Framework for **Community Engagement**

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Commissioner's Introduction

Community engagement is the foundation on which local policing should be built. The community support that is required for us to police effectively is only possible through ongoing community engagement. The challenge for us is to find successful ways of engaging with the diverse communities of NSW, to advise them about our work, to seek to understand issues of concern to them, to consult with them, and indeed to engage in a positive and collaborative partnership with them in the important goals of crime prevention and public safety.

The relationship building that occurs every day of the year across Police Area Commands (PACs), Police Districts (PDs) and organisational units with their diverse community members and groups is what contributes to successful police operations in times of conflict or community distress. When community members come to us and say, "what can we do to support the police", we know that our officers have engaged effectively.

Potentially, every interaction between police and individuals or groups in the community is an opportunity for engagement and for building on previous interactions. Every incident of crime brings with it an opportunity to engage with communities around prevention. PACs and PDs should be seeking to lift the level of engagement they have with their communities and making purposeful attempts to engage at the appropriate level.

This Framework for Community Engagement 2018 replaces the Community Engagement Guidelines released in 2010 and incorporates greater detail to assist in the development of effective community engagement strategies and activities in the areas of planning and implementation. This Framework is intended to be the overarching document beneath which a number of other more specific tools sit.

The diversity in the population of NSW requires the NSW Police Force to tailor engagement plans and strategies most applicable to targeted population groups. However, this Framework provides the backbone for any targeted local approach.

This Framework has been endorsed by the Commissioner's Executive Team, and should be used by Commanders and their senior staff in devising community engagement activities for their PAC or PD. PACs and PDs will be required to report on the depth of engagement and the outcomes achieved from planned and opportunistic activities. The Command Performance Accountability System (COMPASS) will capture the work of PACs and PDs and build a picture of engagement by the NSW Police Force.

Our progress towards reducing crime and fear of crime, increasing public safety and building community confidence in policing requires that we commit to strategic and purposeful engagement with the communities we police.

Michael J Fuller APM

Commissioner of Police

What is community engagement?

'**Community**' is a group of people who all hold something in common. This can be because they live in the same area, share an interest or identity, for instance on the basis of ethnicity or faith, or because they share an experience, such as people with a particular disability.

'**Community engagement**' is a long-term process through which we try to involve people - individuals or groups in identifying problems and shaping and implementing decisions and programs that affect them. The term "Sustained Engagement" is used to refer to the culmination of the process, implying that the process has come to fruition and that the intended shared outcomes are reached.

Community engagement activities can occur at a number of levels[1] which are described below:

Engagement at the **communication** level is where we provide general information or information in response to an identified issue. A police stall at a shopping centre providing crime prevention information, presentations about personal safety to community groups, distributing promotional material to encourage recruitment into the NSW Police Force at a Recruitment Open Day, are all examples of this type of engagement.

Engagement at a **consultation** level is where we discuss a specific issue for a set period (like focus groups, public meetings and consultative committees). These usually involve people who represent the demographic profile of a particular community. The Police Aboriginal Consultative Committees are an example of this type of engagement.

Engagement at a **participation** level is where we are working with a community on an ongoing basis, a shared understanding of the issue is developed, and solutions are identified and implemented collaboratively. This type of engagement often develops after police have been working with a community for a period of time.

The highest level of engagement is reached when **engagement is sustained** to the point where the community takes responsibility for, leads crime prevention and safety strategies and calls upon the police for support from time to time. That is, police inform and support the process while the community leads it.

These stages in the process of engagement are represented diagrammatically as the 'Model' on page 6.

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1 Common frameworks for community engagement include between 8 and 5 levels as in Arnstein, S (1969) A Ladder of Citizen Participation and International Association for Public Participation Spectrum. These have been adapted to suit the NSW Police Force context.

Why community engagement?

Community engagement can have the following benefits[2] for policing:

    reduce crime
    reduce disorder and antisocial behaviour
    increase feelings of safety
    increase solvability rates for investigations
    enhance the effectiveness of investigations
    increase police legitimacy and confidence in policing
    reduce complaints and encourage community members to assist police
    improve police community relations and community perceptions[3].

The NSW Police Force Corporate Plan commits us to engaging with the community, government, partner agencies and 'at risk' groups to reduce crime, maintain public safety and increase community confidence in policing.

Community engagement is an essential principle of policing. Sir Robert Peel, the founder of Modern Policing laid down 9 Principles[4], two of which are:

    Police must secure the willing cooperation of the public in voluntary observances of the law to be able to secure and maintain the respect of the public; and
    Police, at all times, should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police; the police being only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen in the intent of community welfare.

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[2] Myhill, A (2012) Community Engagement in Policing: Lessons from the literature. London, Home Office. Bartkowiak-Theron, I. (May 2012) "Community Engagement and Public Trust in the Police: A Pragmatic View on Police and Community Relationships and Liaison Schemes', Australasian Policing, 2 (3)
[3] Baines, M. Winning Hearts and Minds: Managing Community Tensions, Policing, Volume 1, Number 3, pp. 316-326, downloaded from http://policing.oxfordjournals.org on 12/3/2013.
[4]Peel, Sir Robert, (1829), Principles of Law Enforcement

Who to engage with?

How does a PAC, PD or organisational unit decide which section of the community it should engage with? Community engagement activities can be initiated reactively or proactively. A PAC or PD or other organisational unit may initiate a reactive community engagement strategy to respond to a specific issue or problem, raised through information from intelligence, the media, crime statistics, community networks or customer service surveys or complaints. If this is the case, the issue/problem, will give you clues about which section/s of the community you need to work with. The starting point should be a mapping of who constitutes the community for the PAC, PD or organisational unit and what the PAC, PD or organisational unit is currently doing with these communities.

Proactive community engagement activities should form part of the business planning process in the Command/organisational unit. Sources used to inform its business plan include:

> crime statistics
>
> analysis from intelligence officers
>
> results of community engagement surveys
>
> the demographic profile of the population serviced by the PAC or Police District including newly arrived migrants, refugees and asylum seekers
>
> the number of group homes within the boundaries of the PAC or Police District
>
> the population of individuals who are visibly homeless or at risk of homelessness; and the proportion of elderly, youth and women.

A number of strategic decisions should be made in light of all this information about how the PAC, PD or organisational unit will conduct community engagement activities, with whom, and the level of engagement required. The community engagement plan should be holistic, yet flexible enough to be tailored to the needs of specific sections of the community.

The Commander takes the lead in developing community engagement activities and in ensuring that the benefits of community engagement to operational policing are clear to all staff. Members of the Crime Prevention Unit should be required to provide input in to the community engagement activities for the PAC or PD, as they bring perspectives on a wide cross section of community members and crime issues.

The participation and facilitation of engagement activities by the Crime Prevention Unit, who all have at the core of their work engagement activities, contribute to an integrated approach to engagement. Community engagement that is informed by input from general duties, investigators, proactive teams, Customer Service staff is also integral to formulating activities that are relevant and responsive to the needs and priorities of police and communities.

The Community Engagement Model Explained

Effective community engagement is not achieved quickly. It is a long-term process that PACs, PDs or organisational units need to embark on. The model presented here shows community engagement as a tiered process. Any community engagement model within the policing context must not be confined to a series of isolated activities. Rather, they must engage police and community members in a proactive and responsive process that builds communities' capacity to partner police in creating local solutions to local issues.

Model for Community Engagement
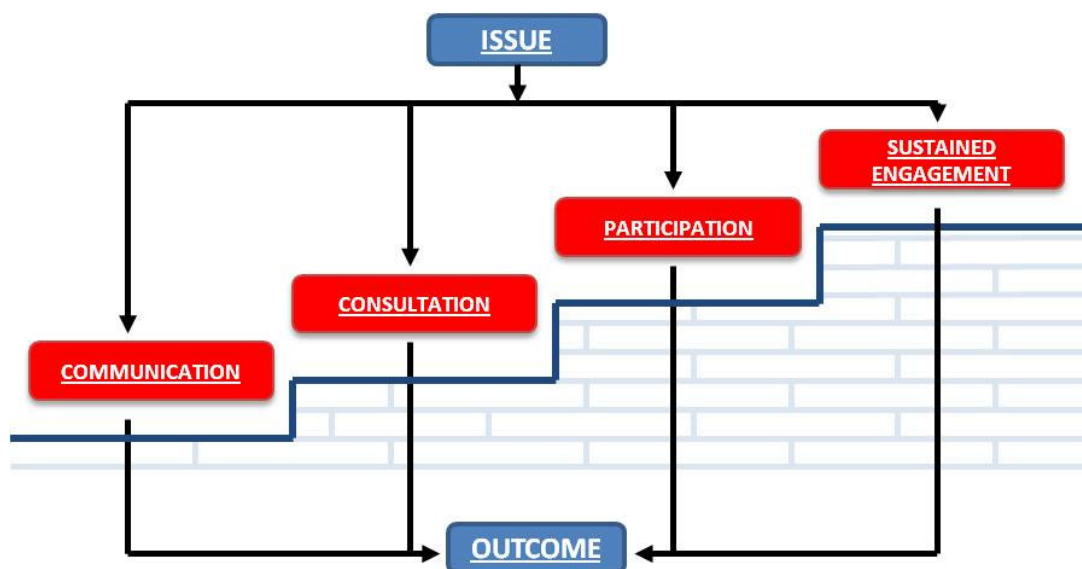
A command or organisational unit could plan activities within any of the above tiers. What is instrumental is the ability to begin at any tier and to move up or down in response to proactive or reactive priorities. As you move up the tiers, the level of engagement and influence increases. Choose the appropriate level and method of engagement in relation to the community or section of community you have targeted. The engagement plan must be purposeful, not random or adhoc. Activities at each level of engagement lay the foundation for progression to the next tier. The starting point for engagement may differ from command to command and community to community.

An illustration of the community engagement model

The following example illustrates the how the model for community engagement applies to a particular issue involving a community of interest identified by Wollongong Police District. The engagement process can be applied to most issues and diverse groups in the community in a similar way. It has at its core the intended outcome of shared responsibility and partnerships.

Case Study

'Call Me' Campaign, Wollongong Police District

ISSUE:

Safety and security of students including international students on campus at Wollongong University - a visible increase in crime against international students with subsequent potential impact on international relations.

Communication

- Police receive reports from students reporting crime
- Police identify gaps in knowledge, international students unsure about the consequences of reporting crime
- Police address student groups regarding safety, using the existing NSW Police Force compiled safety messages

Consultation

Police: outline the risks from police perspective; ask how students see the issue

Students: fear, lack of understanding of the law, want to feel safe

- Police take their existing safety messages to University. University Security and students discuss the messages and give feedback to police that the messages are clear but had no impact.
- Police reframe their messages based on the feedback.
- Students consult their Design and Communications Department at University.
- Students agree to redesign and "brand" student safety messages.
- It is agreed that students would rewrite messages in collaboration with the Communications & Graphic Design students.

Participation

Now that there is a shared understanding, the opportunity exists to develop messages from an informed stance – police understand students' needs, students understand police responsibilities and willingness to collaborate.

- Students then form safety messages based on police information and using the design and communication strategies suggested by the departments. This results in the "Call Me" campaign that uses cheeky slogans to attract students to vital messages.

- There is now partnership with police at all levels of development and police used in the photo campaign.

- Police and University also develop an implementation plan in partnership with further stakeholders such as local council, surrounding cafes, bars, security services, community services.

Sustained Engagement

Police are confident that they have enhanced the capacity of students to identify and report crime and to be proactive in preventing it. Students have rapport and confidence in police and in their strategies.

Through a continued partnership, students and police developed a 'Call Me' campaign brand, which included safety messages portrayed on moving sign posts, university billboards, posters, place mats in cafes and bars, plastic drink bottles, espresso coffee cup holders, campus bags, as a range of 'give-aways' that would contribute to the 'Call Me' slogans achieving visibility.

Engagement is met when what began as a police initiative led by police has now eventuated to a campaign that is championed by the University and its students allowing police to take a support role.

Through evaluation and further development NSW Police Force will now adopt this campaign and roll it out state wide under the NSW Police Force International Students Safety Strategy.

OUTCOMES:

 An internal evaluation of the 'Call Me' campaign showed that working relationships between the PD and the University improved significantly demonstrated by:

* Instances of direct contact by students, campus security or other University staff about questions and incidents

* When a student reports to police, police seek permission to inform the University so it can make contact and offer other support such as counselling/alternate accommodation.

* Greater awareness among University staff on the steps to take when they have victims of crime.

 * Campaign messages and posters still being displayed on electronic boards and in hard copy on campus, at six University accommodation premises, and students using products such as lanyards and water bottles.

* An offer from the University to advertise 'Call Me' messages in the student diary.

Planning for Community Engagement

The planning for engagement at the Corporate, Regional, Command or organisational unit level requires a few clear steps aimed at assisting in preparing for engagement at any level.

The four key steps in the planning process encourage Commands or organisational units to:

MAP – Mapping involves considering the environment and local population profile alongside current incidents and issues. Creating a simple environmental map ensures that strategies are planned in context. Mapping also includes considering activities or relationships that have been established by other commands or internal/external agencies.

ANALYSE – Commands or organisational units should assess the local landscape and consider what, where, who and why in relation to engagement activities and goals.

PLAN – The Command's Business Plan will specify the goals and intended outcomes of the activities. The outcomes you are looking for describe what difference / contribution the engagement activity might make, and how the activities might add value to police community relationships.

IMPLEMENT and EVALUATE – This step is about carrying out the activities in your plan and then considering if it met the original objectives. Evaluating implementation has to examine what could have been done differently, what worked and what the outcomes were.

Preparing for Community Engagement:

Regardless of which tier of community engagement you choose as a point of intervention, certain steps must be followed. With every community engagement initiative, it is important to:

Map the environment
Identify what you are trying to achieve
Consider what you are currently doing and at what level
Analyse the focus
Develop activities that relate to the purpose
Consult and consider and plan
Monitor progress in **implementing** the plan
Evaluate the process and outcomes
Learn lessons for future activity

Preparing for Community Engagement: The four steps:

The four steps in the following cycle are important components of effective planning and preparation for any engagement plan. The representation in a circular mode reinforces that although they may be linear in process they are interchangeable. Effective implementation is dependent on ongoing reflection and planning will assist in developing and refining local and corporate strategies in the future.

Map

Analyse

Implement
& Evaluate

Plan
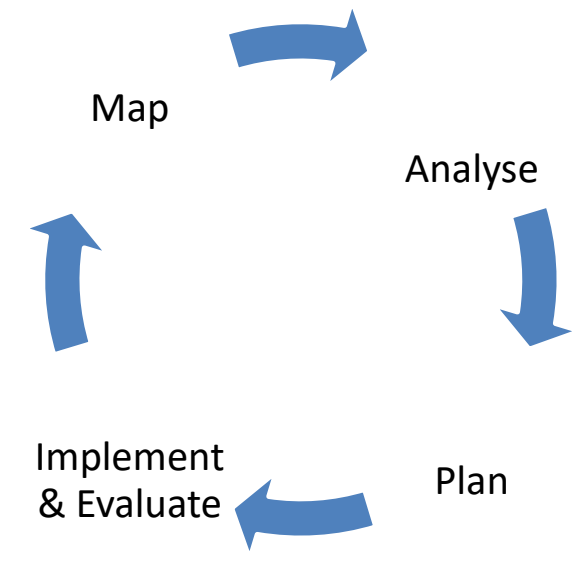
Reporting on Community Engagement

The formal community engagement activities that have been identified by the Command (based on an assessment of local risks, challenges, opportunities and community / stakeholder issues) need to be documented in the Command Business Plan in the COMPASS system under '**Communities & At-Risk Groups**', which is located in the Community & Partners key result area.

Instructions for entering business plans into the COMPASS system are located on the NSW Police Force intranet: http://compass/cpa/content/learnmore.

Entering Comments & Actions into the COMPASS system

Commands are required to report on their Community Engagement activities in the COMPASS system using the Community Engagement indicator.

A Comment & Action template has been developed to facilitate reporting by Commands. This template reflects the requirements described in this document. The Comments & Actions entered by the Command should also reflect the planned community engagement activities in the Command business plan.

NOTE: While duplication of reporting in the COMPASS system is generally not required, it may be necessary to report community engagement activities undertaken with Aboriginal communities in both the **Community Engagement** indicator **AND** the **Aboriginal Strategic Direction** indicator. This may also apply to the **Cultural & Linguistic Diversity** indicators.

Entering Comments & Actions against each relevant indicator enables the respective Corporate Sponsors to extract information easily relating to their portfolio from the COMPASS system.

Contacts

The NSW Police Force welcomes feedback on the Framework for Community Engagement and if you have any comments they should be sent to the address below. Additional copies of this document can be obtained by contacting Crime Prevention Support Command on the address shown below or downloaded from the NSW Police Force website http://www.police.nsw.gov.au/.

Crime Prevention Support Command can provide support to the field in planning, implementing and reviewing community engagement plans and interventions.

Crime Prevention Support Command

Phone: 02 9281 0000

TTY: 02 9211 3776

Email: #cdt@police.nsw.gov.au

Appendix 1 - NSW Police Force Community Engagement Framework Diagram

NSW POLICE FORCE COMMUNITY ENGAGEMENT FRAMEWORK

Our Approach — **Priorities** — **Specific Responsibilities** — **Planning & Preparing for Community Engagement** — **General Responsibilities**

Our Approach

- **PREVENTION**
- **DISRUPTION**
- **RESPONSE**
- **CAPABILITY**

Priorities

- Community engagement to support crime prevention, crime reduction and safeguard and strengthen communities
- Community engagement to support planned events, public order, emergency management, road safety and CT preparedness.
- Sustained community engagement to strengthen community / stakeholder relationships and maintain community confidence
- Develop staff skills and capabilities in community engagement.
- Develop engagement measures and evaluation tools.
- Develop leadership training with an understanding of community engagement principles and approaches.

Specific Responsibilities

- Police Area Command, Police Districts, Business Unit Commanders.
- Corporate Sponsors.
- Police Transport & Public Safety Command.
- Corporate Sponsors.
- CT&ST.
- Capability, Performance & Youth Command.
- Corporate Sponsors.
- Education & Training Command.
- Performance & Program Support.
- Performance & Program Support.
- Education & Training Command.
- Leadership Directorate

Planning & Preparing for Community Engagement

Plan → Do → Analyse / Evaluate → Improve

Community Engagement Maturity Model

2018-2019	2019-2020	2020-2021	2021-2022
•Governance •Policy •Awareness raising and communication •Learning and skills enhancement •Support delivery of community engagement	•Communication •Learning & Skills enhancement •Support delivery of community engagement	•Support delivery of engagement •Measure performance	•Support delivery of engagement •Continuous improvement •Enhance practice

General Responsibilities

Senior Executives:
Responsible for promoting and supporting a culture that achieves effective engagement with the diverse communities of NSW.

Commanders and Managers:
Responsible for planning community engagement in a purposeful way, developing staff capabilities, monitoring effectiveness of plans and ensuring feedback to communities.

All Staff:
Responsible for identifying opportunities for engagement, undertaking engagement tasks and activities consistent with policy, and reporting on outcomes/effectiveness.

COMMUNITY ENGAGEMENT TIERS

- SUSTAINED ENGAGEMENT
- PARTICIPATION
- CONSULTATION
- COMMUNICATION

Bottom boxes

- COMMUNITY ENGAGEMENT POLICY STATEMENT
- ANZPAA EDUCATION & TRAINING GUIDELINES INFORMING COURSES
- STRATEGIC AND COMMAND BUSINESS PLANS INCORPORATE COMMUNITY ENGAGEMENT
- COMMUNITY ENGAGEMENT TOOLS

PROACTIVE PARTNERSHIP POLICING

Framework for Community Engagement