies included in the RWCSP, it does fall under Strategy 5.15 and is consistent with the Council's *Social Plan*.

The perception that Council fulfilled its responsibilities in the implementation of the RWCSP, but that some of the other organisations with responsibilities under the plan perhaps did not embrace these responsibilities, or were slow to implement them was a theme running through the responses collated during the course of the evaluation. There was a sense that people believed, because of their experiences over the years, that Council is skilled in working with community organisations and individuals, but that some of the state government agencies were less skilled in working together and working with community.

Police were also cited as fulfilling their responsibilities under the RWCSP during some of the informal discussions with community members during the course of the evaluation. In particular, the appointment during the early implementation of the RWCSP of a Local Area Commander who grew up in Redfern, 'got out on to the streets' and took her officers with her, and who willingly engaged in discussions with people on the streets, was cited as a major reason for a perceived increase in community safety as well as respect for the police in the Redfern Local Area Command. This Commander has now been promoted, so there was a general sense that people were waiting to see how the new Commander would go about establishing solid relationships with people in both Redfern and Waterloo.

The question posed during the evaluation, 'What do you think about the ways in which the plan was implemented? Were the processes clear and well understood by all the stakeholders?' elicited the following responses:

> Excellent! The meetings were well run. There was a lot of debate on the purpose of the group, about whether the meetings were for information sharing or should be task driven. Most members wanted the latter as good lines of communication had already been established. The only people who were benefiting from the information sharing were the government departments. The purpose of the Taskforce was lost along the way.

> Generally, the issues were and are clear. Transposing plans to action is really messy. 'Core business' is a good example of work avoidance by agencies. Bottom line is 'what is the work and how are we going to do it?' For example, responsibility for Waterloo Green - lighting, trees, and graffiti removal - should be easy to address but has not been dealt with.[33] This raises the issue of

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[33] Note that , in September 2007, the RWA, through the Human Services Plan Implementation Senior Officers Working Group, prepared a detailed Waterloo Green Action Plan designed to improve public safety and amenity on and around Waterloo Green, reduce anti-social behaviour associated with excessive public drinking, provide more information about services, events and local interest groups,

how to do the more complicated 'human side'. Community stakeholders were genuinely involved in implementing the RWCSP - although perhaps not as many of them as there should have been, [although] some tenants tended to devolve responsibility to the more outspoken, skilled people.

From an 'outsider's perspective', some got on and 'did it', some did not. Consequently, the RWCSP was nowhere near as effective as it could or should have been. Department of Health and Human Service providers who were part of the Accord arrangements did not get on board as well as they should have. Perhaps it's possible to bring other critical human service providers such as DADHAC more closely on board.

Implementation of the RWCSP was uneven because of the differing levels of commitment by the government agencies. For example, Council's responsibilities under the Plan were well implemented but some of the other government organisations' responsibilities were not well done. Department of Health representatives but did not always attend meetings – [their participation in the implementation of the RWSCP] was extremely disappointing. Police were generally good - did some lovely things with young people - horses, excursions, etc. [Redfern Local Area Command] has a really active Youth Liaison Officer who's good at doing work with young people.

Reasonably well - was very well received. Good implementation by some government agencies, others were 'reluctant starters'.

One of the primary concerns expressed by those with whom we spoke during the evaluation was the way in which the RWA took over from the RWPP, and the perceived lack of community inclusion in the implementation of the RWHSP. Respondents were asked 'What do you think about the RWCSP in the context of the Redfern-Waterloo Partnership Project?' Their responses, which echo the findings by the Social Issues Committee outlined above, were:

The RWPP would hate the plan. RWA has chosen to ignore the RWCSP, which was developed by a process that was alien to them. From the Minister down, they are saying that there's no need to consult, because the community has been over-consulted, so we'll rely on the written word. The RWCSP provided a means of holding service providers accountable. RWA does not allow itself to be held accountable. RWA prunes information off onto its website - one local group keeps all the material that has been posted on the RWA website and uses it when appropriate. RWA is thin skinned and conspicuous by its absence in the development and implementation of the Community Safety Plan.

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improve assess to key human services, make more use of meeting and activity spaces, and increase interaction between older residents and young people. They plan to monitor the implementation of these actions (information from Julie Parsons, Acting Community Relations Manager, Redfern Waterloo Authority, 1 May 2008). The implementation of this plan is included in the evaluation of the RWHSP that is due for completion in May 2008.
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[The RWCSP] was the most organised and workable. It worked, and currently is the only thing [I] can see as sustainable beyond the RWHSP and the RWA.

RWPP died a premature death. It re-emerged as RWA but with no transition of knowledge. [The Community Safety] Taskforce succeeded despite the [RWPP]. RWA never showed much interest in the Taskforce.

Central. No matter what bits of dirt, perceptions about what's happening are the key element in whether the RWA gets the money. This is a good reason why the RWA should be involved. Safety is about ownership and care for others; it's about connectedness, comfort, and building community. Where the process sees the community as bricks and mortar, rather than people, crime prevention does not work. Crime prevention and community safety is not just about eyes on the street, but about people knowing each other.

About clarity around roles and responsibilities. RWPP, like RWA, is about identifying the drivers - if it's about getting outcome and processes, then participation suffers. Often, stuff is imposed more and more so that the stakeholders and the community members feel they are not part of it. Another important element is the historical tension in Redfern.

d. Achievements of the RWCSP.

The first part of this section sets out the views that were expressed by those with whom we spoke during the evaluation about what the work done in implementing the plan had achieved. The second part sets out the views of those interviewed on improvements in community safety in Redfern and Waterloo. Almost everyone that we interviewed considered that the 'feeling' of community safety had improved considerably over the last few years. A multiplicity of activities by state government and Council that are related to community safety and environmental design in both Redfern and Waterloo had commenced before the RWCSP was launched and many are still running, so the responses are not necessarily confined to implementation of the strategies in the RWCSP. The final part of this section draws from agency reports on the actions that were taken in compliance with the plan, and explores the issue of the relationship between the things done and the achievement of the aims of the plan – that is, the distinction between outputs (the things that were done) and outcomes (the changes that have occurred as a result of the things that were done).

i. The question, 'Did the plan achieve anything? If so, list the achievements, starting from the best.' elicited the following responses:

Yes. Best was that it got the community talking and identifying their own needs for themselves. Opened up links between some government agencies and community. Brought the community a sense of hope that there would be improvement.

[The] RWCSP is the success of the Taskforces - right people, right actions and focus. Generally the feeling of [improved] community safety has been one contribution that RWCSP has achieved as their side of the bargain.

[We] were engaged by City of Sydney to undertake a project to identify what

would impact on perceived fear of crime in Redfern/Waterloo. [We] ran seminars on understanding mental illness. These were attended by community workers but not by many individuals in the community. Community people loved the personal safety alarms that were distributed as part of this project. [We] ran morning teas, collected information from community people, and distributed personal safety alarms. [We] initially distributed a newsletter to high rise residents in Redfern/Waterloo. Council took over contents to advertise what they did (did include useful council phone numbers for specific services).

Yes. The Plan kept community safety and the things that were being done on the agenda, although it could have involved the community more. Some achievements are the NRMA bus, and people's improved understanding of the issues and how they could respond. More importantly the implementation of the RWCSP underlined that it's possible to address community safety, and that, with more work, you can go further in achieving this aim.

Yes - safety as an issue is firmly on the agenda. Having a formal document and all sorts of stakeholders is part of this outcome. The document can be built on - need to go back to the basics of the plan to identify what everyone needs to address. Some individuals and agencies have taken this stuff on more than previously. For example, some tenants with good skills are now part of the 'main game'. The real power comes from individuals and community members changing the way things are done. This is stronger now than ever before.

It did. Nothing specific, rather lots of small things that ended up being big. Ultimately, the solutions were 'band aids'.

The Plan created more awareness [and] let people in the area know what was going on and they could see what other organisations were doing.

ii. Respondents were also asked, 'Do you have a sense of any improvements (or otherwise) in community safety in Redfern/Waterloo in the last few years?' They were also asked to provide some examples of improvements in community safety or reductions in crime of which they were aware. The responses illustrate the differing views about the relationship between the RWCSP and the levels of community safety and levels of crime and victimisation in Redfern and Waterloo:

Safety in the area definitely has improved. There have been reductions in street robberies, there are fewer bag snatches, break and enter and steal from motor vehicle and dwelling have decreased. Of course, crime does go up and down. The feeling of the area has changed a lot. Personally, feel safer on the streets. Street drinking has reduced because of the Alcohol Free Zones. Some people think it's a crime to drink on the streets, and get a bit upset when police just move people on.

Yes, Danger and desires are often based on perceptions. People are becoming more discriminating in their perceptions which are shifting so that people are expressing different views.

The lighting is definitely better up around the housing estates. [I'm] not hearing about bag snatching and other street crimes as much as [I was] prior to the RWCSP.

Can ask the question 'Safer for whom?' Particularly apt where people were hounded out of the area. Do have a sense of improvements in the area - depends on the time period and how you 'slice it' in terms of specific crimes. For example, in the 1930s, Redfern/Waterloo was a very safe place! Crime is down at the moment, but the perception is that it's not safer, largely because of continuing hysterical media reports. There has been a progressive withdrawal of support for 'neighbourhood', as in community neighbourhood centres. [Our organisation] deals with a client base with low level of literacy and low levels of formal education. Tendency not to deal with strangers increases the fear of crime - disproportionality in fear of those people who are spending time outdoors in groups and yelling out to people they know. If [I] was in council and worried about people dying alone in high rise units [I] would fund Neighbourhood Centres. Neighbourhood Centres were funded by DoCS through Community Services Neighbourhood Funding Scheme – [as a result, the] Commonwealth government withdrew funding for settlement services.

Yes - there has been an improvement in safety, although this is difficult to quantify. 30 years [living in Redfern] gives a street smartness, and long term relationships with people in the community

Stuff in Redfern and Waterloo communities is cyclic. A lot of factors aren't being addressed. One example of this is the way in which public housing allocations are made. The priorities are former prisoners, people with mental health problems, etc. Housing these folks raises many issues around the general safety of other housing tenants. Allocation is not seen by Housing as a central issue but is crucial and can change communities and crime levels overnight. Perceptions of safety change, leading to isolation of elderly residents, perceived problems with visitors and drug dealers. Little projects can create small improvements but gains need to be built on. Getting people involved through ownership of common space and participation in community activities, building on what's been achieved, are areas in which community safety has improved.

Lots! These can mainly be linked with work undertaken by AHC and Police. Perhaps the answer is a little bit of 'tough love'.

People are more prepared to go out at times of day and to places when and where they would not have gone at those times and to those places 3-5 years ago. Some of the projects identified, supported and sometimes run through the RWCSP have brought people of all ages together.

[Improvements in community safety are m]ore in terms of perceptions - things like Channel 7 being willing to come into the area (in Carriageworks). Could look at taxi figures to check whether the level of robberies from taxi drivers is down (this is the perception). Don't believe that there's been a significant change in the levels of domestic violence or 'psych pickups' in the area,

although would need to look at [police] data to support this view. These are the things that influence perceptions.

Not everyone in Redfern or Waterloo is saying that they feel safer. It's not a linear thing - incidents spike, people move in and out, drug supply goes up and down. There's been a recent spike of people being attacked while waiting for the shopping bus although this will be sorted out once the culprit is arrested. .. Crime happens everywhere so people need to be alert. Older people are easy targets or at least they feel that way.

iii. As outlined earlier, the RWCSP is divided into five key action areas:
- Community Strengthening Activities
- Early Intervention
- Community Safety and Young People
- Health, Drug and Alcohol Issues, and
- Planning and Environmental Issues.

The set of strategies for each action area is wide ranging, and, perhaps because of this, the reports to the Taskforce meetings in 2005 and 2006 on the implementation of each of the strategies tend to list activities that fall under the strategies by the reporting agency, but do not indicate whether systems for recording and monitoring compliance with the stated performance measures have been established. The minutes of taskforce meetings in 2005 and 2006 do not indicate whether such systems were established by any of the participating agencies. To be fair, counting and monitoring compliance with (sometimes rather vague) performance measures is an onerous task, and one which is rarely done systematically. While the police provided charts on very broad changes in the rates of reported crime for the most common offences identified in the RWCSP, the minutes do not indicate that any arrangements had been made for the systematic collection and analysis of crime data during the implementation period.

As the lead agency for the RWCSP, the City of Sydney collated the activities related to each of the strategies that had been undertaken by members of the RWCST – twice in 2004 and twice in 2005. In 2006, City of Sydney, Redfern Legal Centre, the Department of Housing, the Aboriginal Housing Company, the Waterloo Neighbourhood Advisory Board, and Redfern Police produced a list of achievements under the RWCSP. While the police set out their achievements in line with the strategies for which they had responsibility, all other organisation presented their achievements without specific reference to the strategies. Clearly, the CPD is the most appropriate State Government organisation with the capacity and resources to provide advice and practical support for monitoring and evaluating community safety plans, including the provision of some pro-forma documents for use in doing so. However, to date, such forms have not been prepared or made available for general use. We therefore recommend that Council consider drawing up a document that provides a standard format for reporting on outputs to be used by all agencies participating in the implementation of any community safety plans for which Council is lead agency.

A final 'matrix' – *Redfern Waterloo Community Safety Plan - Achievements for 2004 – 2007* was prepared for the February 2007 Taskforce meeting. This matrix is attached as Appendix D. Once again, this document does not link the achievements with specific strategies, identify the agencies responsible in

every instance, or report on compliance with the stated performance measures. Instead, the achievements are listed under the headings of

- Education and Information
- Early Intervention – supporting Children and Families
- Young People – supporting people aged 12 – 18 years
- Older People – supporting people aged 55+
- Women
- Public Domain,
- Drug and Alcohol Strategies, and
- Ex-offenders.

Perhaps this slight shift in focus from some of the action areas agreed in the RWCSP was appropriate and indicative of the messages about flexibility and responsiveness to new and more pressing issues that are included in the RWCSP. As the first of its kind, the RWCSP acknowledged that 'evolving practice and unique local conditions will always give rise to new ways of creating safer communities' (RWCSP, 2004: 16). It is clear, from the information provided in interviews and the documentation of progress under the plan, that considerable work has been undertaken by the agencies participating in the Taskforce and that much has indeed been achieved as a result of the RWCSP that will continue well into the future.

Community strengthening activities include the annual festivals in both Redfern and Waterloo that are now funded and organised by the City of Sydney, and regular neighbourhood bar-b-ques in Redfern and Waterloo. The Redfern Community Centre is well known and used for a wide range of community education, meetings and events, and has become an important source of pride in the Aboriginal and wider community of Redfern. Resources have been produced and disseminated - including safety tips brochures, useful numbers cards, and engraving kits. Information about what's happening in both Redfern and Waterloo is regularly posted on the City of Sydney website. The Creating a Safer Community project is well underway, and has provided advice, personal alarms, organised workshops on specific topics, circulated Safety newsletters, and run small community strengthening activities. Community Safety Audits are conducted in both Redfern and Waterloo; specific audits are conducted as needed in identified hot spots. The Neighbourhood Advisory Boards (NAB) in both Redfern and Waterloo continue to meet regularly and monitor actions intended to improve facilities and safety, particularly in public housing. The Waterloo NAB appears to be the stronger of the two, having recently spent a whole day discussing and deciding on how it is organised and what it should be doing to improve community capacity and safety.

Much has been put in place within the timeframes set out in the RWCSP in the areas of early intervention and community safety for young people. Redfern Connect is flourishing at Alexandria Park Community School, offering a range of programs, some of which are funded by the City of Sydney. Police relations with young people seem to have improved.[34] Police continue to mentor young people and to organise camps and other activities for young people. NRMA has funded a Crime Prevention van that police ensure is part of community events in both suburbs. Midnight

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[34] Personal communication from Shane Brown, Director, South Sydney Youth Services, Waterloo, May 2008.

Basketball continues, funded by the City of Sydney.

Aboriginal men's group camps have taken place, again funded by City of Sydney. The Short Black Films project has produced at least three films that have been screened at part of NAIDOC week.

Much progress has been made in implementing the strategies designed to address Health, Drug and Alcohol issues. Licensed Premises Accords have been developed, and numerous resources produced to assist in reducing alcohol related harm. Safe disposal bins for used needles have been installed by City of Sydney at regular intervals around the streets of Redfern and in selected parts of Waterloo. Education campaigns on drugs and drink driving continue.

Finally, planning and environmental issues have not been ignored. The RWCSP – Achievements 2004-2007 indicates that the strategies in this action area of the RWCSP have been implemented, and that much of this work has gone beyond that originally agreed for the plan.

## 8. Discussion and conclusions

a. Introduction
This part of the report first explores the issues of whether the work undertaken by Council and its partners in the Redfern Waterloo Community Safety Taskforce has achieved the overall aims of the plan, and those of the specific aims for each of the 70 strategies contained in the plan.

The report finishes with a brief consideration of the issues related to the governance of community safety - engagement of community members and service providers, whether the mantras 'local solutions to local issues' and 'whole of government' working with community has relevance to community safety work in the context of persisting 'silo mentalities', and whether community safety plans are useful in a shifting government environment.

In light of our tentative conclusions on these points, we briefly consider whether Redfern and Waterloo need another Community Safety Plan.

b. Were the overall aims of the plan achieved?
As stated in the previous chapter, the overarching aim of the RWCSP is 'to address the underlying causes of crime by focusing on building and strengthening community networks and supporting the most vulnerable groups and individuals in the South Sydney community' (RWCSP, 2004: 13). The aims for the strategies contained in the plan are also set out in the previous chapter and will not be repeated here.

The term 'wicked issues' has been used to describe those social or policy problems that demand intervention from a range of agencies and bodies, and which often seem intractable. Even though it has not been possible in the present evaluation to adequately investigate in the ways they suggest, it is apt to note that one evaluation researcher has argued,

> … at the very least [we need] multiple theories to be articulated with respect to the multiple processes and relationships involved in delivering change. …[Complexity theory] emphasises the significance of open systems in which different elements interact dynamically to exchange information, self-organise and create many different feedback loops, where relationships between causes and effects are non-linear, and where the system as a whole has emergent properties that cannot be understood by reference to the component parts' (Barnes et al, 2003: 272, 276).

It is perhaps trite to say that the RWCSP is not a single 'initiative' or 'program', but rather a complex plan whose implementation called for the initiation of multiple activities by a number of actors, working together in different combinations for different activities. The activities included community building activities which, while consistent with some of the theories discussed in the crime prevention and community safety literature, drew equally from 'gut feelings', experience and knowledge garnered from living and working in Redfern or Waterloo. The 'actors' were from agencies with different formal and informal 'rules' of operation. They instinctively relied on different rationales and assumptions, and different theories about how change could be achieved (Barnes et al, 2003). The power differentials in access to

knowledge, information, and capacity to act between the members of the taskforce had the potential to negatively affect the building of collaborative capacity to achieve the aims of the plan. This set of issues will be considered more fully later in this chapter.

The stated aims are expressed in very broad terms: 'building and strengthening community networks' and 'supporting the most vulnerable groups and individuals in the community.' '[C]ommunities can be wonderfully conciliatory, egalitarian and democratic but they can also be parochial, intolerant, hierarchical and punitive' (Crawford, 2007: 453). However, the views expressed, particularly by community individuals and organisations who were interviewed for the evaluation, together with the list of achievements by 2007, and the crime data indicating either reductions or stability in the levels of crime in both Redfern and Waterloo over the last ten years all indicate that in general terms considerable progress has been made towards achieving the aim of improving community safety.

On the other hand, the demographic changes that have taken place since 2001 that are summarised earlier in this report indicate the inverted hierarchical nature of the communities in Waterloo and Redfern, which indicates that there may be some members of the community in each of these suburbs who were not part of the Taskforce processes, and for whom community safety is a vexed issue. In Waterloo, these changes include the decrease in the proportion of people living in the suburb who identify as Aboriginal, increases in average income, a shift in balance between public and private housing, and a decrease in the school aged population. In Redfern, these changes include the increasing proportion of people living in public housing.

Most of the people living in the newer apartment complexes and in the more expensive houses in each of these suburbs will more than likely have well paying employment requiring long hours at work that preclude participation in community forums, most of which are held during working hours. Apart from agency and service representatives, the majority of people who participated in the forums attended for the evaluation were those who lived in or near public housing, many of whom were retired older people. The voices of the latter group are well represented in these forums, and the views about levels of community safety incorporated in this report are predominantly those of this latter group. This group represents only a small proportion of the population, and their views may not be representative of the wider population.

Turning now to the specific aims of the RWCSP, and drawing from the evidence presented in the earlier chapters, we address each in turn.

*Develop local crime prevention strategies and establish safer communities through establishing strategic partnerships.*
Clearly, local crime prevention strategies have been developed as part of the plan, and, according to most we spoke with during the evaluation, some continuing strategic partnerships have been established. In response to a question on whether they had a sense that there are now genuine partnerships between government and non-government agencies in the Redfern/Waterloo area that arose out of the work undertaken in fulfillment of the R/W CSP, some said:

Council/Police/Housing/Human Services Team/Residents (through the Neighbourhood Advisory Boards) are all working together.

Not sure how much they can be linked with the implementation of the RWCSP, but some government departments (particularly Human Service providers) seem to be working more collaboratively.

There are some partnerships with a large component of genuineness between Local Government, the NAB and residents.

*Deliver social justice, access and equity to all groups in the community*
*Redress social, economic and cultural disadvantage*
Both these aims seek to address the long term disadvantage and inequitable access to resources and services. Some of the community building activities and programs for children, families and young people that were commenced under the RWCSP and that continue to operate will contribute, if they are able to survive financially in the long term, to the achievement of these aims. While some individual projects may have already been evaluated, each of these programs should be the subject of separate evaluation, and the results of these evaluations considered together, in order to demonstrate whether progress has been made in delivering social justice, access and equity and redressing social, economic and cultural disadvantage. We therefore recommend that Council call for individual evaluations of the programs introduced as part of the RWCSP and which have not yet been evaluated. Any evaluation should focus on the achievement of the community development aims in parallel with a consideration of the impact of the program on community safety.

*Promote community networks and local identity while reducing social isolation*
Community networks, specifically within public housing communities, have not only been promoted, but have also been enhanced, particularly through participation in Neighbourhood Advisory Boards. Other community strengthening activities such as the local bar-b-ques and annual community festivals all contribute towards the achievement of this aim. However, it is not clear whether, and if so to what extent, community networks have been established across all sections of the communities in either Redfern or Waterloo.

*Preserve and promote environmental values including enhancing community well-being and welfare through ecologically sustainable development*
The work undertaken by City of Sydney Council towards this aim is well documented in the stated achievements of the RWCSP. These activities are now also part of the Council's *Social Plan 2006-2010* and *Safe City Strategy 2007-2012*.

*Promote healthy lifestyles and well being including a commitment to a harm minimisation philosophy.*
 The numerous brochures and other information now available on the City of Sydney website and displayed and available for clients in hard copy in agencies throughout Redfern and Waterloo indicate that the promotion of healthy lifestyles and well being is now common practice. However the promotion of healthy lifestyles is obviously not the same as knowing whether such lifestyles have been adopted by the people in Redfern and Waterloo. Although we make no recommendation on this point, perhaps consideration should be given to engaging in a community consultation on this issue.

*Respect human rights.*
This is an underlying way of operating, a reminder to everyone involved about how to act towards each other, rather than an aim that can be interrogated.


c. Governance issues
*i. Why was the Community Safety Taskforce (apparently) successful in spite of the shifting sands all around it?*

The interim report of the Social Issues Committee provided a partial answer to this question. The committee heard much criticism of the Taskforces (Social Issues Committee, 2004: 22 – 29), and concluded that ideally, the Taskforces should be outcome and action based forums, where participants are included in the decision making processes and in driving change. The views expressed during the course of this evaluation indicate that the RWCST was the only Taskforce that was 'task driven and purposive, and that the other Taskforces met only a few times at most and were unfocussed and ineffective. The lesson to be learnt here is one that is contained in much of the literature on crime prevention work about what makes partnerships successful.

*ii. What makes partnerships successful?*
Drawing from earlier work by Bennington and Cummane (1999) and Birkerhoff (2002), Homel (2006) has argued that a number of elements need to be present in a successful partnership arrangement. These include:
- Commitment
- Equity
- Trust
- Mutual goals/objectives
- Collaboration over implementation
- Continuous evaluation
- Timely communication and responsiveness, and
- A balance between mutuality (eg equality in decision making, joint accountability, mutual trust and respect, as well as jointly agreed purposes and values) and the specific organisational features that both add value to the process and make each agency indispensable to others.

As we have seen, some, but not all of these elements were features of the work related to the RWCSP. As we have already concluded, Council was fully committed to the development and implementation of the RWCSP. Considerable trust was built, particularly between Council and community individuals and services, and timely communication and responsiveness was a feature of the way in which the City of Sydney both steered and rowed.[35] Communication was generally timely and responsive. There was a fair degree of mutuality.

The two features that were perhaps less apparent were collaboration over implementation in all of the strategies of the plan, and evaluation that was planned as part of the development of the plan.

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[35] These terms are used in a thought provoking piece by Crawford (2006) on networked governance and the 'post regulatory' state.

The community representatives, both individual and agency, who were Taskforce members believed very strongly that they were equal partners in the development of the plan. All considered that community safety projects are best co-ordinated at the local, rather than the state, government level. They believed that local government is more skilled at and has a more reasonable track record in community consultation and collaborative and individual project management than do state government agencies. Many sourced their satisfaction with the processes adopted for the tasks of developing and implementing the plan to the leadership and sheer hard work invested in this by the South Sydney Council/City of Sydney Community Safety Officer (now Senior Project Officer – Safe City) in particular.

The work undertaken by the Senior Project Officer is very similar to that of the Community Safety Managers investigated by Hughes and Gilling. They suggest that the work of the CSM was

> a mix of 'jobbing' auditor, facilitator of never-ending partnership loops, and competitive and entrepreneurial bidder for (often short term) project funding from central government. … A more pressing imperative [than the domination of risk management priorities which some in the UK have argued will be the future role of a CSM] for community safety 'officers' may be reconciling the difficulties of managing organisational change and not least, the shift to inter-agency working across still distinct departments and agencies (Hughes and Gilling 2004: 140).

*iii. How can effective partnerships across sectors and silos be achieved?*
Again, we turn to Cherney's work on the Victorian Kennet Government's Safer Cities and Shires program for advice on this issue**:**

> The benefits of partnerships are often assumed, with central government policies and programmes appealing to the advantages of local agencies 'working together' without giving sufficient consideration to the link between central policy and practice and its direct effects on the operation of local partnerships.

> … broader State government policy [i.e. Victorian] and action (or inaction) undermined the effective operation of local partnerships formed under Safer Cities and Shires. *The lessons from this case study highlight that without commitment to the devolution of resources, authority and decision-making powers, partnerships will struggle to effectively deliver State-wide policies on crime prevention and community safety* (Cherney, 2004: 238, emphasis added).

He goes on to say:
> As highlighted by the work of Crawford the authority and accountability of crime prevention and community safety partnerships is a vexed issue, given they blur the boundaries between the roles and functions of agencies sitting on partnership forums (Cherney, 2004: 245).

> Participation on partnership forums and input into strategy development only make sense if they are seen as ongoing processes. In the absence of such sustainability, agencies will be reluctant to commit to partnership work and are

more likely to be just 'supportive passengers' – sitting on forums, but contributing very little (Cherney, 2004: 247)

Colin Rogers, commenting on one of the many UK crime reduction programs under their Crime and Disorder Act, had this to say on partnerships:

For crime reduction and multi agency partnerships the lessons to be learned include the fact that it is not enough to agree to a goal. The success lies in achieving that goal through true interagency work, avoiding petty jealousies and local politics while attempting to understand the differing cultures and working practices of partnership members. However, this is not as easy as it seems. .. [T]hose that are responsible for planning crime reduction programs should be aware that the police, as well as other partnership members, have the ability to appear to change without really changing at all. Once this is recognised, then perhaps common goals in crime reduction will be achieved (Rogers, 2004: 11).

Cherney also provides a useful summary on what is needed for partnerships to be effective:

- Clear priorities and objectives;
- Broad representation including government and non-government groups;
- Clarity about the inputs and responsibilities of various agencies in the partnership;
- Commitment by all agencies, especially by senior personnel to their organisation or department;
- Processes to address disagreements in an open and constructive manner;
- Support by a dedicated coordinator or officer;
- Access to good quality data and research on best practice crime prevention – this is essential for strategy development;
- Adequate resources;
- Clear short- and long-term outcomes to be achieved; and
- A strategy to publicise the partnership (Cherney, 2006:2).

The suspicion about motives and intent that community people expressed about State Government service providers seems to be far less apparent in their almost universally positive views about and experience of local government. Trust was built and power differentials minimised through the adoption of regular, clear and consistent communication with all members of the Taskforce during the development of the plan. These skills and the skills developed by of all members of the Taskforce at all stages of the plan should not be lost, but rather honed through revisiting, celebrating and engaging in debates and ongoing evaluation, in particular of the aims that can only be realised in the long term.[36]

*iv. The role of Local Government in crime prevention*
Cherney (2006:2) provides one of the best summaries on this issue. He argues:

Given local government's traditional responsibility in providing local services and support, it is in the best position to implement crime reduction strategies

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[36] For further thoughts on successful partnerships, see Uusikyla and Valovirta, 2007.

due to the localised nature of crime and disorder problems.

.. while local government is continually trumpeted as a lead agency in state government crime prevention programs, it has limited authority to demand levels of accountability from organisations that have a key role to play in crime reduction at the local level (for example, police or state government housing authorities).

What this points to is the need for open and honest dialogue between state and local government relating to responsibilities for crime prevention and community safety. It should involve discussion about resources (such as those addressing the non-recurrent nature of most state government funding schemes) aimed at building capacity within local government, and include agreements about expectations and outcomes. Most importantly, though, is that if local government is to be a 'torch bearer' for crime prevention, there needs to be some willingness on the part of state government to devolve authority and decision making power to local government so that it can facilitate effective partnerships with relevant agencies Cherney (2006:2).

d. Final thoughts on evaluation

Again, Cherney (2006: 3) provides some useful starting points for thinking about how evaluation should be part of the developmental and implementation processes of community safety and crime prevention projects. In his extensive work reviewing numerous such projects Cherney has consistently found that there has been a lack of investment in evaluation, that it is not a systematic part of program planning, but an after thought – left until the program has run its course. We agree with him when he says that 'Evaluation should be as much a priority in planning as the task of selecting what crime prevention approaches to adopt (Cherney, 2006:3).

The key relevant points made by Cherney on evaluation are that:
- An evaluation plan should involve process (assessment of whether agencies/individuals actually implemented and delivered the strategy) and outcome (ie, methods for measuring whether the intended reductions in crime improvements/community safety were achieved).

- Process evaluation is concerned with looking at the quality and level of program outputs
  - Should begin at the start of a strategy and be ongoing, involving the close monitoring of program implementation

- Outcome evaluation is concerned with impact (ie, verification that outputs actually reduced the crime problem)
  - Should begin early on and involve the collection of data on the overall size of the crime problem before strategy implementation, and then following implementation to see whether the problem is decreasing (pre- and post-measurement).
  - Post measurement should occur for some time after strategy implementation to establish that any observed reductions in crime are being sustained and to identify whether the problem is beginning to re-emerge.

e. Do Redfern and Waterloo need another community safety plan?

The City of Sydney cites the RWCSP in both its *Safe City Strategy* and in their *Social Plan*. Clearly the council has a commitment to enhancing and maintaining community safety, not only in Redfern and Waterloo, but in all parts of the city. Their website has contained regular (although broad) reports on the implementation of the plan, and updates on reductions in specific crimes. People feel safer, but believe that there is more to be done in achieving the aims of the existing plan. The RWCSP is an award winning plan, thoroughly and thoughtfully developed with input from a wide range of people. One community member who were involved in its development and implementation was very keen to ensure 'that the Plan as such should be kept as a relevant reference document when dealing with Local, State and Federal governments, because there is a paucity of developed material that incorporates the wishes of the residents of an area'.

Rather than writing a new plan, consideration could be given to bringing the Taskforce together again to review and celebrate the considerable progress that has been made in implementing the plan and to decide what needs to be done from now on.

In a useful discussion of ways of evaluating community crime prevention projects, Armstrong and Francis (2003) provide some guidance on what could be done by the reconvened Taskforce. The 'Social Agenda/Advocacy' approach seems most relevant for this purpose. Social Agenda/Advocacy evaluations

> favours a constructivist orientation and the use of qualitative methods. For the most part, they eschew the possibility of finding right or best answers and reflect the philosophy of postmodernism, with its attendant stress on cultural pluralism, moral relativity and multiple realities. They provide for democratic engagement of stakeholders in obtaining and interpreting findings' (Stufflebeam, 2001: 62). These approaches include stakeholder involvement in client/centred/responsive approaches in which any or all of community groups, beneficiary groups and program experts may provide the questions to be addressed, the criteria for evaluation and their judgments of the program.

> This approach has its advantages especially when future program improvements are dependent on the communication and willingness of participants. Its major drawbacks are the time, skill and effort required for its successful implementation (Armstrong and Francis, 2003: 6).

## Appendix A: Redfern and Waterloo Community Profiles

Summary of significant changes in demographics in Redfern and Waterloo between the 2001 census and the 2006 census:

a. Number of people
While the population of Redfern increased only slightly between 2001 and 2006, the population of Waterloo almost doubled - from 5745 in 2001 to 11,122 in 2006.

b. ATSI population
In 2001, 7.2% of the people living in Waterloo were Aboriginal or Torres Strait Islanders. With the influx of new residents into Waterloo, by 2006 only 3.4% identified as Aboriginal or Torres Strait Islanders. In Redfern in 2001, 2.7% of the residents were Aboriginal or Torres Strait Islanders. By 2006, this proportion had fallen slightly to 2.4%. The proportion of Aboriginal and Torres Strait Islanders in the whole of Australia in 2006 was 2.3%.

c. Gender and age
The proportion of males and females in both suburbs is different from the proportion for the whole of Australia. In 2006, 56.1% of Redfern residents and 53.5% of Waterloo residents were male, while only 49.4% of all Australians were male. The proportion of people aged between 25 and 54 living in both Redfern (57.9%) and Waterloo (50.9%) was also higher than the proportion of people in this age group in the whole of Australia (42.2%). The proportion of children aged between 0 and 14 was lower in both suburbs than it is in the whole of Australia.

d. cultural background
In 2001, 31% of Redfern residents and 41% of Waterloo residents were from a non-English speaking background. In 2006 35% of Redfern residents and 43% of Waterloo residents were from non-English speaking backgrounds.

In 2006, English was the only language spoken at home for 55.9% of Redfern residents, but only 48.8% of Waterloo residents spoke only English at home. In stark contrast, 78.5% of all Australians spoke only English at home in 2006. The diversity of the community, particularly in Waterloo, is reflected in the most common languages spoken at home other than English. In Redfern in 2006 these were Cantonese (3%), Russian (2.4%), Greek (2.4%), Mandarin (2.2%) and Arabic (1.7%) whereas in Waterloo, the most common languages spoken at home were Russian (5.9%), Mandarin (5.2%), Cantonese (4.1%), Indonesian (2.8%) and Vietnamese (1.9%).

e. Education levels
The highest levels of education reached have markedly increased since 2001 for people living in both Redfern and Waterloo.

e. Families
The proportion of single parent families with children decreased in both suburbs between 2001 and 2006. The total number of children attending school also decreased, with the most obvious changes at the primary and secondary levels.

e. Housing

Sixty seven percent of households were living in public housing in Waterloo in 2001. By 2006, with the building of many new and refurbished apartments, this figure had fallen to forty seven percent. In contrast, the proportion of people living in public housing in Redfern rose from twenty three percent to thirty eight percent in the same period.

e. Income

Weekly incomes in Waterloo have also significantly increased. In 2001, sixty six percent of people living in the suburb had a weekly income of less than $300. By 2006, only forty three percent of the population had a weekly income of less than $400.

Unlike Waterloo, in Redfern, there was no significant change in weekly incomes – 39% had a weekly income of less than $300 in 2001. By 2006, 40.5% of Redfern residents had a weekly income of less than $400.

f. Employment

Unemployment rates for both suburbs are lower than they were in 2001 – in Waterloo, the 2006 unemployment rate (7.3%) was less than half the rate in 2001 (16.6%), and just over three times as many people were in employment than in 2001. This is perhaps not surprising, given that many of the new residents in Waterloo are living in the new and converted apartments that are not part of the public housing stock. Public housing has not decreased, but rather has become less prominent in the overall demographics of the suburb.

Again, the shift is much less apparent in Redfern, where the proportion of people who were unemployed was 7.6% in 2001, and 5.5% in 2006.

**Table comparing 2001 Census and other data contained in the RWCSP with 2006 Census data**[37]

|  |  | **2001** | **2006** |
|---|---|---|---|
| Population | Redfern | 11206 | 11479 |
|  | Waterloo | 5745 | 11122 |
| Aboriginal/Torres population in 2006 Strait Islander: 2.4% of total Australian | Redfern | 311 (3.4%) | 274 (2.4%) |
|  | Waterloo | 411 (7.2%) | 374 (3.4%) |
| NESB/CALD (persons born overseas – 22.2% of total Australian population in 2006) | Redfern | 31.00% | 35.00% |
|  | Waterloo | 41.00% | 43.30% |

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[37] Source 2001: RWCSP 2004: 18-19 (taken from ABS 2001 Census data and South Sydney Council (2001) *Pathways to Prevention Project.*
 Source 2006: Australian Bureau of Statistics 2006 Census of Population and Housing.

| | | | | |
|---|---|---|---|---|
| Families with children under 15 | | Redfern | 22.00% | 15.18% |
| | | Waterloo | 35.00% | 10.17% |
| Single parent families with children under 15 | | Redfern | 8.50% | 5.50% |
| | | Waterloo | 22.80% | 13.56% |
| Single parent families with children - 2006 | | Redfern | | 14.80% |
| | | Waterloo | | 21.60% |

| | | | | |
|---|---|---|---|---|
| School attendance | Pre-school | Redfern | 59 | 73 |
| | | Waterloo | 45 | 46 |
| | Infants/Primary | Redfern | 266 | 189 |
| | | Waterloo | 310 | 186 |
| | Secondary | Redfern | 236 | 195 |
| | | Waterloo | 263 | 281 |
| | Total | Redfern | 561 | 457 |
| | | Waterloo | 618 | 513 |
| Highest Educational levels | Yr 10 or below | Redfern | 25% | 19.70% |
| | | Waterloo | 38% | 23.12% |

| | | | |
|---|---|---|---|
| Public Housing (% of suburb) | Redfern | 23% | 38% |
| | Waterloo | 67% | 47% |

| | | | |
|---|---|---|---|
| 2001: Weekly income less than $300 | Redfern | 39% | |
| | Waterloo | 66% | |
| 2006: Weekly income less than $400 - aged 15 and over | Redfern | | 40.50% |
| | Waterloo | | 42.80% |
| Unemployed | Redfern | 7.60% | 5.50% |
| | Waterloo | 16.60% | 7.30% |
| Total employed | Redfern | 5348 | 5509 |
| | Waterloo | 1414 | 4664 |

| | |
|---|---|
| **Type of employment – Redfern 2001** | |
| Management/Professional/Assoc. Professional | 53% |
| Clerical/Sales/Service Workers | 29% |
| Tradespersons and related workers | 6% |
| Labourers and related workers | 5% |
| Production and Transport workers | 4% |

| Type of employment – Redfern 2006 | |
|---|---|
| Professionals | 34.4% |
| Managers | 14.6% |
| Clerical and Administrative Workers | 14.6% |
| Community and Personal Service Workers | 9.4% |
| Technicians and Trades Workers | 8.0% |
| Sales Workers | 7.8% |
| Labourers | 5.4% |
| Machinery Operators and Drivers | 2.8% |

| Type of employment – Waterloo 2001 | |
|---|---|
| Management/Professional/Assoc. Professional | 37% |
| Clerical/Sales/Service Workers | 35% |
| Tradespersons and related workers | 8% |
| Labourers and related workers | 8% |
| Production and Transport workers | 8% |

| Type of employment – Waterloo 2006 | |
|---|---|
| Professionals | 30.6% |
| Managers | 17.3% |
| Clerical and Administrative Workers | 14.6% |
| Community and Personal Service Workers | 10.6% |
| Technicians and Trades Workers | 8.2% |
| Sales Workers | 9.4% |
| Labourers | 4.7% |
| Machinery Operators and Drivers | 2.7% |

## Appendix B: Redfern and Waterloo reported crime trends 1997-2007

<u>a. RWCSP 2002</u>
The RWCSP includes a crime profile for the South Sydney Local Government Area, and considers the comparative rankings, and trends, for the offences most commonly occurring in South Sydney[38] between 1998 and 2002 (RWCSP, 2004: 25 – 35). The RWSCP (2004:25) drew from the NSW Recorded Crime Statistics for 2002 (BOCSAR, 2003) for the (then) South Sydney Local Government Area.[39]

In 2002, the six most commonly occurring offences were:
- motor vehicle theft
- steal from motor vehicle
- steal from person
- robbery
- break and enter dwelling, and
- assault.

<u>b. Comparing then and now</u>
The data included in the RWCSP is broken down into the number of each of the most common offences recorded for the suburbs of Redfern and Waterloo for the five year period between 1997 and 2002. Because the boundaries of South Sydney included many more suburbs than Redfern and Waterloo, and the boundaries of the City of Sydney extend much further than those of South Sydney, the specific data on Redfern and Waterloo are the only data which could be accurately compared to highlight any changes in reported offences.

However, rather than rely on the information in the RWCSP for comparison, data on the number of incidents recorded by the NSW Police Force was obtained from BOCSAR for the 17 major offence categories in postcodes 2016 (Redfern) and 2017 (Waterloo) for the 10 year period between October 1997 and September 2007. Information drawn from this data is presented below with a brief commentary. Taking a longer period than was included in the RWCSP allows a consideration of the ebbs and flows in recorded crime in the two suburbs over time, as illustrated in the graphs in Appendix B.

Information from BOCSAR's hotspot maps in their 2006 Local Government Crime Maps (BOCSAR 2008b) was also used in drawing conclusions about safety in Redfern and Waterloo.

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[38] South Sydney local government area was composed of the suburbs or Redfern, Waterloo, Kings Cross, Woolloomooloo, Darlinghurst, Elizabeth Bay, Rushcutters Bay, East Sydney, Potts Point, Paddington, Surry Hills, Chippendale, Camperdown, Newtown, Erskinville, St Peters, Alexandria, Moore Park, Rosebury and Zetland.
[39] The boundaries of South Sydney Council LGA were altered in May 2003, with the loss of 10 of the 20 suburbs listed in the previous footnote. The data and conclusions contained in the RWCSP provide a picture of how much crime was reported in between 10 and 20 suburbs, a much larger area than, and a demographically different area from, either Redfern or Waterloo. While it's not clear whether the RWSCP used data provided directly from Redfern Police on Redfern and Waterloo, the RWSCP notes that the 6 monthly figures provided by NSW Police did not necessarily correspond with the BCSR data (page 25).

The cautionary comments made on the interpretation of data included in the RWCSP[40] are as important to keep in mind in interpreting the information presented below as they were when the plan was written.

c. Most common offences and 10 year trends
The 8 most common recorded offences between October 2006 to September 2007 for Redfern and Waterloo are set out from the most common to the least common in Tables 1 and 2, below. The tables also indicate whether specific offences have increased, decreased or remained stable over the ten year period between 1997 and 2007.[41]

Table 1: Redfern – most common offences and BOCSAR 10 year trend

| 06-07 rank | Most common offence in 2006-07 | 10 year trend |
|---|---|---|
| 1 | Malicious damage to property | Stable |
| 2 | Non domestic violence related assault | Up |
| 3 | Steal from motor vehicle | Down |
| 4 | Break and enter dwelling | Down |
| 5 | Fraud | Up |
| 6 | Steal from person | Down |
| 7 | Robbery without a weapon | Stable |
| 8 | Domestic violence related assault | Up |

Table 2: Waterloo – most common offences and BOCSAR 10 year trend

| 06-07 rank | Most common offence in 2006-07 | 10 year trend |
|---|---|---|
| 1 | Malicious damage to property | Stable |
| 2 | Steal from motor vehicle | Down |
| 3 | Non domestic violence related assault | Stable |
| 4 | Break and enter dwelling | Up |
| 5 | Domestic violence related assault | Up |
| 6 | Fraud | Up |
| 7 | Motor vehicle theft | Stable |
| 8 | Steal from dwelling | Up |

d. 2006 Hotspots
BOCSAR includes hotspot maps for the most common offences recorded in the whole of each Local Government Area. Information on hot spots allows conclusions to be drawn about the specific suburbs in the LGA in which these offences are most frequently occurring. The hotspots for the offences identified in the RWCSP as the six most commonly occurring offences in 2002 were selected for comparison.

While *motor vehicle theft* is spread widely over the City of Sydney, neither Redfern

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[40] At pp 23 - 24
[41] Calculated for CHD by the NSW Bureau of Crime Statistics and Research April 2008

nor Waterloo feature as significant hotspots.

Both Redfern and Waterloo were in the 'very low density' category for *steal from motor vehicle and steal from person* in 2006.

Redfern was close to but not in a major hotspot in 2006 for *robbery* (the hotspot was on the Surry Hills side of Cleveland Street).

Redfern was a medium to high density hotspot, and Waterloo was a lower density hotspot for *break and enter dwelling* in 2006.

Both Redfern and Waterloo were in the lowest crime density category for *non-domestic violence related assault* in 2006, but Redfern and the parts of Waterloo immediately adjacent to Redfern were in a slightly higher density category for domestic violence related assaults in 2006.

e. Most common offences and five year trends

In order to consider the changes in the reported incidents of the most common offences since the commencement of the development of the RWCSP, the 10 year data has been separated for each suburb into two five year periods. The mean of the number of incidents per year for each of the five year periods was calculated to provide a rough idea of whether the incidence of reported crime has, on a five year average, increased between the time when the RWSCP was written and late 2007. The averages for the five year period for each of the 8 most commonly reported categories of offence have then been ranked from the most to the least common for each suburb.

Table 3: Redfern - five year averages for Oct 98 - Sep 03

| *Offence category* | *Rank* | *Average number of offences* |
|---|---|---|
| Steal from motor vehicle | 1 | 622.8 |
| Steal from person | 2 | 384.8 |
| Malicious damage to property | 3 | 359.4 |
| Break and enter dwelling | 4 | 354.6 |
| Non domestic violence related assault | 5 | 304.6 |
| Robbery without a weapon | 6 | 182.2 |
| Motor vehicle theft | 7 | 174.4 |
| Steal from dwelling | 8 | 146.6 |

Table 4: Redfern - five year averages for Oct 03 - Sep 07

| Offence category | rank | Average number of offences |
|---|---|---|
| Steal from motor vehicle | 1 | 389.2 |
| Malicious damage to property | 2 | 377.0 |
| Non domestic violence related assault | 3 | 315.8 |
| Steal from person | 4 | 275.4 |
| Break and enter dwelling | 5 | 259.0 |
| Robbery without a weapon | 6 | 174.2 |
| Fraud | 7 | 136.6 |
| Steal from dwelling | 8 | 128.2 |

Table 5: Waterloo - five year averages for Oct 98 - Sep 03

| Offence category | rank | Average number of offences |
|---|---|---|
| Steal from motor vehicle | 1 | 287.6 |
| Malicious damage to property | 2 | 269.0 |
| Non domestic violence related assault | 3 | 146.6 |
| Break and enter dwelling | 4 | 137.8 |
| Motor vehicle theft | 5 | 99.0 |
| Steal from person | 6 | 82.6 |
| Steal from dwelling | 7 | 63.4 |
| Domestic violence related assault | 8 | 59.0 |

Table 6: Waterloo - five year averages for Oct 03 - Sep 07

| Offence category | rank | Average number of offences |
|---|---|---|
| Malicious damage to property | 1 | 274.4 |
| Steal from motor vehicle | 2 | 218.8 |
| Break and enter dwelling | 3 | 175.2 |
| Non domestic violence related assault | 4 | 152.8 |
| Steal from person | 5 | 105.0 |
| Motor vehicle theft | 6 | 89.6 |
| Fraud | 7 | 86.2 |
| Steal from dwelling | 8 | 78.6 |

Finally, the average number of reported offences in each category has been divided by the total number of people in each suburb. This provides a very rough idea of what proportion of the population in each suburb were affected by the offence (and reported it to police) in each of the five year periods.
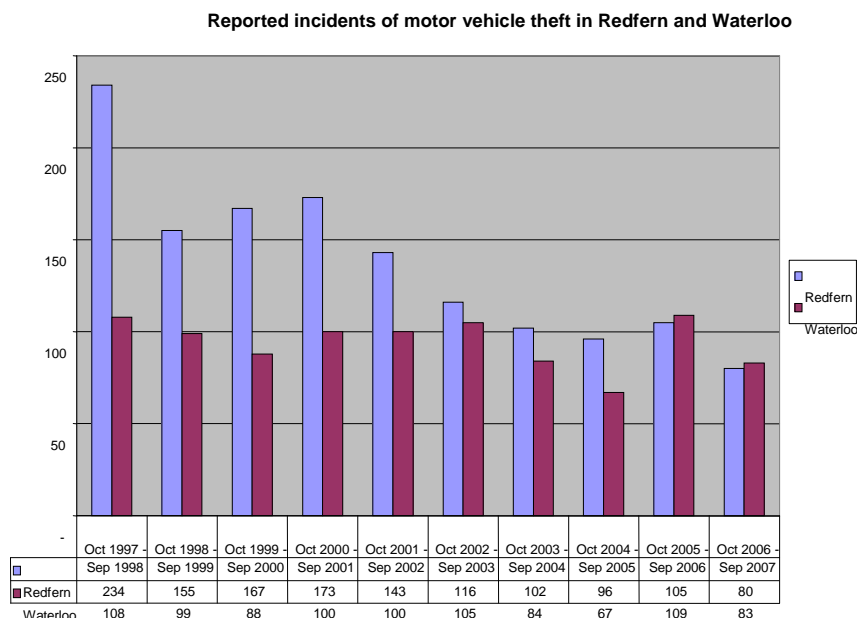
| Redfern 98 – 03 | | Redfern 03-07 | |
|---|---|---|---|
| 1 in 18.5 | Steal from motor vehicle | 1 in 29 | Steal from motor vehicle |
| 1 in 28.6 | Steal from person | 1 in 42 | Steal from person |
| 1 in 31.3 | Malicious damage to property | 1 in 30 | Malicious damage to property |
| 1 in 31.3 | Break and enter dwelling | 1 in 42 | Break and enter dwelling |
| 1 in 37 | Non domestic violence related assault | 1 in 36 | Non domestic violence related assault |
| 1 in 62.5 | Robbery without a weapon | 1 in 67 | Robbery without a weapon |
| 1 in 62.5 | Motor vehicle theft | 1 in 83 | Fraud |
| 1 in 77 | Steal from dwelling | 1 in 91 | Steal from dwelling |
| **W'loo 98 – 03** | | **W'loo 03-07** | |
| 1 in 20 | Steal from motor vehicle | 1 in 50 | Steal from motor vehicle |
| 1 in 21.3 | Malicious damage to property | 1 in 40 | Malicious damage to property |
| 1 in 38.5 | Non domestic violence related assault | 1 in 72 | Non domestic violence related assault |
| 1 in 42 | Break and enter dwelling | 1 in 63 | Break and enter dwelling |
| 1 in 59 | Motor vehicle theft | <1 in 100 | Motor vehicle theft |
| 1 in 71.4 | Steal from person | 1 in 100 | Steal from person |
| 1 in 91 | Steal from dwelling | <1 in 100 | Steal from dwelling |
| 1 in 100 | Domestic violence related assault | <1 in 100 | Fraud |

c. Charts showing 10 year trends
To allow for comparison with the information presented in the RWCSP, the charts are presented in the order in which the offence categories were set out in the RWCSP.

i.   Theft
a. Motor vehicle theft.

**Reported incidents of motor vehicle theft in Redfern and Waterloo**

| | Oct 1997 - Sep 1998 | Oct 1998 - Sep 1999 | Oct 1999 - Sep 2000 | Oct 2000 - Sep 2001 | Oct 2001 - Sep 2002 | Oct 2002 - Sep 2003 | Oct 2003 - Sep 2004 | Oct 2004 - Sep 2005 | Oct 2005 - Sep 2006 | Oct 2006 - Sep 2007 |
|---|---|---|---|---|---|---|---|---|---|---|
| Redfern | 234 | 155 | 167 | 173 | 143 | 116 | 102 | 96 | 105 | 80 |
| Waterloo | 108 | 99 | 88 | 100 | 100 | 105 | 84 | 67 | 109 | 83 |

Thefts of motor vehicles decreased significantly in both suburbs between 1997 and 2007. As neither suburb has a large public car park, neither appears to have experienced the increases in car theft that have occurred elsewhere in Sydney. The trend in both in Waterloo and Redfern, declined from 2001, when (apart from 1998) the highest number of incidents were reported.

b. Theft other than steal motor vehicle.
The trends for Waterloo's reported incidents of theft mimic those in Redfern - the highest rates in all types of theft in both suburbs are for theft from a motor vehicle.

As it does in Redfern, theft from a retail store in Waterloo remains steady, with no significant changes in the number of reported incidents, while theft from a dwelling has increased slightly in the last couple of years.

The data shows a peak in the number of incidents of theft from a person around the year 2002-2003, when there was a total of reported 211 incidents.

The graphs here present the data for the four categories of stealing offences (from a motor vehicle, from a retail store, from a dwelling and from a person), and then individual graphs comparing incidents in Redfern and Waterloo for steal from a motor vehicle and steal from a person.

## Reported Incidents of Theft- Redfern
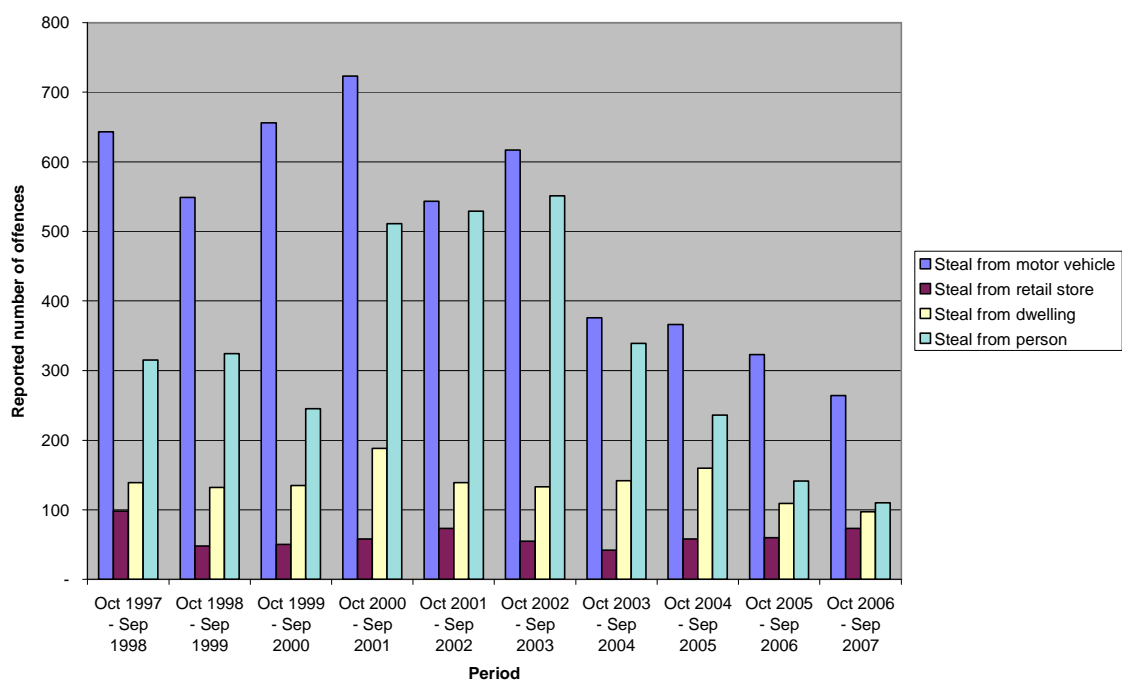


## Reported Incidents of Theft- Waterloo
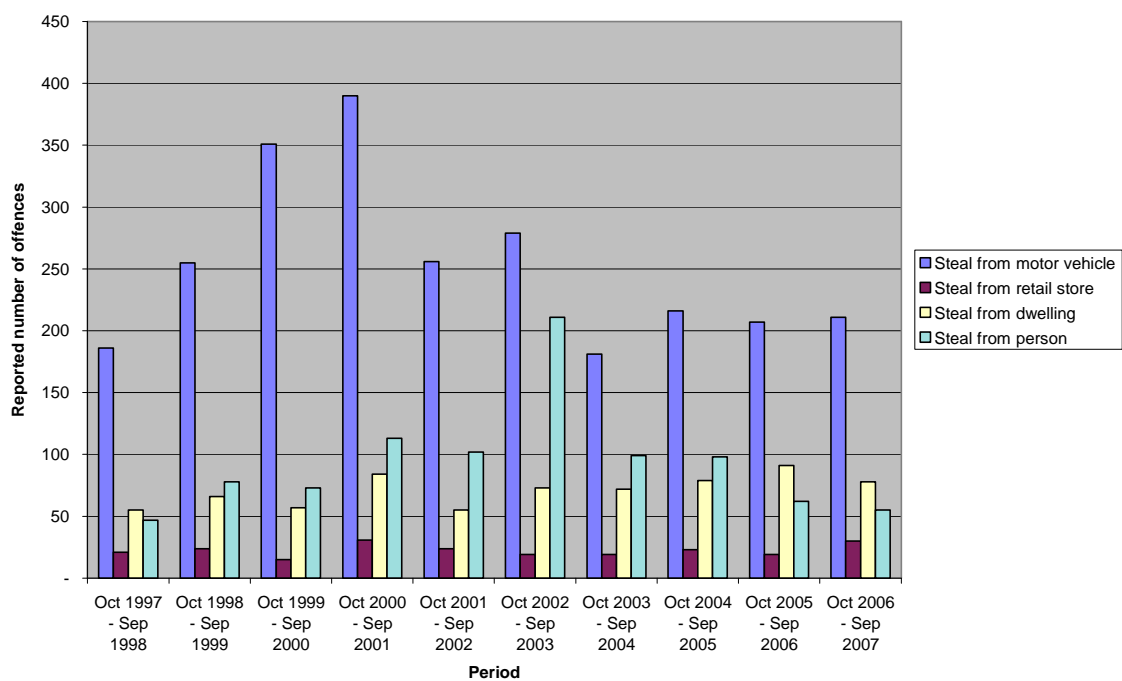
**Reported incidences of theft from motor vehicle in Redfern and Waterloo**

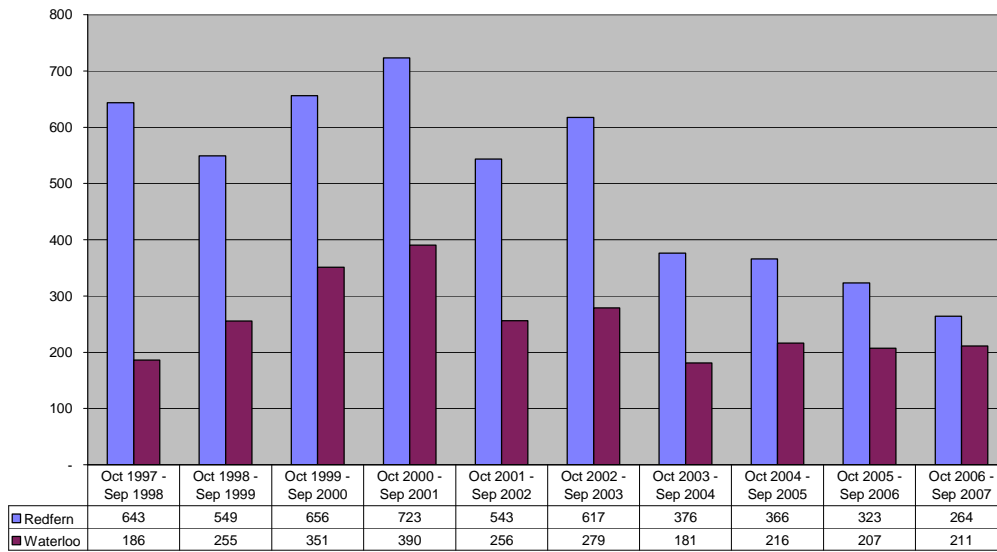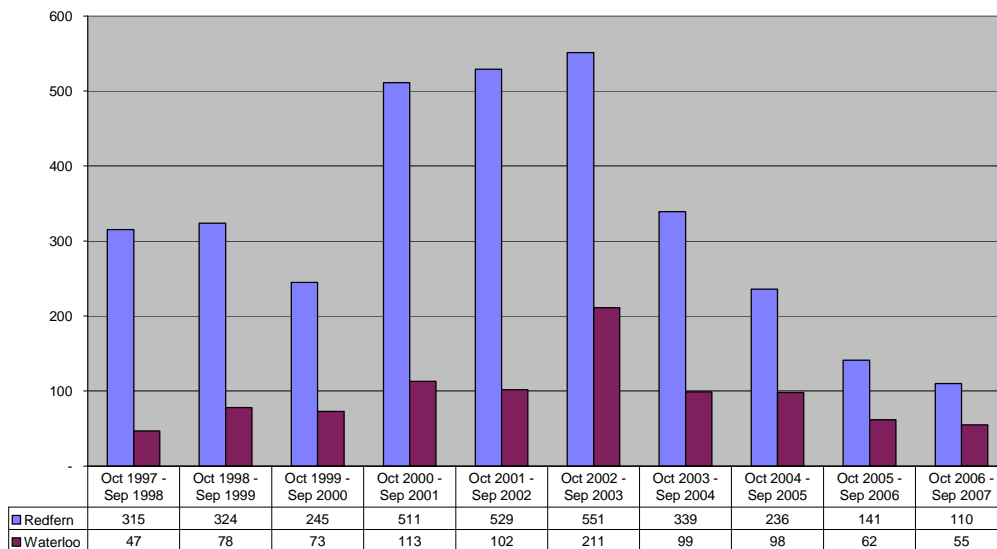| | Oct 1997 - Sep 1998 | Oct 1998 - Sep 1999 | Oct 1999 - Sep 2000 | Oct 2000 - Sep 2001 | Oct 2001 - Sep 2002 | Oct 2002 - Sep 2003 | Oct 2003 - Sep 2004 | Oct 2004 - Sep 2005 | Oct 2005 - Sep 2006 | Oct 2006 - Sep 2007 |
|---|---|---|---|---|---|---|---|---|---|---|
| Redfern | 643 | 549 | 656 | 723 | 543 | 617 | 376 | 366 | 323 | 264 |
| Waterloo | 186 | 255 | 351 | 390 | 256 | 279 | 181 | 216 | 207 | 211 |

The decreases in reported thefts from motor vehicles up until 2006, particularly in Redfern between 2003 and 2006, may perhaps be linked with the campaigns by police and Council (largely by way of posting notices in the street) advising people to lock their vehicles while driving through Redfern. Certainly, those with whom we spoke during the evaluation believed that this campaign had been very effective.

**Reported incidences of steal from person in Redfern and Waterloo**

| | Oct 1997 - Sep 1998 | Oct 1998 - Sep 1999 | Oct 1999 - Sep 2000 | Oct 2000 - Sep 2001 | Oct 2001 - Sep 2002 | Oct 2002 - Sep 2003 | Oct 2003 - Sep 2004 | Oct 2004 - Sep 2005 | Oct 2005 - Sep 2006 | Oct 2006 - Sep 2007 |
|---|---|---|---|---|---|---|---|---|---|---|
| Redfern | 315 | 324 | 245 | 511 | 529 | 551 | 339 | 236 | 141 | 110 |
| Waterloo | 47 | 78 | 73 | 113 | 102 | 211 | 99 | 98 | 62 | 55 |

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ii. Robbery

Most robberies in both Waterloo and Redfern do not involve a weapon.

Redfern:

Interestingly, the frequency of reported incidents of robbery without a weapon in Redfern rose dramatically in the October 2001 – September 2002 period, and has fallen since then, so that it is now lower than it was in 1997-98. The incidence of robbery with a firearm has remained relatively low. The majority of these offences took place between October 1997 and Sept 1999. The incidence of robbery involving another weapon (not a firearm) has also decreased in Redfern over the ten year period. The highest reported number of incidents occurred between October 2000 and September 2001.

**Reported incidents of robbery in Redfern**
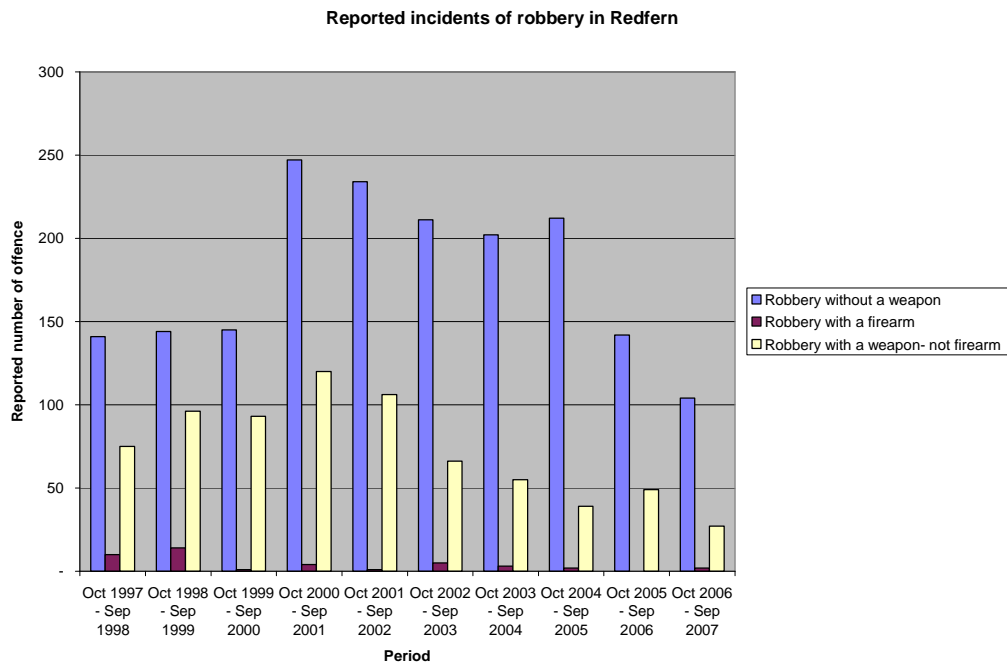
**Reported incidents of robbery in Waterloo**
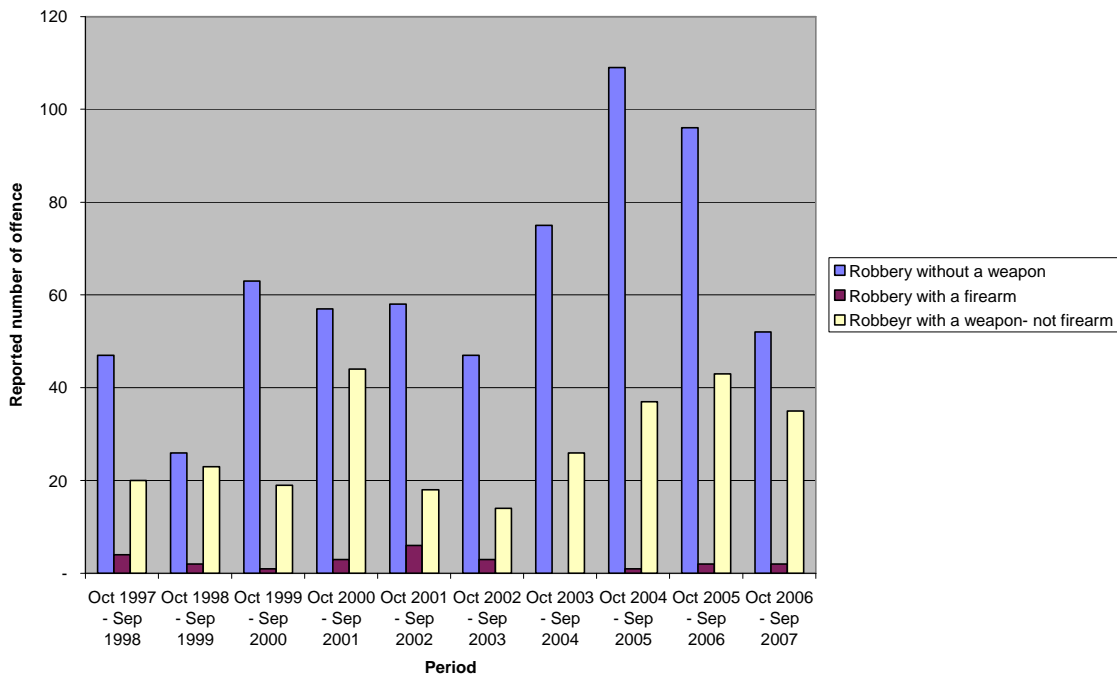


Waterloo:

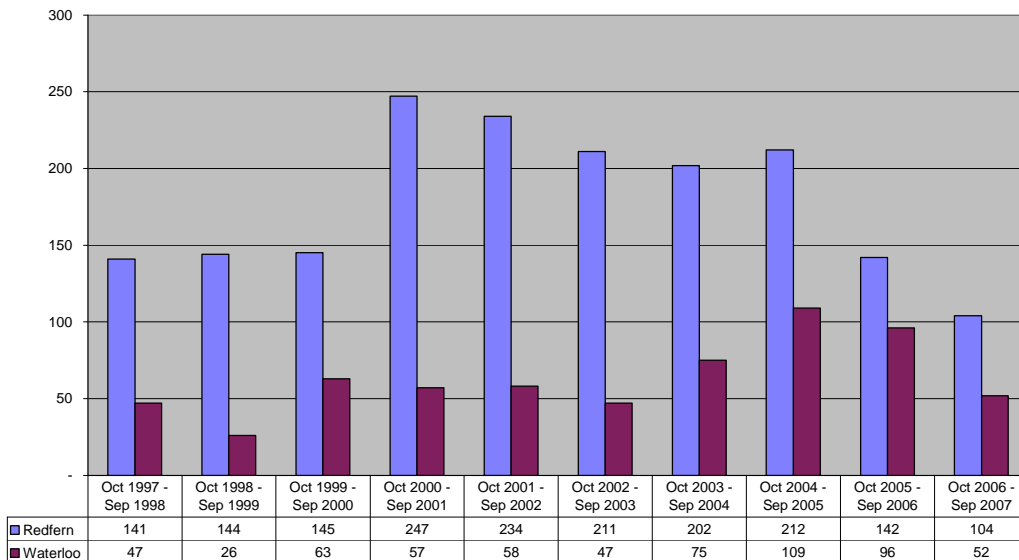Robbery without a weapon also remains the most prominent offence within this category for Waterloo, with a peak in offences taking place around October 2004, and only beginning to decrease slightly around October 2005. Robberies taking place with a firearm have remained low over the ten year period, with most taking place between October 2000 and September 2003. Robberies involving a weapon other than a firearm saw a brief rise around October 2000, fell significantly until September 2003 and then rose sharply until September 2006, but fell again in 2006-07.

The next graph compares the number of reported robberies without a weapon in Redfern and Waterloo.

**Reported incidences of robbery without a weapon in Redfern and Waterloo**



| | Oct 1997 - Sep 1998 | Oct 1998 - Sep 1999 | Oct 1999 - Sep 2000 | Oct 2000 - Sep 2001 | Oct 2001 - Sep 2002 | Oct 2002 - Sep 2003 | Oct 2003 - Sep 2004 | Oct 2004 - Sep 2005 | Oct 2005 - Sep 2006 | Oct 2006 - Sep 2007 |
|---|---|---|---|---|---|---|---|---|---|---|
| Redfern | 141 | 144 | 145 | 247 | 234 | 211 | 202 | 212 | 142 | 104 |
| Waterloo | 47 | 26 | 63 | 57 | 58 | 47 | 75 | 109 | 96 | 52 |

iii. Break and Enter

Redfern reports a higher number of incidents of break and enter into a dwelling than Waterloo. Over the ten year period, Redfern has reported a total of 3068 incidents of Break and Enter into a dwelling, which has recently begun to decline. Waterloo in contrast has seen an increase in the number of break and enter offences of this nature, and has recorded a total of 1565 incidents over the period.

**Break and Enter Reported Offences- Redfern and Waterloo**
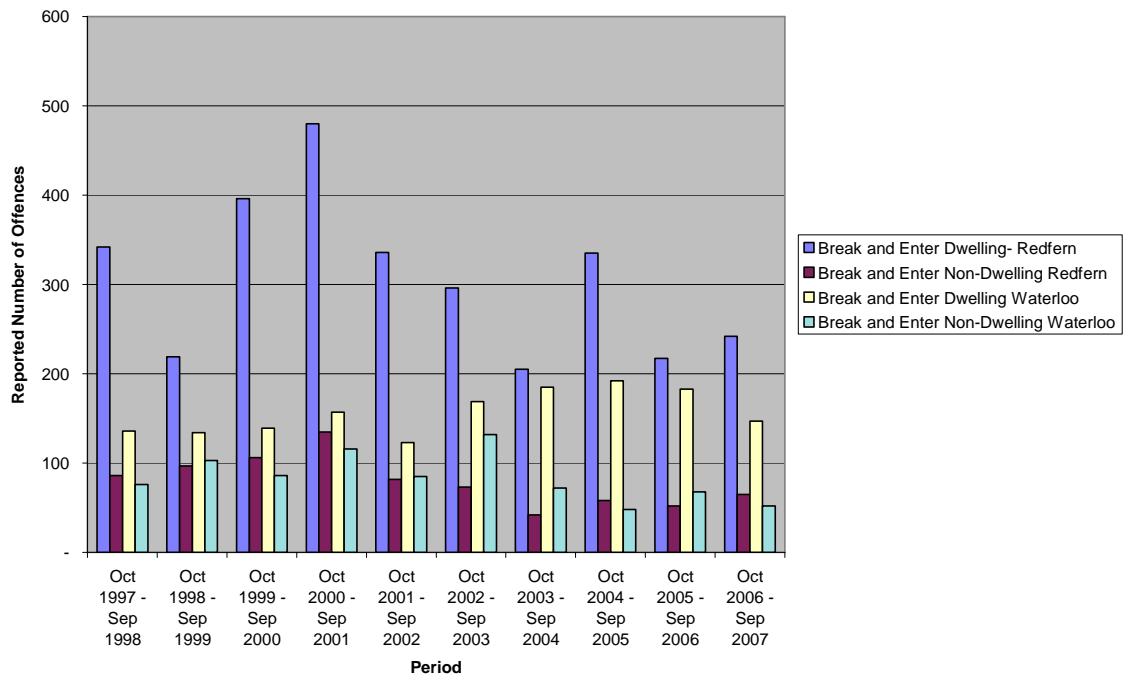


**Break and Enter (Dwelling) incidents in Redfern and Waterloo**



| | Oct 1997 - Sep 1998 | Oct 1998 - Sep 1999 | Oct 1999 - Sep 2000 | Oct 2000 - Sep 2001 | Oct 2001 - Sep 2002 | Oct 2002 - Sep 2003 | Oct 2003 - Sep 2004 | Oct 2004 - Sep 2005 | Oct 2005 - Sep 2006 | Oct 2006 - Sep 2007 |
|---|---|---|---|---|---|---|---|---|---|---|
| Redfern | 342 | 219 | 396 | 480 | 336 | 296 | 205 | 335 | 217 | 242 |
| Waterloo | 136 | 134 | 139 | 157 | 123 | 169 | 185 | 192 | 183 | 147 |
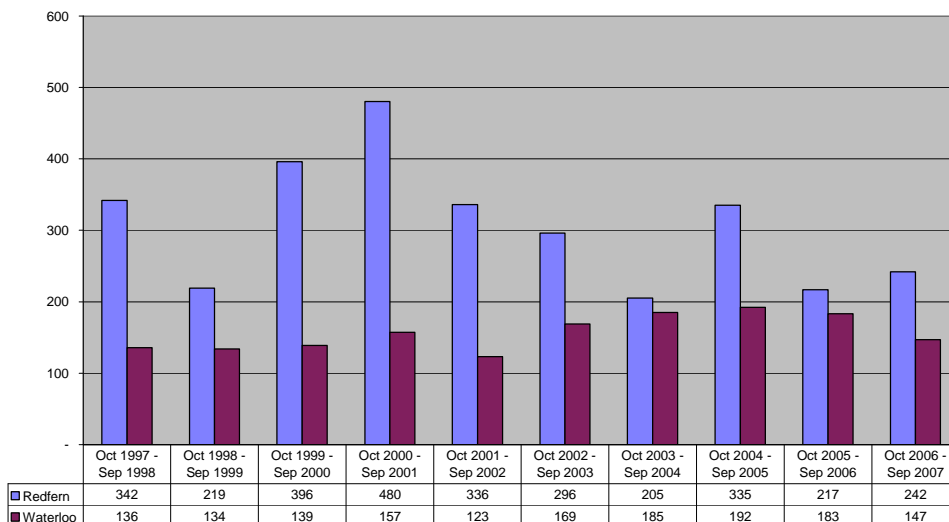
iv. Assault

Non- domestic violence related assault

Redfern has experienced significantly higher rates of reported non-domestic violence related assault than has Waterloo over the period of October 1997- September 2007, although the number of reported incidents has remained fairly stable in both Redfern and Waterloo.

Non domestic violence related assault incidents in Redfern and Waterloo

| | Oct 1997 - Sep 1998 | Oct 1998 - Sep 1999 | Oct 1999 - Sep 2000 | Oct 2000 - Sep 2001 | Oct 2001 - Sep 2002 | Oct 2002 - Sep 2003 | Oct 2003 - Sep 2004 | Oct 2004 - Sep 2005 | Oct 2005 - Sep 2006 | Oct 2006 - Sep 2007 |
|---|---|---|---|---|---|---|---|---|---|---|
| Redfern | 292 | 278 | 298 | 304 | 351 | 314 | 321 | 319 | 325 | 300 |
| Waterloo | 119 | 121 | 144 | 175 | 174 | 141 | 148 | 169 | 158 | 148 |
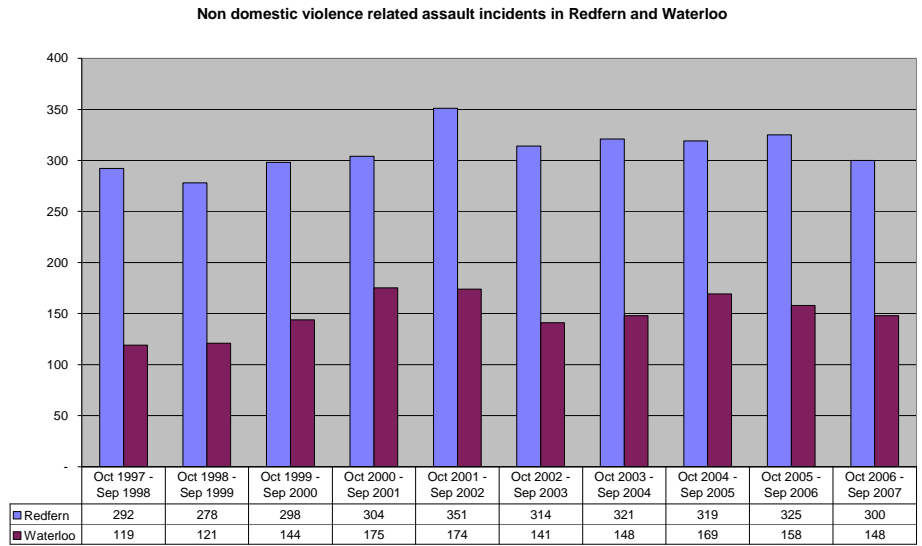
Domestic violence related assault

The reported incidence of domestic violence related assault has risen significantly in the last 4 years in both Redfern and Waterloo, and over the ten year time period from October 1997- September 2007. Redfern has reported a slightly higher number of such incidents than Waterloo over the timeframe with a total of 799 incidents, compared with 643 incidents in Waterloo. This is one of the few categories of offence that have significantly increased in both Redfern and Waterloo over this period. Care should, however, be taken in interpreting this data – rates of reporting incidences of domestic violence related assault have been found, amongst other things, to be related to the willingness of victims to report to police, including whether they trust police to take action (see, eg, People (2005:2).

**Domestic Violence Related Offences in Redfern and Waterloo**

v. Fraud

**Reported Incidents of Fraud in Redfern and Waterloo**
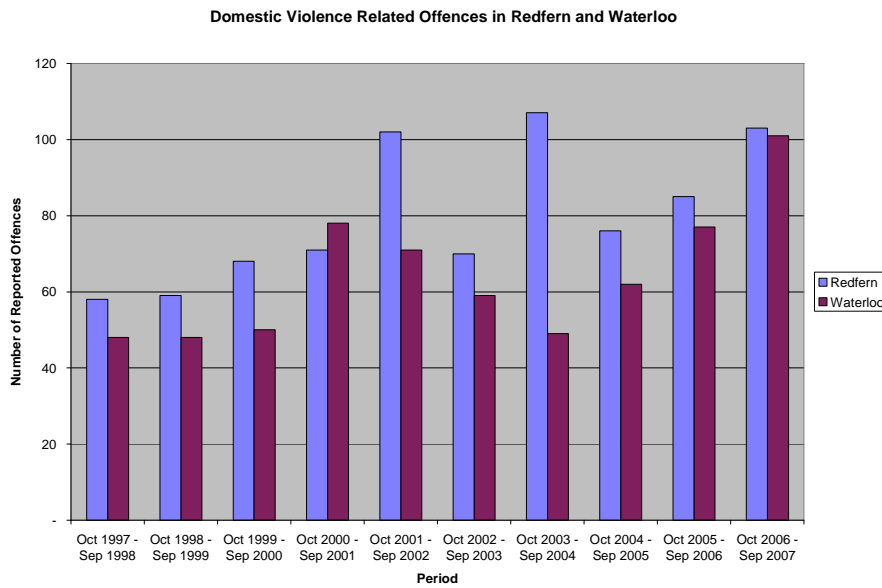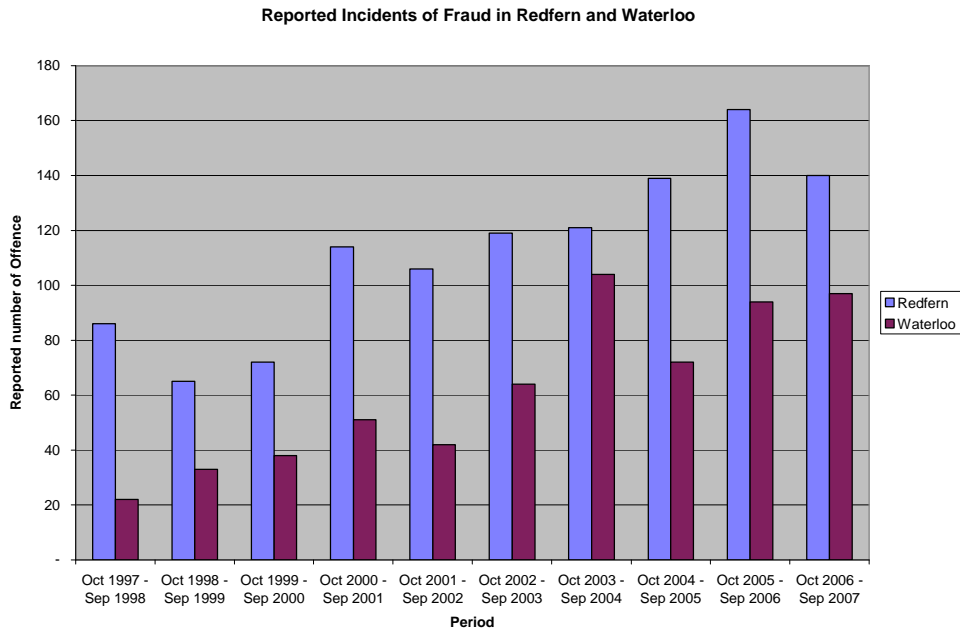


As reported earlier in this section, fraud first appeared in the most common categories or reported crime in both Redfern and Waterloo after the RWSCP was prepared. Redfern has reported significantly higher rates of fraud over the ten year period than Waterloo. Both suburbs have reported an increase in the number of reported incidents of fraud, with the number of incidents in Redfern increasing dramatically from October 2000 onwards. Waterloo has experienced a slight increase in the number of reported incidents of fraud from about October 2003 onwards.

vi. Malicious damage to property (the offence with the highest incidence in both Redfern and Waterloo for 2006-07).

**Reported incidents of malicious damage to property in Redfern and Waterloo**
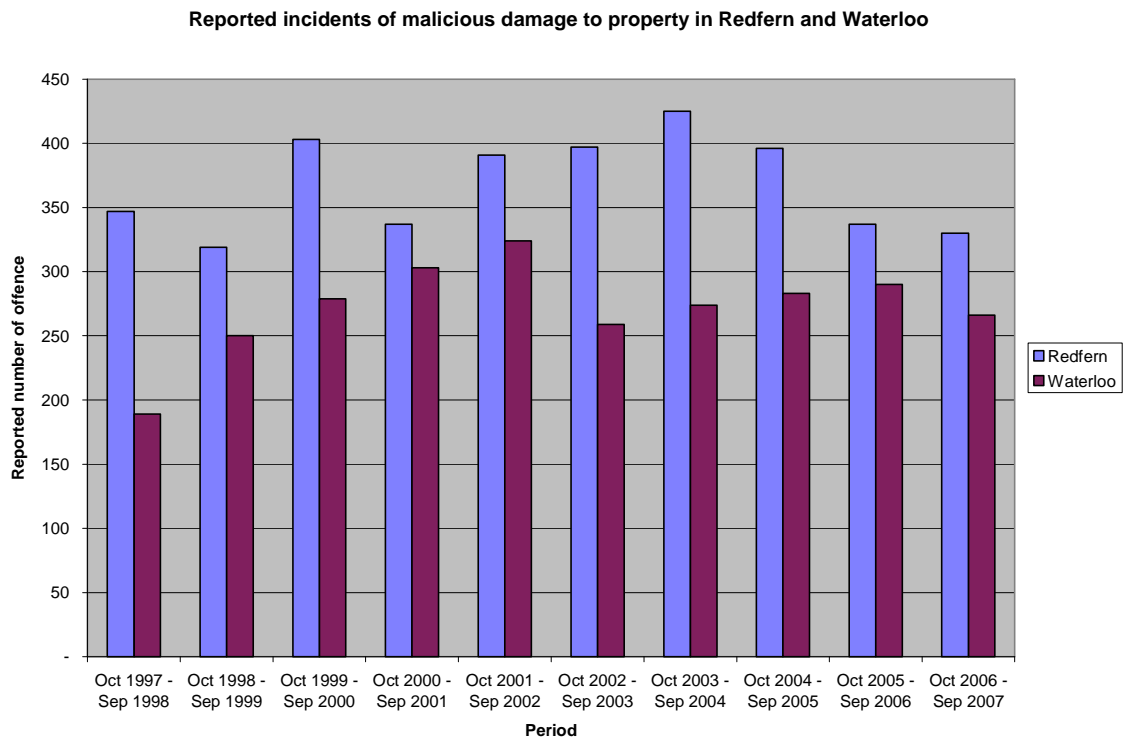


Incidents of malicious damage to property have been quite high for both Redfern and Waterloo. Redfern has reported higher incidence of the offence over time, although both suburbs have remained fairly stable in the number of incidents taking place. There has been a downward trend in reported incidents of malicious damage to property in Redfern since 2003-04.

# Appendix C1: Table of meetings and attendances 2003

| | Agencies | Feb | Mar | Apr | May | Jun | Jul | Aug | Nov |
|---|---|---|---|---|---|---|---|---|---|
| 2003 | South Sydney Council | 3 | 4 | 3 | 3 | 1 | 2 | 1 | 3 |
| | RWPP | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 1 |
| | Redfern Police | 1 | 1 | 0 | 2 * | 1 ** | 2 | 3 *** | 3 **** |
| | SS PCYC | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 |
| | AG's CPD | 2 | 0 | 0 | 2 | 1 | 1 | 1 | 0 |
| | DET | 1 | 0 | 0 | 1 | 1 | 0 | 1 | 1 |
| | DoCS | 0 | 0 | 1 | 0 | 1 | 1 | 1 | 0 |
| | Health (CSAH) | 1 | 0 | 1 | 0 | 2 | 1 | 0 | 1 |
| | R-W CDAT | 0 | 1 | 1 | 1 | 1 | 1 | 1 | 1 |
| | R-W Street Team | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 |
| | DOH | 0 | 1 | 1 | 1 | 1 | 1 | 1 | 1 |
| | RLC | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 |
| | W'loo NAB | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 1 |
| | Redfern NAB | 0 | 0 | 0 | 0 | 1 | 1 | 0 | 0 |
| | W'loo Comm'y Rep | 2 | 2 | 3 | 3 | 2 | 2 | 3 | 3 |
| | Redfern Comm'y Rep | 1 | 1 | 2 | 2 | 1 | 1 | 1 | 1 |
| | Probation & Parole Newtown | 1 | 1 | 0 | 1 | 0 | 0 | 0 | 1 |
| | Fact Tree Youth Services | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 |
| | SSYS | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 |
| | Aboriginal Housing Company | 0 | 1 | 0 | 1 | 1 | 1 | 0 | 0 |
| | Redfern Aboriginal Corporation | 0 | 0 | 2 | 0 | 0 | 0 | 0 | 0 |
| | Aboriginal Medical Service | 0 | 0 | 0 | 0 | 1 | 0 | 0 | 0 |
| | Kidspeak | | 0 | 1 | 0 | 0 | 0 | 0 | 0 |
| | Factory Community Centre | | 0 | 0 | 1 | 0 | 0 | 0 | 0 |
| | KU James Preschool | | 0 | 0 | 1 | 0 | 0 | 0 | 0 |
| | Connect Redfern | | 0 | 0 | 1 | 0 | 0 | 0 | 0 |
| | SDN Children's Services | | 0 | 0 | 1 | 0 | 0 | 0 | 0 |
| | Apologies | 0 | 1 SSC 1 AG's 2 Police 1 AHC 1 | 2 SSC | 1 SSC 1 DOH 1 Alexandria Pk Com'y School 1 Aboriginal | 1 SSC 1 CPO, 1 Redfern Police 1 AG's CPD 1 CSAH 1 NUAA | 1 SSC 1 LAC Redfern Police 1 AG's 1 | 1 CSAH | 0 |

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| | | DoCS 1 Settlement | | Early Childhood Support Unit 1 Murawina Multipurpose Aboriginal Education Centre | | W'loo Comm'y Rep 1 DET | | |
|---|---|---|---|---|---|---|---|---|
| Total attendance | 14 | 18 | 18 * LAC CPO | 23 | 18 ** LAC | 15 | 15 *** LAC YLO CPO | 17 **** LAC, CM, CPO |

# Appendix C2: Table of meetings and attendances 2004

| | Agencies | Feb | May | Aug | Nov |
|---|---|---|---|---|---|
| 2004 | South Sydney Council/ City of Sydney Council | 2 | 3 | 3 | 2 |
| | RWPP | 1 | 1 | 1 | 1 |
| | Redfern Police | 0 | 0 | 2 (CM. CPO) | 2 (CM, CPO) |
| | SS PCYC | 0 | 0 | 0 | 0 |
| | AG's CPD | 1 | 1 | 0 | 0 |
| | DET | 0 | 0 | 0 | 1 |
| | DoCS | 1 | 0 | 1 | 1 |
| | Health (CSAH) | 1 | 0 | 2 | 1 |
| | R-W CDAT | 1 | 0 | 1 | 1 |
| | R-W Street Team | 2 | 0 | 0 | 0 |
| | DOH | 2 | 0 | 1 | 2 |
| | RLC | 0 | 0 | 1 | 1 |
| | W'loo NAB | 1 | 1 | 1 | 1 |
| | Redfern NAB | 0 | 0 | 0 | 0 |
| | W'loo Comm'y Rep | 3 | 1 | 3 | 1 |
| | Redfern Comm'y Rep | 1 | 1 | 0 | 0 |
| | Probation & Parole Newtown | 0 | 0 | 0 | 0 |
| | Fact Tree Youth Services | 0 | 0 | 0 | 0 |
| | SSYS | 0 | 0 | 0 | 0 |
| | Aboriginal Housing Company | 1 | 1 | 1 + 1 student | 0 |
| | Redfern Aboriginal Corporation | 0 | 0 | 0 | 0 |
| | Aboriginal Medical Service | 0 | 0 | 0 | 0 |
| | Kidspeak | | 0 | 0 | 0 |
| | Factory Community Centre | | 1 | 0 | 0 |
| | KU James Preschool | | 1 | 0 | 0 |
| | Connect Redfern | | 1 | 0 | 0 |
| | SDN Children's Services | | 1 | 0 | 0 |
| | Barnardos | | 1 | 0 | 0 |
| | YDAC DoCS | | | 1 | 0 |
| | YDAC DJJ | | | 1 | 0 |
| | Apologies | 1 CoS 1 DET 3 Police (LAC, CPO, YLO) 1 RW Street Team | 1 CoS 1 DOH 1 RWCDAT 1 W'loo Comm'y Rep 1 CSAH 2 Police (LAC, CPO) | 1 CoS | 2 W'loo Comm'y Reps 1 Redfern Com'y Rep |
| | Total attendance | 17 | 14 | 20 | 14 |

# Appendix C3: Table of meetings and attendances 2005

| | Agencies | Feb | May | Aug | Nov |
|---|---|---|---|---|---|
| 2005 | City of Sydney Council | 1 | 1 | 3 | 1 |
| | RWA | 0 | 0 | 3 | 1 |
| | Redfern Police | 2 (CM, CPO) | 1 | 2 (CM. CPO) | 3 (?? CPO) |
| | AG's CPD | 0 | 0 | 0 | 0 |
| | DET | 1 | 1 | 0 | 1 |
| | DoCS | 1 | 1 | 0 | 1 |
| | Health (SSWAH) | 1 | 1 | 0 | 0 |
| | R-W CDAT | 1 | 0 | 0 | 0 |
| | DOH | 0 | 1 | 1 | 2 |
| | RLC | 0 | 0 | 2 | 2 |
| | W'loo NAB | 1 | 1 | 1 | 1 |
| | Redfern NAB | 0 | 0 | 0 | 0 |
| | W'loo Comm'y Rep | 1 | 4 | 2 | 3 |
| | Redfern Comm'y Rep | 1 | 0 | 0 | 0 |
| | Aboriginal Housing Company | 1 | 1 | 0 | 1 |
| | AG's Victims Services | | 2 | 0 | 0 |
| | RW Chamber of Commerce | | 0 | 1 | 0 |
| | UNSW | | | | 1 |
| | Apologies | 1 CoS<br>1 RWPP<br>1 DOH<br>1RWPP<br>1 W'loo Comm'y Rep<br>1 AHC<br>1 RLC | 1 CoS<br>1 RLC<br>1 RW Chamber of Commerce<br>1 SSWAHS<br>1 Police (CPO) | 1 DET<br>1 DoCS<br>1 RWA<br>1 SSWAHS<br>1 W'loo Com'y Rep | 1 RWA<br>1 SSWSAHS |
| | Total attendance | 11 | 14 | 15 | 17 |

# Appendix C 4: Table of meetings and attendances 2006

| | Agencies | Feb | May | Aug | Nov |
|---|---|---|---|---|---|
| 2006 | City of Sydney Council | 1 | 1 | 2 | 2 |
| | RWA | 2 | 0 | 1 | 1 |
| | Redfern Police | 0 | 3 (LAC, CPO +1) | 5 (LAC. CPO, +3) | 2 (Fraud Prevention Officer, CPO) |
| | AG's CPD | 0 | 0 | 1 | 0 |
| | DET | 0 | 0 | 1 | 0 |
| | DoCS | 0 | 0 | 0 | 1 |
| | Health (SSWAH) | 0 | 0 | 0 | 0 |
| | R-W CDAT | 1 | 0 | 1 | 1 |
| | DOH | 1 | 1 | 2 | 1 |
| | RLC | 1 | 1 | 1 | 1 |
| | W'loo NAB | 1 | 1 | 1 | 1 |
| | Redfern NAB | 0 | 0 | 0 | 0 |
| | W'loo Comm'y Rep | 2 | 0 | 1 | 1 |
| | Redfern Comm'y Rep | 0 | 0 | 0 | 0 |
| | Aboriginal Housing Company | 0 | 1 | 2 | 0 |
| | AG's Victims Services | | 0 | 0 | 0 |
| | The Factory (HCAP) | | | | 1 |
| | RW Chamber of Commerce | | 0 | 1 | 0 |
| | UNSW | | | 1 Prof Chris Cunneen | |
| | Child and Family Taskforce | 1 | 1 | 1 | 1 |
| | Community Restorative Centre | 2 | 0 | | |
| | The Settlement | 1 | 3 | 1 | |
| | Midnight Basketball Aus | | 1 | | |
| | Creating a Safer Community | | 1 | 1 | |
| | Apologies | 1 AHC 1 Redfern Police (CPO) | 1 RW CDAT 1 RWA 1 DoCS 2 W'loo Comm'y Reps | 1 DoCS 1 W'loo Com'y Rep | 1The Settlement |
| | Total attendance | 13 | 14 | 23 | 13 |

# Appendix D

## Achievements Redfern-Waterloo Community Safety Plan 2003-2006

**City of Sydney Council**

- Co-ordinated development of Redfern-Waterloo Community Safety Plan

- Co-ordinate Redfern-Waterloo Community Safety Taskforce and ongoing implementation of plan and new and emerging issues

- Redfern Community Centre established with over 50,000 people having passed through the site in the first two years of operation

- Council funded children's and youth programs operating out of R.C.C. and Alexandria Park Community School direct recommendations of Safety Plan

- Redfern-Waterloo Festival established as an annual Council-run event

- Resources produced including Safety tips brochure, mud map, useful numbers card

- Engraver kits available in public libraries

- Creating a Safer Community Project established providing tenancy support and information including Mental Health awareness sessions, Waterloo Walkers, personal alarms trial, Safety newsletter, safety forums for targeted groups and small community strengthening activities

- Funded first aid courses for new parents as an early intervention initiative

- Funded adult early literacy information kit for parents

- Funded Playgroups in the Park in Redfern and Waterloo, open days for Child and Family services promotion

- Funded Midnight Basketball Australia pilot at Alexandria Park Community School as featured on ABC Stateline and 7 News

- Funded Aboriginal Men's Group camps

- Funded Short Black Films Project for young filmmakers – 3 films set to be screened in NAIDOC Week, July 2006

- Supported establishment of NRMA Crime Prevention Van in Redfern-Waterloo area and associated projects Never Again and Youth Mentor Project including proposed Good Neighbourhood BBQs

- Funded annual Black Out Violence, Domestic Violence initiative in Redfern Park

- Conducted Community Safety audits in Redfern Street and Redfern Oval

- Conducted street lighting audit in Redfern and Waterloo which fed in to development of City of Sydney lighting strategy

- Conducted four Bizsafe forums promoting safety in convenience stores and other retail outlets over Christmas trading period with 7 Police Local Area Commands and NRMA Insurance

- Assisted in development of South Sydney Licensed Premises Accord – over 50 paid up members, including forming part of executive, clarification of Places of public entertainment licenses, Taxi Voucher scheme, Maz clip trial, development of resources including Incident Books to encourage documentation and sharing of safety and security, posters, bookmarks and coasters, clarification of smoking policy, promoting the services of Alcoholics Anonymous and arranging training for 20 licensees in how to response to armed robbery

- Assisted in development of Council's Syringe Management strategy and installation of safe disposal bins in identified locations

- Drink driving education campaign built into Drivin' 4 Employment project

- Funded "Care for Our kids – Clean up Your Fits" campaign at Redfern Community Centre

- Ensured that Crime Prevention Through Environmental Design principles are built into Council's Development Control Plans, assisted in establishing CPTED consultations for ongoing development applications with 7 Police LACs and established a mechanism for ongoing training of relevant staff

- Developed draft Fact Sheets for Council website in partnership with N.S.W. Attorney General's Dept in relation to home security, apartment security, personal safety and motor vehicle security

- Delivered numerous Community Safety talks to several community groups

- Commented on relevant D.A.s including Waterloo Skate Park, The Block pocket parks, Hansom Cab reserve and Redfern Street

- Conducted environmental assessment of robbery offences occurring at identified intersections and installed warning signage
- Installed signage at relevant steal from motor vehicle "hot spots"

- Promoted Safety Plan at Department of Health "Planning for Safer Communities" conference, International Crime Prevention Through Environmental Design conference, Australia-New Zealand Society of

Criminology conference, and Annual Police Crime Prevention Officer conference

- Represent Council on relevant forums including South Sydney Accord Executive, RWA Public Drinking Working Party, Redfern Neighbourhood Advisory Board (NAB), Waterloo NAB, Ashmore Estate Steering Committee and Newtown Police Customer Council

**Redfern Legal Centre**

**Achievements issues and strategies**

Redfern Legal Centre has contributed to community safety by:

- Providing services for victims of crime
- Actively encouraging conciliation of neighbourhood disputes
- Providing on-call legal advice to youth and community workers
- Auspicing the Women's Domestic Violence Court Assistance Scheme
- Supporting the 'Blackout Violence' campaign
- Hosting the Aboriginal Community Justice Group
- Running a community legal education program for community groups
- Developing a support service for women ex-prisoners which aims to reduce the risk of re-offending

Redfern Legal Centre benefits from participation in the Task Force by:

- Maintaining networks with fellow service providers in the area
- Receiving timely and relevant information about crime and safety in the area which assists us to appropriately plan and target our services
- Access to guidance for the separately funded community safety project
- Receiving advice that informs our participation in the Redfern-Waterloo Authority Human Services Ministerial Advisory Committee

Overall, as committees go, it is in my experience one of the most useful. I do not believe it needs any major changes to remain relevant.

**Department of Housing**

- Implementation of the Housing and Accommodation Support Initiative (HASI2) which provides accommodation linked to low level support for people with a psychiatric disability

- Ongoing development of Accord between DOH and Human Services to facilitate assisting housing clients with support needs including housing and reducing social disadvantage in larger public housing estates

- Implementation of the new Joint Guarantee of Service for people with mental health problems living in Aboriginal, community and public housing aimed at:
  1. better assisting and enhancing the well being of existing social housing tenants whose tenancy may be at risk  and
  2. to assist social housing applicants with mental health problems and disorders who may be homeless or at risk of homelessness to successfully establish a tenancy

- ongoing development and implementation of the DOH Community Regeneration Strategy 2005-2010, working with tenants on better housing and public space, better neighbourhood management, improved services and opportunities linked to community needs and building safer and stronger communities

- ongoing development of the DOH Portfolio (Assets) Strategy

- participation in the Human Services Advisory Committee and Public Drinking Working Group convened by RWA as well as partnerships and networks with Government and Non-Government organisations in the Redfern-Waterloo area

- partnerships and facilitation with Redfern Police, Fire Department, Creating a Safer Community Project, Education/Information Workshops.

**Aboriginal Housing Company**
**Introduction:** Improvements on 'the Block' could not be driven by the built environment alone but needed an integrated social and physical renewal approach. The AHC Community Social Plan emerged as the best way to deliver change and achieve the desired reduction in crime outcomes.

**Safety achievements and implemented strategies**
 Developed an award winning Social Plan at the community level incorporating an integrated social planning response and deliverable recommended strategies. Although the crime related social issues in Redfern remain complicated the "social planning first" approach the AHC has adopted is the most effective way of ensuring that the Pemulwuy Project addresses crime on the Block and delivers a high level of amenity and security to the community in a sustainable way.

2. The Social Plan was scrutinised and tested through a series of Planning Workshops that were attended by local Aboriginal and non-Aboriginal residents, senior representatives from local NGOs, South Sydney Council, NSW State Government departments, Redfern Police, University of Sydney students and academics and relevant experts in their field. Over four days in round table discussions the Aboriginal Housing Company in partnership with the community and various other stakeholders investigated and explored the issues of Urban Planning, Community Safety, Public Space Planning, Housing and Health, Environmental Sustainability and Redevelopment Planning.

3. An international award winning Community Safety Plan emerged out of the original Social Plan and is being used by the architects and built environment planners.

4. Evicted and demolished 15 drug houses while empowering and supporting the legitimate community members.

5. Derelict and vacant houses have been demolished to remove the problem areas and hiding spots that were used for illicit drug use and dealing; hiding from police; and storing stolen goods. Demolished houses on Eveleigh Street have removed the drug lane.

6. Awnings and undercover spaces have been removed, where crimes were being committed and street drinkers were using as permanent squats.

7. Unused openings in buildings were bricked up, that were previous used for robberies and rapes.

8. Cooperated with police operations against drugs on the Block.

9. AHC has applied for an Alcohol Free Zone on the Block.

**Waterloo Neighbourhood Advisory Board**

The Waterloo Neighbourhood Advisory Board has overseen through its DoH Tenant Participation and Community Development activities some eighteen plus group meetings, organised working groups on various topics, and distributed information relating to tenant lifestyles, public meetings and activities of various government and Non-Government Organisations.

These meetings/working groups have had the dual purpose of supplying information of interest and relevance to the attendees and their lifestyles, as well as giving the attendees the opportunity to raise issues of personal concern.

These concerns were then collated and taken forward to the Waterloo Housing Standards for the purpose of identifying if they are common across the area of coverage and developing the appropriate method of seeking resolution. The developed method of resolution frequently may well be to take the matter to the Waterloo Neighbourhood Advisory Board.

There has also been two meetings of the NAB itself, plus the associated Housing Standards meetings. Issues raised included the activities of the Redfern Waterloo Authority and the escalating incidence of Street Drinking with its attendant effect on the community. Both issues have remained on the agenda due to their ongoing nature.

The overall result of the period has been the maintenance and enhancement of the unity of the community, with development of its interest in advancing the living standards of its membership.
The initiatives of the NAB tie in with the Redfern-Waterloo Safety Plan goals of building community capacity and increasing opportunities for community participation in terms of creating a stronger and safer community.

## Redfern Local Area Command (NSW Police Force)

| | Strategy | How Achieved | Update | Agencies |
|---|---|---|---|---|
| 3.15 | Engraver kits in library | <ul><li>Engravers can be borrowed from Waterloo Library. COS Council have funded the program.</li><li>Available on the crime prevention van.</li><li>Redfern Police have engravers which community can borrow.</li></ul> | <ul><li>Program still in place at Waterloo Library.</li><li>Available crime prevention van when at Redfern LAC.</li><li>Redfern Police also have engravers available for residents.</li></ul> | <ul><li>COS Council, Redfern, Newtown, Surry Hills Police</li></ul> |
| 5.0 | Explore strategies for expanding the Police Youth Mentoring and Juvenile at risk projects. | <ul><li>Youth Mentor Program ongoing.</li><li>Young Adult Sea skills program run with Marine Command.</li><li>Redfern Police and Mounted Unit implementing project with Green Square School</li><li>You can be a leader program implemented at Alexandria Public School.</li><li>Midnight Basketball at Alexandria Park.</li><li>Redfern Youth Local Area Command Aboriginal Consultative Committee (LACACC), sub committee to Aboriginal Strategic Direction.</li></ul> | <ul><li>Young Adult Sea Skills conducted July 2006.</li><li>Horse Whisper Program started at Green Square Behavioural School on the 12th August 2006.</li><li>You Can Be a Leader Program conducted at Alexandria Park School on going since Jan 2006.</li><li>Midnight Basketball attended. Police gave a Right and responsibility workshop to kids participating on the program 19/8/06.</li><li>Redfern Youth LACACC, three meeting conducted with key organisations. Terms of reference drafted. First meeting with youth 13th September 2006.</li><li>Partnership with Department of Juvenile Justice re: Improving outcomes. MOU being drafted</li></ul> | <ul><li>Redfern Police and COS Council</li></ul> |
| 5.1 | Establish a training program between Police and local youth workers around common issues in relation to young people. | <ul><li>YLO liaise with youth services regularly.</li><li>YLO assist youth services in activities regularly.</li><li>Youth services and Police together participated in the oz tag game (Police V's Youth)</li><li>Partnership with local youth groups re: improving relations and implementing a referral system.</li></ul> | <ul><li>Police, Redfern Community Centre, local youth went in door rock climbing – Team building 4th July.</li><li>Next Oz tag match 21st September 2006.</li></ul> | <ul><li>COS Council, Redfern Police, Youth Services Sector</li></ul> |

| | | | | |
|---|---|---|---|---|
| | | ▪ ACLO involvement with youth groups. | | |
| 5.2 | Develop a resource / educational package around working with local communities for Police taking on community liaison roles. | ▪ All probationary constables are introduced to local agencies.<br>▪ All crime management unit, positions have a backup officer for their portfolio.<br>▪ Aboriginal Cultural awareness training (Corporate)<br>▪<br>▪ Aboriginal Cultural Awareness training, (Local).<br>▪ Action also addressed in Redfern Waterloo Human services Plan | ▪ Ongoing commitment. | ▪ NSW Police in partnership with COS Council, DOC's and the community sector. |
| 5.3 | Explore strategies for the involvement of parents in any recreation activities between young people, youth services and the Police. | ▪ Youth Liaison Officer involves parents in the youth mentoring program when possible.<br>▪ YLO liaise regularly with parents regarding children in our LAC.<br>▪ Youth LACACC terms of reference including recreational social activities. | ▪ YLO meeting regularly with parents.<br>▪ Issues identified relating to youth, YLO will contact parent to discuss. | ▪ Redfern Police, Redfern Waterloo Partnership Project, Youth Services Sector and COS Council |
| 5.4 | Ensure that all new Police recruited to the area are made aware of and participate where possible in local youth services recreation programs as part of the induction process. | ▪ Participate in oz tag games - Police V's Local Youth.<br>▪ NAIDOC Week celebrations.<br>▪ Rostered for two weeks, to work in the crime management unit. | ▪ Probationary constables participated in Indoor Rock Climbing 4th July.<br>▪ Participated in, NAIDOC Week celebrations (2-9 July 2006).<br>▪ Tribal Warrior now included in induction process. | ▪ Redfern Police and Local Schools |
| 5.5 | Establish a program such as "Adopt a Class between Police and | ▪ Crime prevention programs run in local schools in conjunction with school liaison officers. | ▪ Four Crime Prevention workshops conducted at Erskineville Public School, Mt Saint Carmel, Alexandria Park and Black Friars | ▪ Redfern Police and Local Schools. |

| | | | |
|---|---|---|---|
| | schools to implement programs related to bullying, young people rights and inappropriate risk taking behaviour. | ▪ Principal forums conducted bi annually.<br>▪ Youth forums conducted bi annually.<br>▪ Truancy operation run in conjunction with DET quarterly<br><br>▪ You can be a leader program in conjunction with Alexandria Park Community School and Redfern PCYC. Runs biannually for 8 weeks.<br>▪ Police are meeting with Alexandria Park principal re: bullying strategies and forthcoming lectures | Preschool.<br><br>▪ Topics conducted in workshop: Stealing, Bullying and Stranger Danger.<br>▪ Principals Forum to be held on the 31st October 2006.<br>▪ Three Truancy Operations conducted. | |
| **5.13** | Develop a program for young people convicted of an offence to attend a structured program to educate and assist the person from further offending. | ▪ YP's who are dealt with by way of Official Police Caution may have outcome relating to the offences eg apology letter to victim<br>▪ YP's who attend a Youth Justice Conference will also have outcomes relating to the offence eg community service.<br>▪ Young Offenders Legal Referral Program. | ▪ All programs are on going.<br>▪ Young Offenders Legal Referral Program starting 1st September 2006. | ▪ Redfern Police and PCYC. |
| **6.1** | Develop a strategy in relation to how overdose is managed, including the effect on residents and families. | ▪ M.E.R.I.T (Magistrates early referral intervention treatment)<br>▪ Police complete safe custody course.<br>▪ Police have SOPs (standing operational procedures) regarding overdoses. | ▪ Police use all strategies identified daily.<br>▪ Responsibility regarding this issue is with the CSAHS. | ▪ C.S.A.H.S and Redfern Police. |
| **6.2** | Develop an educational | ▪ Nil funding for program. Health department decided | ▪ Nil Funding | ▪ C.S.A.H.S and Redfern Police. |

| | | | | |
|---|---|---|---|---|
| | package and video around drugs and alcohol for people in custody. | not to run with the program | | |
| **7.1** | Ensure relevant staff are trained in Safer by Design principals. | ▪ Crime Prevention Officer trained.<br>▪ Backup CPO trained Licensing officer to be trained. | ▪ Backup CPO and Licensing Officer completed the Safer by Design Course. | ▪ Redfern Police and COS Council |
| **7.2** | Develop a MOU between Council and the Police for referral of DA which may need to consider community safety issues. | ▪ MOU already signed and in place. Monthly meetings held with Police and town planner. | ▪ Monthly Meeting to continue to discuss relevant DA and safety issues. | ▪ Redfern Police and COS Council |
| **7.4** | Develop a MOU between Police, DOH and Council to undertake safety audits in the area in response to emerging community safety issues. | ▪ Safety audits are conducted when crime prevention issues are identified.<br>▪ Although there is no formal MOU agreement regarding community safety audits, there is an understanding that all agencies assist. MOU's between all agencies already exist. | ▪ Community Safety Audit Conducted in Alexandria Area on the 16th July 2006.<br>▪ Police are organising a Community Safety Audit in East Chippendale within the next month. | Redfern Police, DOH and COS Council. |

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