

Inquiry into the Decriminalisation of Certain Public Offences, and Health and Welfare Responses

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**Office of the Mayor**

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31 August 2022

Committee Secretary
Community Support and Services Committee

Email: cssc@parliament.qld.gov.au

Dear Committee Secretary

Cairns Regional Council Submission - Inquiry into the Decriminalisation of Certain Public Offences and Health and Welfare Services

Executive Summary

Cairns Regional Council (Council) welcomes the opportunity to provide a submission to the above inquiry, conducted by the Queensland Parliament's Community Support and Services Committee.

Local Government is a key player in community safety (through a focus on safety, wellbeing and connectedness) and as the owner of public open spaces has legal responsibility to manage public behaviours. Cairns Regional Council acknowledges the importance of this role in ensuring personal safety and security, maintaining amenity and a sense of wellbeing, and maximising the economic contribution of these spaces. Council also recognises its responsibility to enable the rights, values and needs of all users in accessing these sites. As such Council invests heavily into this area, contributing directly over \$3 million per year to maintaining community safety, and this is just the CBD. However, this function has become increasingly challenging, not just in Cairns but for Council's across Queensland.

For example, as part of developing the Cairns LGA Community Safety Plan (CBD Pilot) 2022-2026 (CSP), evidence indicates that local residents, businesses, and visitors within Cairns LGA are significantly impacted by the adverse effects of anti-social behaviours. In particular, public intoxication in the Cairns CBD, parks, and public spaces is of growing concern. This is supported by recent data that indicates high levels of community fatigue and frustration, a reduced sense of safety, and discrimination against some groups (Source: Urbis, 2020; CRC, 2022). The same data identifies a clear community mandate for leadership to take more proactive action to reduce these impacts, as opposed to a weakening of measures or increased leniency that would potentially undermine regulation.

Cairns' CSP also highlights the complexity of underlying health and social drivers to anti-social behaviours, the competing values and resource demands, and levels of unmet need due to a service system at or beyond capacity. This is compounded by a trend in under-investment by government in prevention compared to acute level responses. There are also significant barriers to adequate resourcing and/or coordination at the systems level which is necessary to address the compounding forces behind different types of offending. In addition, there are inadequate powers and resources available to mandated service providers such as Queensland Police (Source: CRC, 2022).

Following the review of the *Human Rights Act 2019*, with its emphasis on interventions based on consent, it is within this strained operating environment that any easing of the *Summary Offences Act 2005* will further disempower public space managers. This would result in additional cost-shifting to local governments and a social services sector already under duress, as has been experienced in other jurisdictions (Source: McNamara and Quilter, 2015).

Recommendation:

Given this context, Cairns Regional Council does not support any relaxation of the Summary Offences Act 2005. In addition, Council opposes any easing of legislation or operational policing responses until the current system can meet existing levels of need as well as the anticipated escalations that would result from any decriminalisation of public offences such as those proposed.

Further information regarding this position is provided below, together with proposed mitigation measures for the Committee's consideration.

1. Background - Overview of Community Safety in the Cairns LGA

Through a focus on safety, wellbeing and connectedness, Local Government is a key player in community safety, and has legislative responsibility to manage public open spaces within its constituency. For the Cairns Regional Council this equates to a total area of 1,693.2 km² and a resident population of approximately 168,853. Our responsibility includes ensuring the safety of both residents and a high number of visitors annually - both domestic and international. The Cairns LGA also experiences high degrees of mobility between populations in neighbouring communities, including Aboriginal and Torres Strait Islander communities to the north that rely on Cairns as a service centre.

The adverse effects of public offences and antisocial behaviour in public spaces - socially, culturally and economically - are well established. Historically behaviours related to sleeping in public, public intoxication, public health breaches such as urinating and defecating in public, and criminal or intimidating behaviours of some groups, have all contributed to the challenge of managing public spaces in line with the rights, values and needs of all users.

Data indicates that in Cairns, an average of 170 complaints per month are received regarding community safety, 51% of which are directly related to the Cairns CBD and fringes. In addition, Council data indicates that from 2016-2021, some 6,162 instances of anti-social behaviours occurred within the CBD alone per year and a further 2,700 incidences per year were attributed to people rough sleeping (Source: CRC, 2022).

The Cairns CBD has experienced long standing issues with managing anti-social behaviours. This led to the establishment of a Safe Night Precinct committee of local business owners, which aims to provide a coordinated response to alcohol-related behaviours. As part of this partnership, Council deploys extensive security resources to help mitigate occurrences. This includes a substantial CCTV network (comprising 504 cameras of which 224 are in the Cairns CBD and fringes; 1 x mobile CCTV unit), and a 24/7 mobile security team (street-based and vehicle), costing rate payers of Cairns some \$3 million per year. Council also invests in partnerships with Queensland Police, Youth Justice and numerous human and social services to prevent and respond to safety needs.

The effects of anti-social behaviours are direct and indirect, ranging from the costs of policing and security and inconvenience related to vandalism of private or public assets, to the less tangible impacts such as people's sense of safety and amenity, levels of confidence in leadership to manage crime, fatigue, and discrimination toward some groups (Source: Urbis, 2020; CRC, 2022).

Evidence suggests that while there are fluctuations in the nature, frequency and intensity of occurrences these often correlate with broader societal trends and issues. In this way behaviours are not specific to any one group, location, time or culture; however some cohorts are often more associated with certain types of activities. Council data indicates that certain groups are often over-represented in occurrences of antisocial behaviours. These highly vulnerable groups include transient or itinerant persons, disaffected youths, people from an Aboriginal and Torres Strait Islander background and those experiencing significant mental health concerns among others (Source: CRC, 2022).

Recognising that key drivers of anti-social behaviours are often systemic and underpinned by social disadvantage and trauma, Council supports approaches that combine a public-health lens with punitive responses. This approach is operationalised by combining the resources and mandate of key partners including Queensland Police, Queensland Health, Council's regulatory services, and the social and community services sector (Source: AIC, 2009; CRC, 2022; Crane *et al.*, 2012; DCCSDS, 2016; Homel, 2021).

2. Key Issues and Consideration of Decriminalisation of Public Offences

- **Powers of Intervention:**

Council's current approach to a public offence includes a coordinated response between social services, City Safe (Council) officers authorised under Local Laws, Queensland Police, and Queensland Health, drawing on the range of powers of each lead agency. This includes the critical option to engage a diversionary and health response.

Should Queensland Police lose the ability to act and/or prosecute for types of offending such as public intoxication (among others), this would undermine the effectiveness of Council's coordinated approach and essentially strip police of the power to relocate a person to safety.

The retention of this legislative power is essential in the public safety context, in that it provides a measured response to the changes now enshrined in the *Human Rights Act 2019*, which inhibits intervention without consent.

The *Human Rights Act 2019* prevents local government or Queensland Police from engaging in activity against a person where there is no statutory power to do so, and the intervention is against the individual's wishes. This includes situations in which the individual is vulnerable and experiencing significant underlying (and often unaddressed) health conditions. Any repealing of the *Summary Offences Act 2005* (SOA), or reduction of policing powers would serve to compound the issue in this context and likely result in an escalation of anti-social behaviours and negative public perceptions as has been experienced in other regions (Source: McNamara and Quilter, 2015).¹

¹ This includes offences such as public intoxication, begging, and public urination among others.

This will reduce the efficiency and effectiveness of collaborative responses and further shift responsibility and cost of interventions to local government and an over-extended health, social and community services sector.

Recommendation:

That the Inquiry maintains the existing provisions related to penalty infringements and policing powers as provided under the Summary Offences Act 2005, to ensure the efficacy of cross-agency interventions, with consideration given to augmenting response options for vulnerable cohorts.

- **Public Safety Coordination:**

From a coordination perspective, the particular vulnerabilities of Aboriginal and Torres Strait Islander peoples and overrepresentation of this cohort in community safety data is well established (Source: CRC, 2022). Cairns is a satellite community servicing people from approximately 16 surrounding community councils. In addition, community closures or disruptions have been known to displace up to 150 persons into Cairns significantly overwhelming local capacity. This interface with local cohorts escalates behavioural issues related to intoxication in public and conflict and risks local tenancies.

The absence of a dedicated coordination mechanism undermines efforts to drive culturally appropriate models of support for this cohort and avoid escalation of risk, particularly given this group's underlying health status and levels of housing and homelessness stress (including overcrowding) and the need to increase levels of help seeking behaviours (Source: Group of 8, 2020; Centre for Aboriginal Policy and Economic Research, 2020).

The review should consider place-based coordination mechanisms to assess and manage localised responses for First Nations peoples, with the response led by the requisite authority to influence cross-agency activities and associated resourcing.

Likewise, Safe Night Precincts (SNP) are a critical multi-stakeholder mechanism for managing and coordinating responses to increase alcohol-related safety in entertainment precincts. Managed by a local board, these collaborations are particularly important in high tourism dependent economies such as Cairns.

Council has become aware that operational funding for this function was dramatically decreased end of financial year 2021/2022. Government funding for the State's 15 SNPs, has been reduced from \$500,000 annually per SNP, to one total round per year comprising \$500,000 to be shared across all regions. The Cairns SNP reports that this will significantly restrict local response options and is compounded by the short-term duration of funding agreements, which undermine the ability of SNPs to negotiate and implement and maintain longer-term mitigation and strategies.

A holistic review should consider this aspect and seek to increase and stabilise the funding arrangements for SNPs as a critical coordination mechanism.

Recommendation:

That the Inquiry review the governance mechanisms needed to effectively implement and monitor local responses to the Summary Offence Act 2005 and make recommendations for their adequate resourcing accordingly.

- **Resourcing of Key Community Safety Partners:**

Adequate resourcing of critical partners is essential to combating levels of anti-social behaviour. Council acknowledges the extensive efforts of Queensland Police to meet current (and increasing) levels of demand in relation to anti-social behaviour and community safety.

Under-resourcing in policing generally together with an under-investment in early intervention is a global issue (Source: Arcia, 2006; Christle *et al.*, 2005). This trend has resulted in police services being forced to shift focus to addressing serious crime, as opposed to addressing minor offending as part of an early intervention and prevention approach.²

Increasing adequate investment in policing operations and reappportioning investment in early intervention capacity is a critical precursor prior to any relaxation of measures.

Human and Social service data indicates that capacity to address levels of demand through a health and wellbeing lens is at an all-time low. While levels of unmet need have been long standing concerns, this situation has been significantly exacerbated by the effects of COVID-19. This includes the compounding effects of unprecedented low accommodation vacancy rates and levels of affordability, increased substance use, and increased mental health concerns (Source: JCU, 2022; 2022; QShelter, 2020; 2022; CASS, 2021).

Services report a critical shortage in levels of diversionary support (both early intervention and crises support) and transitional accommodation to meet existing need.

It is critical that the review avoid any amendments that generate increased service demand without significant additional investment to meet current need and predicted escalations as well as the lead time to establish service arrangements (Source: CSWG, 2022).

² Arcia, 2006 and Christle, Jolivette and Nelson, 2005, cite the School to Prison Pipeline, which describes the trajectory for offenders when more minor offences at an early stage are left unaddressed, behaviours invariably escalate to more serious and severe offences. This results in an enormous cost to society in policing, justice and corrections and reduces the public's sense of safety and wellbeing. This approach also reduces the life chances of young perpetrators. The authors assert that without early-stage intervention, the opportunity to reduce levels of serious crime are low and police resources will increasingly be consumed dealing with the acute end of the crime spectrum (Source: MacNamara and Quilter, 2015).

Service sector responses are further undermined by gaps in critical health infrastructure. This includes residential rehabilitation options, a severe lack of capacity within Queensland Health's mental health services (to provide coordinated assessment and treatment prior to people becoming acute), and the reliance on Cairns for tertiary health services by surrounding communities (Source: Access Community Housing, 2020; Queensland Council of Social Services, 2014; CRC, 2022).

In this context, consideration should be given to the impact on some rural and remote communities, given the levels of existing disadvantage, barriers to accessing local secondary and tertiary services, and existing health status.

Recommendation:

That the Inquiry review the range of health and wellbeing services needed to effectively support local responses to the Summary Offence Act 2005 and make recommendations for their adequate resourcing accordingly.

In assessing the decriminalisation of certain public offences and health and welfare services we strongly urge the Committee to consider the matters and recommendations contained in this submission.

Should you have any further enquiries or require additional information, please contact Brett Spencer, Executive Manager, Community Life on [REDACTED].

Yours sincerely



Cr Bob Manning
Mayor

Enc: Cairns LGA Community Safety Plan (CBD Pilot) 2022-2026

Acronyms:

CASS	Cairns Alliance of Social Services
CBD	Central Business District
CSWG	Community Safety Working Group
JCU	James Cook University

Cairns Community Safety Plan CBD Pilot – 2022-2026

Contents

Acronyms	4
Acknowledgements	4
PART A: Community Safety Plan 2022-2026 Framework	5
1. Introduction	5
2. Local Government and Community Safety Plans	6
2.1 Defining Antisocial Behaviour	7
2.2 Cairns Regional Council Community Safety Plan Approach and Scope	8
2.2.1 Scope of the CSP	8
2.2.2 Geographic Footprint and Profile	8
2.2.3 Links to Other Plans	9
2.2.4 CSP Public Safety Analysis Framework	10
PART B: Community Safety Plan Operational Overview	11
3. Current Profile of Target Cohorts and ASB	12
3.1 Overview of Data	12
3.2 Current Profile of Key Target Cohorts for Interventions	14
3.2.1 COHORT 1: Universal – All public space users.....	14
3.2.2 COHORT 2: Homeless – Rough-sleepers.....	15
3.2.3 COHORT 3: Adult Drinkers/Intoxicated in Public Spaces.....	15
3.2.4 COHORT 4: Youth (Aged Under 17 Years)	15
3.2.5 COHORT 5: Cairns Regional Council Staff and Contractors	16
4. Core Intervention Options	17
CIO 1: Community Safety - Social Connectors.....	17
CIO 2: Cairns CBD Crime Prevention Through Environmental Design.....	17
CIO 3: Cairns CBD Integrated Security Resources Protocol.....	18
CIO 4: Cairns CBD Maintenance and Cleanliness Response Protocol	18
CIO 5: Cairns CBD Hotspot Activation Plan.....	19
CIO 6: CRC Proactive Homelessness Coordination Protocol	19
CIO 7: Cairns CBD – Safe Night Precinct	20
CIO 8: Youth Connectors CBD Pilot.....	20
CIO 9: Cairns Regional Council Behavioural Change Plan.....	21
CIO 10: Community Safety Integrated Taskforce (Governance Model).....	21
4.1 Additional Core Interventions - Advocacy.....	22
CIO 1: ‘That Place’ - Discreet Hotel/Site	22
CIO 2: Cairns LGA Wet Centre and Service Hub.....	22
CIO 3: Cairns Diversionary Centre - Extended Diversionary	23
CIO 4: Safe Night Shelter Youth (Aged Under 17 years)	23

4.2 CSP Resourcing Arrangements 24

4.3 Integration of Options in Addressing Priority Occurrences 25

4.4 Key Partners in Interventions 26

5. Evaluation Framework (including Key Performance Indicators)..... 27

6. Communications Plan – Internal and External Stakeholders (To be completed following Council approval) 30

7. CSP Establishment Implementation Plan 31

8. Governance Model 32

Acronyms

ASB	Antisocial Behaviour
CBD	Central Business District
CCTV	Closed Circuit Television
CCVYP	Case Coordination for Vulnerable Young People
CCWG	Case Coordination Working Group
CIO	Core Intervention Options
CPTED	Crime Prevention Through Environmental Design
CRC	Cairns Regional Council
CSP	Community Safety Plan
CSS	Community Safety Strategy
EHAR	Emergency Housing Action Response
HMAS	Her Majesty's Australian Ship
H&PIT	Housing and Public Intoxication Taskforce
KPI	Key Performance Indicator
LGA	Local Government Area
LGAQ	Local Government Association of Queensland
PSAF	Public Safety Analysis Framework
QPS	Queensland Police Service
RTC	Return to Country
SC	Social Connectors
SIM	Sector Integration Mechanism
SNP	Safe Night Precinct
YC	Youth Connectors
YETI	Youth Empowered Towards Independence
YJ	Youth Justice

Acknowledgements

Cairns Regional Council acknowledges and pays our respects to the Traditional Custodians of our region, the Djabugay; Yirriganydji; Bulawai, Gimuy Walubara Yidinji; Mandingalbay Yidinji; Gunggandji; Dulabed and Malanbarra Yidinji; Bundabarra and Wadjanbarra Yidinji Wanyurr Majay; Mamu and NgadjonJii peoples.

We extend this respect to all Elders past, present and future, and other First Peoples within our region.

Council also expresses its appreciation to the region's human and social services and acknowledges their expertise and invaluable contributions toward the implementation of this plan.

PART A: Community Safety Plan 2022-2026 Framework

1. Introduction

The adverse effects of antisocial behaviour (ASB) in public spaces - socially, culturally and economically - are well established. Historically behaviours related to sleeping in public, public intoxication, and criminal or intimidating behaviours of some groups, have all contributed to the challenge of managing public spaces in line with the rights, values and needs of all users.

These effects are direct and indirect, ranging from the costs of policing and security and inconvenience related to vandalism of private or public assets, to less tangible impacts such people's sense of safety and amenity, levels of confidence in leadership to manage crime and fatigue, as well as discrimination toward some groups.

Data indicates that while there are fluctuations in the nature, frequency and intensity of occurrences in the Cairns CBD, often correlating with broader societal trends and issues, there are long-term patterns associated with the antisocial behaviours in this location. As part of Council's overarching proactive Community Safety Strategy, which focuses on improving community safety across the Cairns LGA, the Community Safety Plan (CSP) outlines Council's approach to managing behaviours in public spaces. This includes streetscapes, parks and recreational areas, as well as iconic sites such as the Esplanade and city's CBD and fringes.

The CSP outlines Council's framework to ensure compliance with expected standards of behaviour by people participating in public spaces throughout the Cairns LGA and the range of response options to mitigate escalation of and/or prevent the emergence of new antisocial behaviours.

This version of the CSP focusses specifically on the Cairns central business district (CBD) and fringes (as a pilot program). The focus on this location stems from the enduring patterns of antisocial behaviours that are often concentrated in this area and the levels of exposure to impacts.

The Aim of the Community Safety Plan is to:

Strengthen the Cairns CBD as an inviting place in which people feel safe, amenity encourages visitation, and economic activity and diversity is supported.

2. Local Government and Community Safety Plans

The adverse effects of various types of antisocial behaviour are well established – social, cultural and environmental. This includes the significant flow on effects to open space users, residents, business owners and visitors related to perceptions of safety, amenity and community fatigue related to the issue; and economic and opportunity costs of vandalism and graffiti, increased policing, and brand management among many others.

Local Government is a key player in community safety, through a focus on safety, wellbeing and connectedness. This focus may span community-based crime prevention, from providing monitoring and intelligence, city-wide and site-specific safety planning and place-making, setting protocols for behaviours, to building social capital including community connection and cohesion. Internationally, CSPs are increasingly seen as integral components of the overall Community Safety approach, articulating Local Governments' expectations for minimum standards of behaviour and response protocols as the public space managers.¹

Consistent principles of Community Safety Plans (CSP) include a focus on:

- Addressing **specific risk-taking** behaviours.
- **Zero tolerance** for 'incivility'.
- **Coordination** across all levels of services and agencies.
- **Prevention** and early intervention.
- Utilising **innovative** community engagement and development.
- A commitment to **sharing data**.
- Social justice and rights-based considerations – tempering the **rights of all users** to enjoy the public space.
- Interventions must be **cross-cutting**, including both pro-social and regulatory approaches.
- **Using a mix** of targeted sites and/or groups as well as whole of community approaches.

Successful CSPs...

- ✓ *Combine compliance with soft touch approaches including developmental /transformational behaviour change and resilience strategies.*
- ✓ *Span universal (whole of population), targeted cohorts and individuals as well as specific sites of concern.*
- ✓ *Must consider the specific behaviours and impacts to accurately guide implementation of CSPs as well as existing community strengths*

(Source: AIC, 2009).

Research also shows that proactive 'soft touch' (or 'light touch') engagement in the places and times that universal and targeted cohorts informally present is most effective. In addition, approaches that apply a public-health lens in lieu of/or in addition to punitive focussed criminalisation of offenders is more effective in altering the trajectory of offending by acknowledging and addressing the underlying causes (Crane et al., 2012; DCCSDS, 2016; Homel; 2021).

¹ This review also considered literature specifically related to anti-social behaviour plans. The review revealed a paucity of national examples with the Sutherland Shire Anti-Social Behaviour Plan, Sutherland Shire Council (2009), represented the only national strategy publicly available.

2.1 Defining Antisocial Behaviour

The literature demonstrates that the term ‘antisocial behaviour’ incorporates a range of behaviours from what is socially unacceptable and minor offensive or harmful acts, to more serious and life-threatening acts that have long-term repercussions.

Behaviours are varied and on a scale of severity, ranging from begging, rough sleeping and being drunk or disorderly in a public place to serious criminal offences such as assault and theft. However, even persistent low-level antisocial behaviours can be perceived as indicative of more concerning safety issues, resulting in significant consequences for community perceptions (AIC, 2009; SCC, 2016).

Behaviours can be defined on a spectrum of misuse of public space, disregards for community safety, disregard for personal wellbeing, acts directed at others (including animals), and environmental damage. It is important to note that what is defined as unacceptable or undesirable today is not static but may change over time with community sentiment and interpretation varies between cultures (AIC, 2009; CCC 2022). (Refer Section 2.2.1 Scope and Table 1).

Behaviours are also not specific to any one group, location, time or culture. However, some cohorts are often more associated with certain types of activities. It is widely acknowledged that key drivers of antisocial behaviours are systemic and cyclic, being underpinned by social disadvantage and trauma. Consistent with this, groups such as people experiencing homelessness and mental illness, youth and people from an Aboriginal and Torres Strait Islander background are often over-represented in profiles and face high degrees of vulnerability (AIC, 2009; CCC 2022).

Definitions of Antisocial Behaviour

The **Australian Institute of Criminology** defines antisocial behaviour as:

‘...behaviour that disturbs annoys or interferes with a person’s ability to go about with their lawful business’ (source WA Police).

The **Queensland Police Service** incorporates antisocial behaviours as a Public Nuisance offence. This includes a person behaving in a disorderly, offensive, threatening, or violent way. Defined as:

‘...the person’s behaviour interferes, or is likely to interfere, with the peaceful passage through, or enjoyment of, a public place by a member of the public.’

The **Australian Psychological Society** defines antisocial behaviour as:

‘...acts that create community concern. These range from misuses of public space, such as fighting or drug use and dealing, to disregard for community safety, such as dangerous driving or drunk and disorderly behaviour. Other examples include acts that cause environmental damage, such as graffiti or litter.’

Table 1: Spectrum of Antisocial Behaviours

Misuse of public space	Disregard for community safety	Disregard for personal wellbeing	Acts directed at people	Environmental damage
Vehicle related nuisance and inappropriate vehicle use (eg illegal parking)	Hooning and dangerous driving	Drug use	Bullying	Graffiti in public places
Teenagers loitering and obstructing others from using space	Noisy or rowdy behaviour and intimidation (includes shouting, swearing, fighting etc)	Binge drinking and drunken behaviour	People being insulted, pestered or intimidated	Property damage and vandalism
Drug use or dealing	Drunk or disorderly behaviour, including house parties	Skipping or truanting from school	Aggressive, threatening or obscene language and behaviour	Rubbish, litter and failure to maintain property
People sleeping in areas such as park benches, under trees, or in alleyways	Noisy neighbours		Aggression or hostility towards minority groups	Abandoned cars
Fighting or acts of physical violence	Loud noise and music		Disputes between neighbours	
Consuming alcohol in the street	Urinating in public			
Prostitution	Uncontrolled animals			

(Source: Based on Harradine et al., 2004; Smart et al., 2004 cited AIC, 2009)

2.2 Cairns Regional Council Community Safety Plan Approach and Scope

The Cairns Regional Council is in the process of developing an overall Community Safety Strategy (CSS) aimed at improving the community safety and security of the Cairns Local Government Area (LGA). This CSP (CBD Pilot) will form a key component of the CSS. The CSP outlines the range of Council initiatives aimed at reducing the level of antisocial (offensive) behaviour in public spaces and protocols for de-escalating or mitigating the escalation of existing ASBs or the emergence of new ASBs.²

Council takes a holistic and integrated approach to community safety, incorporating security measures and resources combined with a range of services and community development programs that promote pro-social behaviours and increase social capital, improves standards for managing public space and encourages building design (Crime Prevention Through Environmental Design - CPTED) and policies that affect and support local businesses. Council also works to advocate for and collaborate with local social services and agencies to address the underlying social and economic causes associated with antisocial behaviours as part of an integrated approach.

The CSP includes a Public Safety Analysis Framework (PSAF) to provide a systematic tool to analyse the type of risk, the significance of the impact, the stakes of the consequences, thresholds of acceptability, and available response options (including partnerships) that can be strategically deployed to manage occurrences. Occurrences may be ongoing, periodic, temporary or of those yet to occur (Refer Section 2.2.4).

An internal working group has been established to oversee the development, implementation and monitoring of the CSP guided by a Terms of Reference.

2.2.1 Scope of the CSP

The scope of the CSP includes those behaviours deemed illegal or prohibited by legislation or Council's Local Laws or those of very high risk. The plan also considers other behaviours, that while technically not unlawful, may be considered undesirable in public spaces based on assessments of risk, balancing the rights of all users and community sentiment (e.g. rough sleeping). Consistent with this scope, the CSP focuses on those priority cohorts not conforming to the defined standards of acceptable behaviour.

The plan will consider emerging issues, trends and changes in community expectations as part of annual reviews and will be adjusted accordingly. This includes reviewing the range, descriptions and thresholds of acceptable behaviours as defined by CRC (using the PSAF). As part of this process, pro-social strategies designed to counter ASBs will be integrated into other core organisational plans (Refer Section 2.2.3)

2.2.2 Geographic Footprint and Profile

This plan focusses specifically on the Cairns central business district (CBD) and fringes (as a pilot). The focus on this location stems from the enduring patterns of antisocial behaviours concentrated in the CBD and the associated impacts that resonate both in the CBD and across the broader community. This includes those impacts associated with the visibility of incidences in this location due to the high traffic flow (often distinct to the prevalence of incidences), and potential consequences (social, cultural, economic) given the profile

CRC's CSP seeks to:

- ✓ *Reduce the incidence and severity of antisocial behaviours.*
- ✓ *Improve and sustain levels of public safety and community confidence in response efforts and reduce levels of community fatigue and tension.*
- ✓ *Achieve more sustainable outcomes for vulnerable groups.*
- ✓ *Reduce economic impacts and free up resources to be redeployed for other needs.*

² For strategies aimed at increasing pro-social behaviours through community development and activation of public spaces, contributing to the overall resilience of the Cairns community, refer to Links to Other Plans.

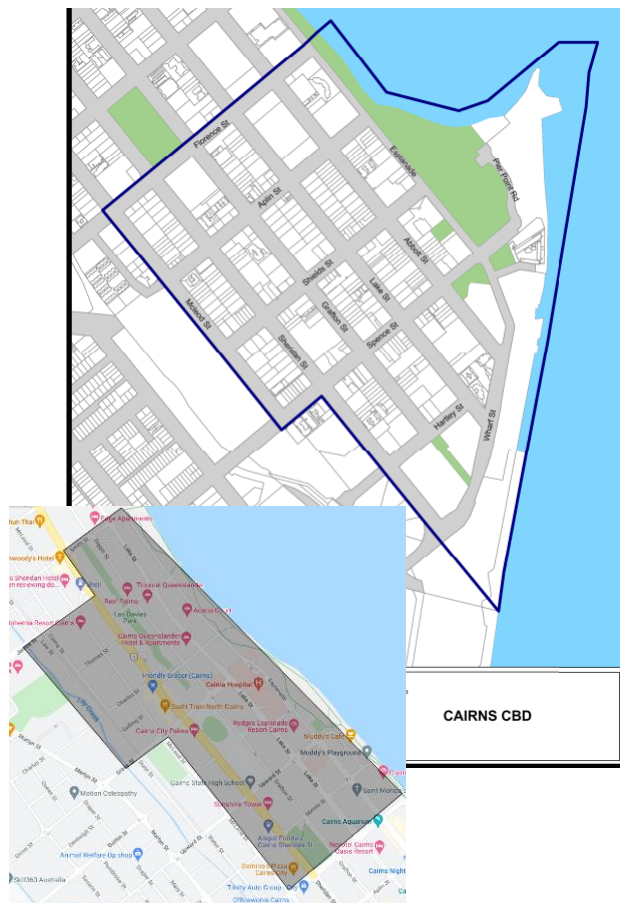
of the space and the diversity of users. However, the model is both transferable and scalable dependent on need and available capacity.

The Cairns CBD is defined by the Cairns Safe Night Precinct mapping. The area borders Wharf Street and Pier Point Road to the east, Florence Street to the north, with McLeod and Sheridan Streets framing the south/west boundary. The Traditional Owners of the Cairns CBD are Gimuy Walaburra Yidinji.

The precinct includes over 700 industry outlets reflecting a diverse mix of residential, commercial and government owned assets including the Cairns Base Hospital, Cairns Port and HMAS Cairns naval base. Professional, scientific and technical services (114), Accommodation and Food Services (113) and Retail Trade (74) are identified as the dominant business divisions within the Cairns City centre.

The Cairns CBD is relatively large, roughly equating to the Brisbane CBD including Kangaroo Point and Southbank (Architectus, 2011)

Cairns Safe Night Precinct – Cairns CBD and Fringes (CRC, 2022)



<i>Cairns CBD Industry Profile</i> (Economic ID, 2022)	Number	%
Agriculture, Forestry and Fishing	18	2.6
Mining	2	0.3
Manufacturing	11	1.6
Electricity, Gas, Water and Waste Services	2	0.3
Construction	24	3.4
Wholesale Trade	14	2.0
Retail Trade	74	10.5
Accommodation and Food Services	113	16.1
Transport, Postal and Warehousing	18	2.6
Information Media and Telecommunications	9	1.3
Financial and Insurance Services	33	4.7
Rental, Hiring and Real Estate Services	94	13.4
Professional, Scientific and Technical Services	114	16.2
Administrative and Support Services	40	5.7
Public Administration and Safety	3	0.4
Education and Training	15	2.1
Health Care and Social Assistance	39	5.6
Arts and Recreation Services	12	1.7
Other Services	67	9.5
Total Industries	702	100

2.2.3 Links to Other Plans

Cairns Regional Council’s commitment to improving levels of community safety and amenity is a key objective reflected in several key strategic plans including:

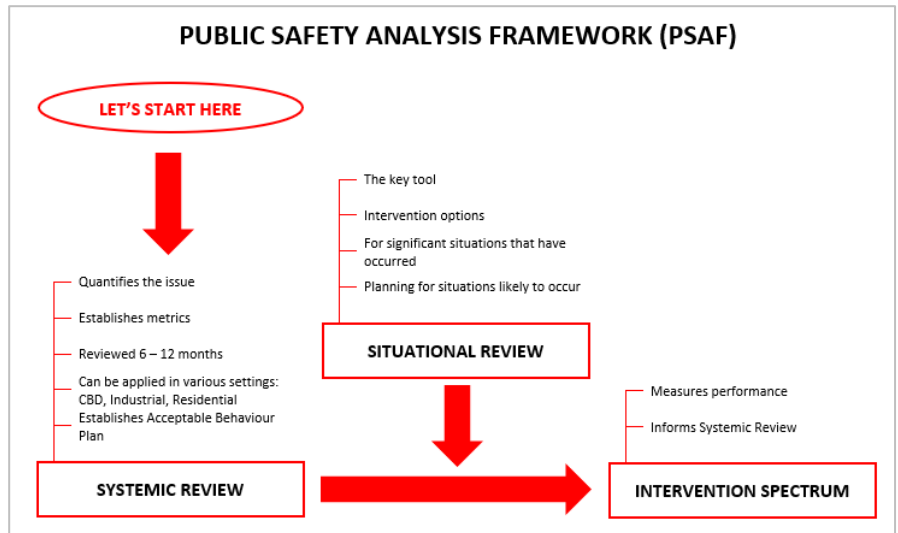
- Cairns Regional Council Corporate Plan 2021-2026; Cairns LGA Community Safety Strategy; Cairns Regional Council Housing and Homelessness Strategy; Cairns Regional Council Behaviour Change Strategy (under development); Cairns Regional Council Community Resilience Strategy (under development); Cairns City Place - Master Plan Review Cairns City Centre Commercial Review: Final Report (Urbis, 2020); LGAQ Advocacy Action Plan 2022.

2.2.4 CSP Public Safety Analysis Framework

The CSP includes a Public Safety Analysis Framework to provide a systematic tool to assess occurrences. This includes an analysis of the type of risk, significance of the impact, stakes of the consequences, thresholds of acceptability, as well as available response options (including partnerships) to inform the intervention/s chosen – using systemic and situational (case by case) intelligence. Critically, the framework includes pre and post measurements to evaluate the effectiveness (short-term), outcomes (medium-term), and impact (long-term) success of interventions and to guide continuous improvements. A key aspect is the accumulation of evidence (data and intelligence) in relation to patterns and trends to inform external advocacy and services.

The PSAF is a multi-criteria analysis and assessment tool to assist public space operators to set and manage acceptable behaviour related to:

- What are the types, number of occurrences, and levels of change over time that are considered acceptable in addressing priority adverse effects?
- What are the strategies to get there?
- Where do we want to be and how do we measure our success? In the short-term, medium-term and long-term.



The PSAF comprises three stages, with the critical components being:

1. Systemic Review

The Systemic Review establishes a CSP baseline and standards that will be used to identify the priority issues, cohorts for attention and the type and level of change sought to inform annual improvement targets.

Occurrences will be compared against this benchmark to **assess the performance gap** between the actual state and the desired state. Specifically, the Systemic Review will establish:

- A **baseline** of the behaviours of concern (the issues – both systemic, sporadic and periodic).
- A **standard** of the acceptable behaviour (the **Acceptable Behaviour Threshold**), including performance indicators, annual improvement targets and metrics to track progress. Targets will consider social, economic, and environmental aspects.

SYSTEMIC REVIEW

IMPACT	IMPACT RATING	WEIGHTING	SCORE
Economic			
• Cost Short Term	2	4	8
• Cost Long Term	3	5	15
Social			
• Health	2	4	8
• Wellbeing	4	3	12
Environmental			
• Brand Damage	4	2	8
• Tourism	3	3	9
• Locals	3	4	12
• Business	4	5	20
			92

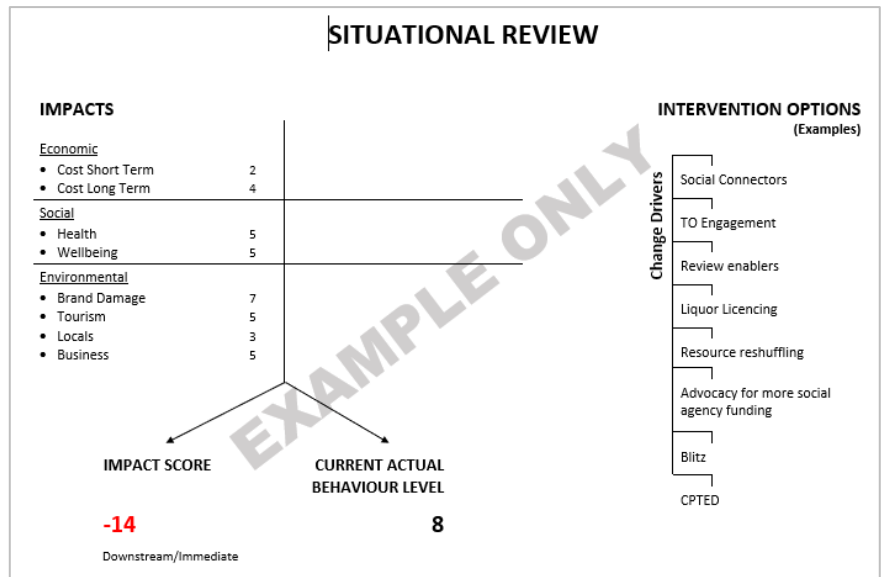
100 – 92
Our Current Actual Behaviour Level is **8**

2. Situational Review

The Situational Review compares the standards set in the Systemic Review (baseline and standards) to determine the **Actual (current) level of behaviours** identifying the degree of change required.

Specifically, the Situational Review will:

- Map the effectiveness of the responses that have occurred or are occurring and (hard data and anecdotal).
- Plan for future scenarios that are likely to occur.
- Outlines intervention options including resources and response partners that could be utilised to improve the behavioural level.

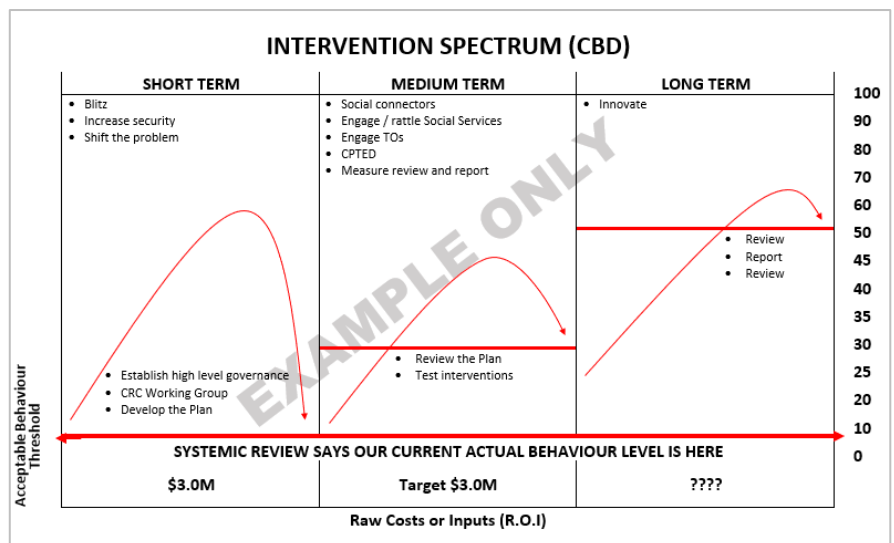


3. Intervention Spectrum

The Intervention Spectrum tracks progress over time, assessing the success of interventions over the short, medium and longer-term.

Specifically, the Intervention Spectrum will:

- Measure performance (based on pre and post measurements of accepted metrics) by comparing the Actual level of behaviour with the Acceptable Behaviour Threshold.
- Inform the Systemic Reviews – undertaken annually or as required (including in preparation for or response to emerging issues).



PART B: Community Safety Plan Operational Overview

3. Current Profile of Target Cohorts and ASB

3.1 Overview of Data

Cairns Regional Council data indicates that certain groups are often over-represented in occurrences of antisocial behaviours. These groups include transient or itinerant persons, disaffected youths, and those experiencing significant mental health concerns among others.

Community Complaints – City Safe 2017-2021

2017	2018	2019	2020	2021
12	96	148	131	233

(Source: CRC, 2022)

In the period 2019-2021, Cairns Regional Council received an average of 170 complaints per month regarding community safety, 51% of which are directly related to the Cairns CBD and fringes.

In addition, CRC data indicates that from 2016-2021, some 6,162 instances of ASB occurred within the CBD per year and a further 2,700 incidences per year were attributed to people rough sleeping (CRC, 2022).

The Cairns Regional Council commissioned ‘Cairns City Centre Commercial Review’ in 2020, identified significant concerns regarding crime in the CBD, due to a high perceived presence of itinerants, poor lighting and youth crime (Urbis, 2020).³

Cairns City Centre Commercial Review: Final Report (Urbis, 2020).

CRIME OVERVIEW

Stakeholder feedback, online surveys and a scan of recent media articles identified safety as one of the key elements impacting the success of the city centre.

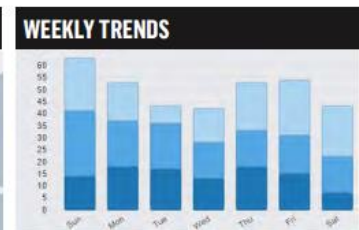
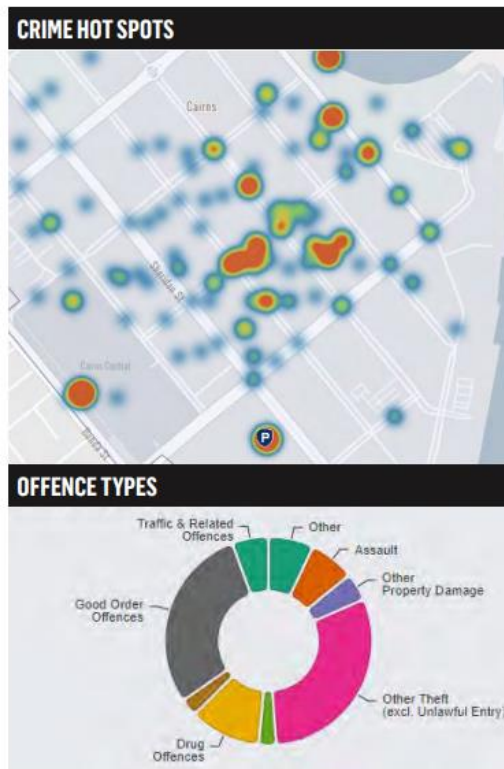
A review of Queensland Police crime statistics for the Cairns city centre between the period of October 7 and November 7 2019 indicated:

- 351 offences were committed.
- Other Theft, Good Order Offences and Drug offences were the three highest offence types.
- The majority of crimes were committed at midnight.
- The Shields Street and Lake Street intersection had the highest crime activity.
- The Orchid Centre Shopping Centre and adjoining retail on Lake Street also indicated high incidents of crime.
- The highest incidents of crime occurred on a Sunday.

Commentary from the public user survey noted that some residents do not feel safe in the city centre at night due to a high perceived presence of itinerants, poor lighting and youth criminal activity.

‘I don’t feel safe walking around the city after dark especially if I am away from the Esplanade.’

An incident involving the assault of two police officers in the city centre has recently triggered additional concerns for residents and workers.



Offences appear to peak on Sundays and towards the end of the week. The trend is downwards on Mondays with a lower number of offences on average taking place on Tuesdays, Wednesdays and Saturdays.



Offences spike in the lead up to midnight and secondary peaks at 4am, 9am and 6pm. There appears to be a drop off around 2am.

³ The report was concluded pre-COVID and will now be activated. The CSP aligns with the report’s findings.

There are fluctuations in the nature, frequency and intensity of these occurrences that are influenced by both cyclic drivers (e.g. seasonal variations or community disruptions) as well as broader societal and community trends and conditions (e.g. the prevalence of housing distress and cost of living pressures). In addition, the types of services available to support interventions is regularly changing – from the support models available (e.g. street based outreach) to the level of resources. Several services offer mobile outreach into the Cairns CBD (Refer Section 5.2 Key Partners in Interventions).

Cairns City Centre Commercial Review: Final Report (Urbis, 2020)

Safety Perceptions

Itinerants and juveniles are seen by the public as creating the greatest issues for traders, and contributing to public users feeling unsafe in the city centre. Feedback from the public user survey noted that respondents felt unsafe when walking on the streets, particularly when alone.

'My main concern is safety, I just don't feel safe in the city. I feel safe when I am inside an establishment or driving on the roads, I feel unsafe when I am walking around and am constantly scanning for potential issues.'

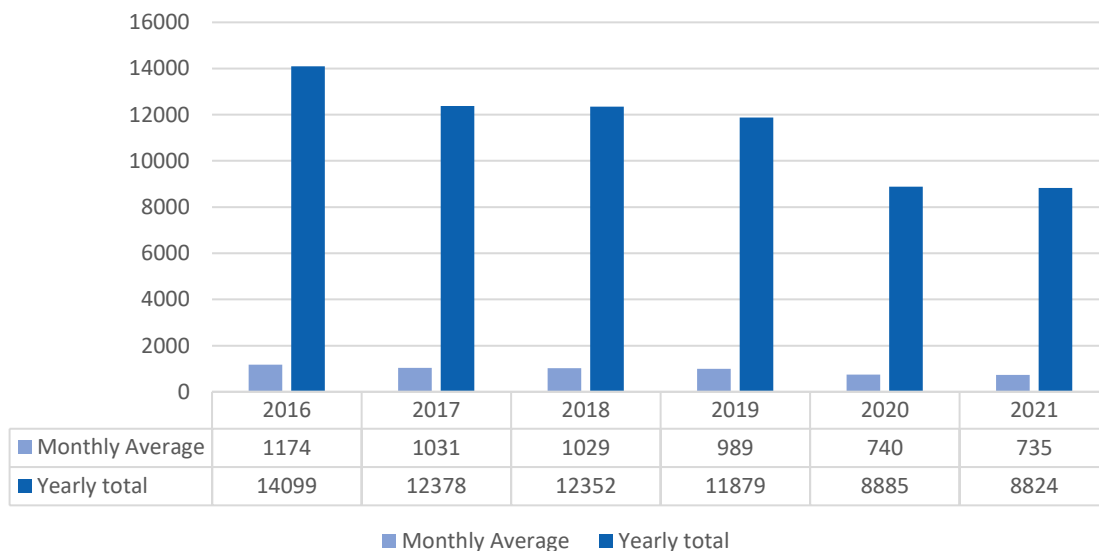
'I don't feel personally safe anymore. I wouldn't walk alone anymore.'

'As a female, I wouldn't feel safe in some of the streets alone.'

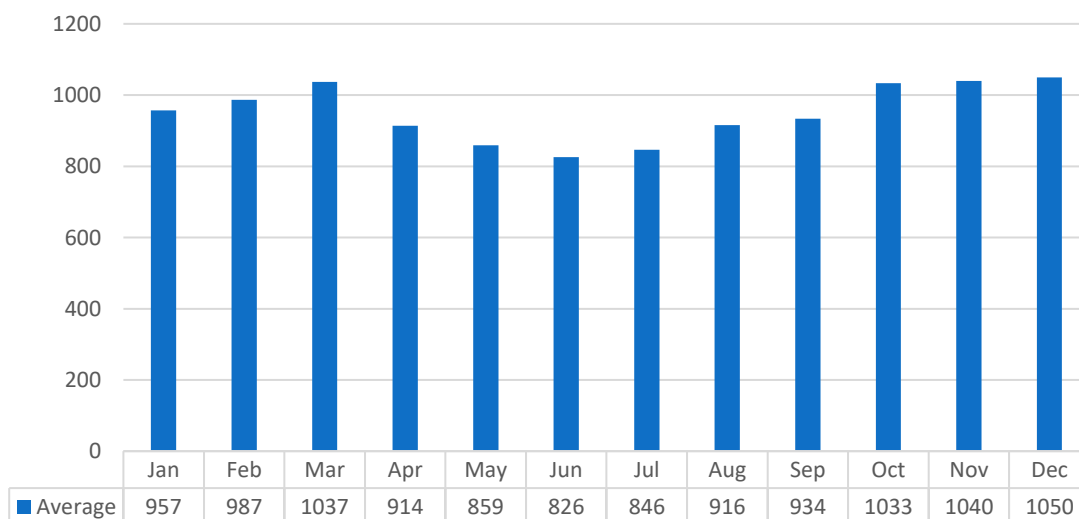
The traders survey revealed 54.7% of respondents have safety concerns for their business or staff, and 58.5% have employed new security measures in the last 3 years, the most common being CCTV surveillance.

Below is an overview of incidences from 2016-2021 inclusive. This includes overall yearly totals, monthly averages, and type of incidences.

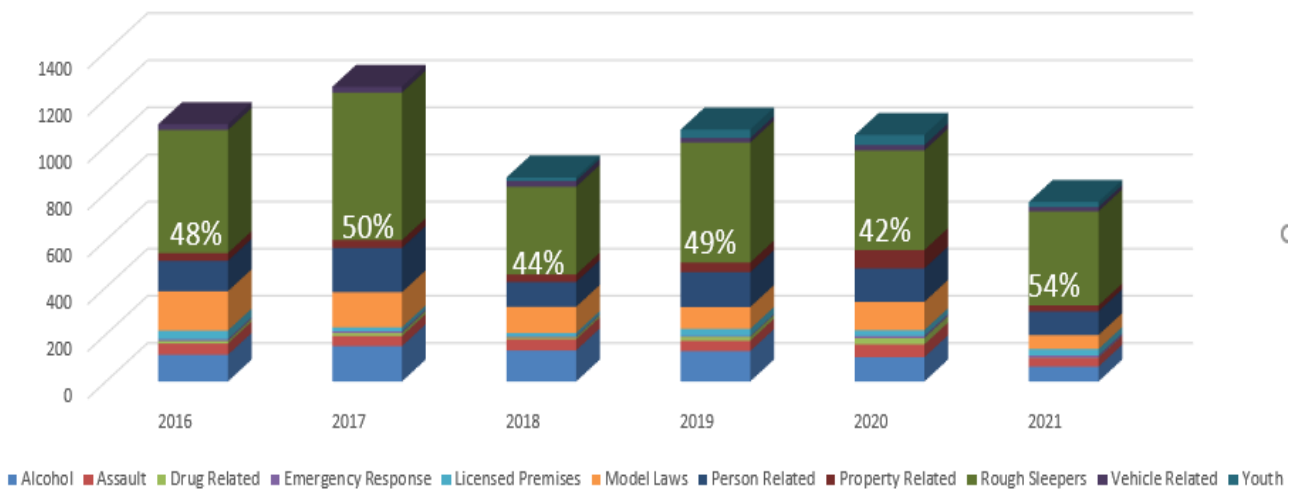
Cairns CBD and Fringes - Yearly Incident Total



Cairns CBD and Fringes - Monthly Incident Average 2016-2021



Incident Type by Year – 2016-2021



(Source: CRC, 2022)

3.2 Current Profile of Key Target Cohorts for Interventions

Below is a profile of key cohorts relevant to the CSP’s implementation.

3.2.1 COHORT 1: Universal – All public space users

According to ABS data, the Cairns CBD has a relatively very low population density of 1,415 persons per square km, which is a direct reflection of the scarce availability of residential products.⁴ Residents living within the Cairns CBD are either young adults or downsizers, the majority of which are owner occupiers. There is a very small student population. There is a larger residential product offered along the Cairns waterfront. The profile includes:

- 42% couples with no children
- 33% lone households
- 67% owner occupiers
- 25% of people are aged 20-29
- 23% of people are aged 45-59
- 3% are students (Cairns City Centre Commercial Review, Urbis, February 2020).

The Cairns City centre has a relatively very low population density of 1,415 persons per square km when compared to cities like:

- Darwin - 2,396 persons per sq.km
- Newcastle - 2,029 persons per sq.km

(Source: ABS, 2016).

The Cairns CBD records in excess of 1.5–2 million people movements per year, reflecting the number of people that live, work and recreate within the precinct (CRC, 2022). This includes a significant percentage of the city’s 3 million tourists per year, including 750,000 international visitors, reflecting the density of hotel and hospitality venues located in the Cairns CBD (TTNQ, 2021).

The number of residential dwellings within the CBD is still comparatively small, however is increasing as occupancy options are increased. The Cairns CBD shopping, services and recreation facilities are a key drawcard and a significant component of the Cairns brand-recognition.

⁴ It should be noted that the Cairns CBD is a geographic area encompassed within the Cairns City Centre.

3.2.2 COHORT 2: Homeless – Rough-sleepers

Service data indicates that there are approximately 130 people per night sleeping rough in Cairns, with 60 of these considered to be chronic rough sleepers. At times, these numbers can fluctuate up to approximately 240 people.

Of this group, approximately 80 people per night are diverted to crises accommodation shelters. Of the remainder at least 25 individuals are estimated to sleep rough in the CBD on any given night (not including those in vehicles). This number is an approximate only, given the estimated levels of hidden homeless in Cairns. This group has complex needs, often living with unaddressed chronic medical conditions, including physical and mental illness and addictions to alcohol, drugs or other substances. These factors also make this group highly mobile, with a percentage moving in and out of the Cairns CBD and fringes.

CRC data indicates that approximately 46% of incidents per year (approximately 2,700) are attributed to people sleeping in open spaces. Undesirable behaviours range from vandalism through discarded rubbish, toileting in public, serious assault (sexual assault) to hoarding. This group extends to the behaviors exhibited in the following cohort.

3.2.3 COHORT 3: Adult Drinkers/Intoxicated in Public Spaces

The Cairns CBD is a designated Safe Night Precinct (SNP) with formal arrangements established to mitigate and respond to levels of consumption and post-venue behaviour of patrons through responsible servicing of alcohol and SNP collaborations. In addition to commercial venue patrons, there are persons and groups that purchase and consume alcohol in public spaces, either temporarily (transitioning through the CBD) or regularly.

CRC data indicates that approximately 30% of incidents per year are attributed to people consuming alcohol in public and associated behaviours. Undesirable behaviours range from being intoxicated in public to loitering or fighting in public.

3.2.4 COHORT 4: Youth (Aged Under 17 Years)

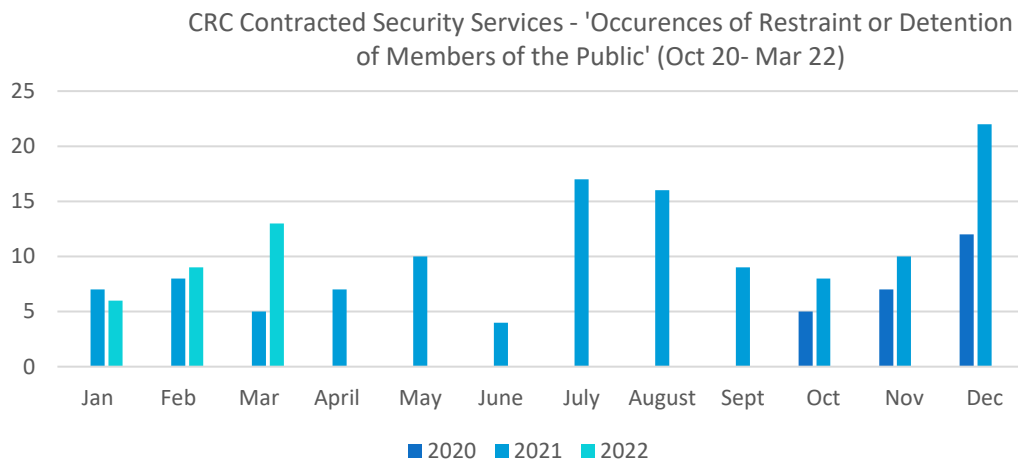
Reports indicate that there are at least 70-90 young people under 17 years currently identified as at high risk of homelessness in Cairns, however the true number is likely to be significantly more given estimated levels of hidden homelessness. There are also some 40 young people that are identified as high risk repeat offenders who are known to both Youth Justice and Child Safety. Elements of these groups are known to be highly mobile (migrating into the CBD from surrounding suburbs), are highly active at night (by choice or otherwise) and are highly vulnerable (including unresolved trauma and severe disadvantage).

CRC data indicates that persons under the age of 17 years account for a significant proportion of incidences of antisocial behaviour in the Cairns CBD and fringes. Analysis of CRC City Safe data 2018-2021, indicates that approximately 4% of total reported offences have been committed by this group specific to the Cairns CBD. This equates to 1636 reported incidences (409 per year), with an average of 34.8 incidences per month. Some 36 incidences have been recorded to February 2022. This data represents a statistically significant proportion of overall offences given the size of the cohort and the severity of some of the offences committed. Offences include those of a more serious nature, ranging from assault to theft, and are reported to occur Sunday to Saturday with a degree of elevation Friday-Monday. There also appears to be little fluctuation during school holidays (CRC, 2022).

3.2.5 COHORT 5: Cairns Regional Council Staff and Contractors

Cairns Regional Council contracts street and vehicle-based security to assist in managing behaviours in the Cairns CBD. These contractors together with CRC employees are critical to mitigating ASBs and increase the sense of safety and amenity through their tone of engagement. The expectations of engagement are established via Standard Interaction protocols.

At times, security guards are required to physically restrain or detain someone who is not responding to a directive. In 2021, these interactions averaged approximately 10 instances per month. Incidences of harm to staff and security contractors also occur during these interactions. During this period, out of 176 incidents, 27 required medical assistance for security staff.



4. Core Intervention Options

Core Intervention Options (CIO) include but are not limited to the following initiatives. These initiatives are cross-cutting and mutually reinforcing. Therefore, it is likely that all or aspects of each will be used ongoing and/or may be intensified as part of targeted responses to hot spots or escalating situations.

In addition, on occasion these CIOs will be supplemented with additional targeted strategies dependent on the situation. Complementary strategies may include QPS police or Council security ‘blitzes’ or extended outreach services, and place-making strategies and initiatives including events and public information campaigns among others.

CIO 1: Community Safety - Social Connectors

TARGET GROUP: COHORT 1 - Universal			
PURPOSE: Informal engagement focussed on prevention and early interventions is effective to reduce the incidences and severity of ASB and improves perceptions of safety and wellbeing.			
How	Partners/Sector Integration Mechanism (SIM)	CRC Lead	Timeframe (pending budget)
Establish Social Connectors to undertake informal monitoring, engagement and response coordination.	QPS Anglicare – Diversionary Mission Australia Youthlink YETI SIM – H&PIT	Coordinator Community Safety (City Safe - Operational)	November 2022
DESCRIPTION: Social Connectors (SC) provide informal mobile and proactive engagement throughout the Cairns CBD to monitor and encourage appropriate behaviours of public space users, preventing or de-escalating instances of non-compliance. The SCs will draw on the capacity and intelligence of the City Safe security resources (fixed, mobile and street based). In the case of breaches, SCs will work with other City Safe resources to coordinate enforcement interventions (CRC regulatory services and security; QPS) and/or social services. SCs provide soft outreach to all demographics together with a passive presence to help shape the tone of the precinct and encourage pro-social behaviours.			

CIO 2: Cairns CBD Crime Prevention Through Environmental Design

TARGET GROUP: COHORT 1 - Universal			
PURPOSE: Application of the principles of CPTED is effective to prevent or reduce the levels of ASB in the Cairns CBD.			
How	Partners/Sector Integration Mechanism (SIM)	CRC Lead	Timeframe (pending budget)
Review and report on deficiencies regarding CPTED for the Cairns CBD.	Consultancy CRC Officers	Coordinator Community Safety (City Safe - Operational)	By June 2023
DESCRIPTION: Crime Prevention Through Environmental Design (CPTED) is a multi-disciplinary approach that informs and uses urban and architectural design and management of built and natural environments to prevent or reduce the conditions conducive to antisocial behaviours. A key aspect of CPTED is building a sense of community among inhabitants to gain territorial control, reduce crime, and minimise fear or perceptions of levels of crime.			

CIO 3: Cairns CBD Integrated Security Resources Protocol

TARGET GROUP: COHORT 1 - Universal			
PURPOSE: Deployment of Council’s security resources in a responsive and integrated way is effective to reduce the incidences and severity of ASB in the Cairns CBD.			
How	Partners/ Sector Integration Mechanism (SIM)	CRC Lead	Timeframe
Review and report on strategies to develop increased flexibility for the deployment of Cairns CBD Integrated Security Resources.	Security Contractor QPS QPS/YJ Co-Responder SIM - H&PIT	Coordinator Community Safety (City Safe - Operational)	By October 2022
DESCRIPTION: Cairns Regional Council has extensive security resources that can be deployed to mitigate the occurrence of antisocial behaviours. These resources include the capability of the CCTV network (comprising 504 cameras of which 224 are in the Cairns CBD and fringes; 1 x mobile CCTV unit), and the 24/7 mobile security team (street-based and vehicle). The integrated security protocol aims to ensure agile and responsive deployment, intended to prevent or de-escalate the prevalence and severity of incidences. This includes rostering on demand, efficient transfer of security assets to hotspots or occurrences and increased coordination with other responsible agencies and services.			

CIO 4: Cairns CBD Maintenance and Cleanliness Response Protocol

TARGET GROUP: COHORT 1 – Universal			
PURPOSE: Deployment of Council’s public space maintenance resources in a responsive and integrated way is effective to negate or reduce the levels of negative effects associated with ASB in the Cairns CBD.			
How	Partners/ Sector Integration Mechanism (SIM)	CRC Lead	Timeframe (pending budget)
Develop and implement an organisational Maintenance and Cleanliness Response Protocol	CRC Organisational Learning and Culture	Team Leader Leisure Venues (City Safe - Operational)	August 2022 on-going
DESCRIPTION: Cairns Regional Council deploys significant resources to maintain the cleanliness and amenity of public open spaces. This includes vegetation management, rubbish/debris removal, and maintenance of public infrastructure (e.g. seating, cooking facilities and exercise/play equipment). The resources are also activated to respond to instances of hygiene breaches, public health risks and the associated wider aesthetics. The Maintenance and Cleanliness Response Protocol seeks to establish and ensure agile and responsive deployment of CRC resources to prevent or rectify sites impacted by ASB. Interventions will seek to reduce the effects related to access, usage and perceptions of all public space users and assist in the response phase while service interventions are being established. This may include providing sorting, transportation and interim storage of personal belongings (e.g. hoarding). The protocol includes coordination across CRC business areas and trigger points for activation.			

CIO 5: Cairns CBD Hotspot Activation Plan

TARGET GROUP: COHORT 1 – Universal			
PURPOSE: Activation of Council’s place-management interventions are effective to prevent or reduce levels of ASB in the Cairns CBD and the associated negative effects.			
How	Partners/ Sector Integration Mechanism (SIM)	CRC Lead	Timeframe (pending budget)
Develop and implement a CBD Hotspot Activation Plan.	CRC Organisational Learning and Culture Cairns SNP Cairns Chamber of Commerce CRC City Safe CRC Strategic Planning SIM - H&PIT; CSNP	CBD Place Manager	August 2022 on-going
DESCRIPTION: The Cairns CBD experiences periods of ASBs concentrated within hotspot locations – either intermittently or ongoing. The CBD Hotspot Activation Plan intends to identify and implement a range of pro-social and site-specific activation strategies to prevent or reduce the occurrences and frequency of ASBs in targeted sites. This includes strategies that increase the presence, duration of stay and invigoration of specific sites for a broad range of target groups as well as individual cohorts. This includes the enlivening of specific public spaces, business precincts or individual sites (e.g. shop locations) that increases pro-social influences and passive surveillance. Strategies will be integrated with security responses and the Cairns City Centre Commercial Review and recommendations (Urbis, 2020).			

CIO 6: CRC Proactive Homelessness Coordination Protocol

TARGET GROUP: COHORT 2 – Homeless - Rough Sleepers (All ages) (Overlaps with Cohort 3)			
PURPOSE: Proactive coordination is effective in reducing the number of chronic rough sleepers in the Cairns CBD, particularly those experiencing chronic and unaddressed health conditions, and outcomes are sustained.			
How	Partners/ Sector Integration Mechanism (SIM)	CRC Lead	Timeframe
Develop and implement CRC Integrated Homelessness Coordination Protocol.	Anglicare Mission Australia Youthlink YETI QPS (including RTC) Queensland Health CRC Strategic Planning SIM - CCWG	Coordinator Community Resilience (City Safe – Operational)	April 2022-2023
DESCRIPTION: On occasion the efforts of individual services are inadequate to engage and secure an outcome (including interim options) for some chronic rough sleepers with high and complex needs. This may be related to service constraints, capacity or the complexity of the client’s condition. In these exceptional circumstances, a more integrated and intensive approach is required that combines the resources of all partners and can address any barriers to engagement. The Integrated Homelessness Coordination Protocol aims to more effectively combine the resources of CRC’s Security and CCTV systems, QPS, Queensland Health and social services into concentrated intervention to secure and sustained outcomes for individual clients.			

CIO 7: Cairns CBD – Safe Night Precinct

TARGET GROUP: COHORT 3 – Adults Drinking/Intoxicated in Public (Overlaps with Cohort 2)			
PURPOSE: Planning and deploying Safe Night Precinct resources and policy in a more integrated way is effective to reduce the incidences and severity of antisocial behaviours in the Cairns CBD.			
How	Partners/ Sector Integration Mechanism (SIM)	CRC Lead	Timeframe
Review and report on strategies to better integrate and strengthen SNP initiatives.	SNP Management Committee QPS QPS/YJ Co-Responder SIM – SNP Executive	Coordinator Community Safety (City Safe - Operational)	By October 2023
DESCRIPTION: Cairns Regional Council participates in the Safe Night Precinct Management Committee drawing extensively on its security resources to mitigate the occurrence of antisocial behaviours together with other responsible partners. Additional measures are needed to reduce anti-social behaviour at night – this includes increased commitment to the Responsible Service of Alcohol and the Liquor Accord via the Office of Liquor and Gaming; and consideration of increased restrictions on the sale of alcohol at various times. A review is required to consider the range of current strategies and future options that better increase the effectiveness of the SNP, including more appropriate/effective targeting CRC resources consistent with Local Government core areas of responsibility – such as the street-based RSA security officers. May include engagement with Traditional Owner Groups/POs and community services to inform best practice models.			

CIO 8: Youth Connectors CBD Pilot

TARGET GROUP: COHORT 4 - Youth (Aged Under 17 years).			
PURPOSE: Informal engagement with young people focussed on prevention and early interventions effectively reduces the incidences and severity of youth-related antisocial behaviour and improved perceptions of safety and wellbeing.			
How	Partners/ Sector Integration Mechanism (SIM)	CRC Lead	Timeframe (pending budget)
Establish Youth Connectors Model.	Co-Responder Team YETI Diversionary Team Didge SIM - CCVYP	Coordinator Community Safety (City Safe – Operational; Community Resilience - Policy/Advocacy)	October 2022-2023
DESCRIPTION: The Youth Connectors (YC) will carry out proactive street-based engagement (mobile and informal) outside of standard business hours with young people aged 10-17 years as part of Council’s overall strategy to manage behaviour in the Cairns CBD. The YCs will draw on the capacity and intelligence of the City Safe security resources (fixed, mobile and street based). The YCs will monitor the patterns of movement of unaccompanied minors, seek to develop a profile of this cohort, and share intelligence with other services. The intention is to encourage pro-social and protective behaviours that reduce the instances and severity of antisocial behaviours through collaboration with specialist services that address the root causes.			

CIO 9: Cairns Regional Council Behavioural Change Plan

TARGET GROUP: COHORT 5 – CRC Staff and Contractors			
PURPOSE: The implementation of a CRC Behavioural Change Plan is effective to build the appropriate engagement practices frameworks and culture to reduce the instances of harm to staff and public space user during interventions.			
How	Partners/ Sector Integration Mechanism (SIM)	CRC Lead	Timeframe
Develop and implement an organisational Behavioural Change Plan.	CRC Organisational Learning and Culture Security Contractor QPS	Coordinator Behavioural Change	August 2022 on-going
DESCRIPTION: The Cairns CBD is an epicentre for the congregation of many different user groups, with differing values and needs. This includes vulnerable groups including those experiencing chronic illness and mental health that manifests in a variety of challenging antisocial behaviours. This includes unruly and belligerent behaviours or conditions associated with chronic dependencies such as alcohol or mental illness (e.g. hoarding). Equipping all associated staff in dealing with these interactions is essential to protect staff and public space users. The Behaviour Change Plan is intended to fulfil this need.			

CIO 10: Community Safety Integrated Taskforce (Governance Model)

TARGET GROUP: COHORTS 2,3,4			
PURPOSE: A governance model is established that is effective at achieving an integrated approach to prevent and/or reduce the levels and severity of ASB incidents in the Cairns CBD and fringes.			
How	Partners/ Sector Integration Mechanism (SIM)	CRC Lead	Timeframe
Establish the Community Safety Integrated Taskforce	DP&C SIM – H&PIT	CEO CRC (Coordinator Community Resilience)	July 2022-2023
DESCRIPTION: ASB in the Cairns CBD and fringes is driven by a wide range of complex and inter-related drivers. The policy, resources and service types required to mitigate the occurrences of ASB sit across the service continuum (primary, secondary and tertiary level responses) and span multiple sectors and hierarchies of responsibilities - three levels of government and community-based organisations (who in addition to direct service delivery, provide critical intelligence and evidence of need and innovation). A governance model (with adequate backbone capacity) is required to effectively integrate these cross-sectoral/multi-tiered interests and develop the necessary effort alignment to effect sustainable change. This includes shared objectives, capacity, accountabilities and evaluation measures (Refer Section 9).			

4.1 Additional Core Interventions - Advocacy

The following additional Core Interventions reflect current policy systems gaps that impact or constrain community safety. CRC will advocate to the responsible government lead agency (both state and federal) in relation to the following proposals. It is CRC policy that advocacy positions require discussion, consultation and thorough investigation followed by full Council approval before being established as Council's advocacy position on a certain matter.

CIO 1: 'That Place' - Discreet Hotel/Site

TARGET GROUP: COHORT 2 – Rough sleepers (Overlaps with Cohort 3)			
PURPOSE: Standing accommodation designated to support Emergency Housing Action Responses (EHAR) for large groups and/or temporary accommodation for chronic rough sleepers is effective to reduce the number of people sleeping rough.			
How	Partners/ Sector Integration Mechanism (SIM)	Advocacy CRC Lead	Timeframe (pending budget)
Establish a 'That Place' model in Cairns.	Department of Housing. Department of Aboriginal and Torres Strait Islander Peoples. Anglicare Mission Australia SIM - CCWG	CRC Coordinator Advocacy Coordinator Community Resilience	April 2023
DESCRIPTION: With increased demand on social housing and levels of private rental affordability and availability at an all-time low, there is a severe shortage of cost effective and secure options to secure outcomes for those people seeking support. There is a need to continue to advocate for the Department of Housing to explore the acquisition of a standing accommodation venue in Cairns, as is being considered in other regions.			

CIO 2: Cairns LGA Wet Centre and Service Hub

TARGET GROUP: COHORT 3 – Adult Drinkers/Intoxicated in Public Spaces (Overlaps with Cohort 2)			
PURPOSE: Integration of a Wet Centre model is effective to reduce the number of people drinking and/or intoxicated in the Cairns CBD.			
How	Partners/ Sector Integration Mechanism (SIM)	Advocacy CRC Lead	Timeframe (pending budget)
Develop a feasibility study for a Cairns LGA Wet Centre and Service Hub.	Department of Communities. Department of Aboriginal and Torres Strait Islander Peoples. Anglicare Mission Australia SIM - CCWG	CRC Coordinator Advocacy Coordinator Community Resilience	April 2023
DESCRIPTION: Wet Centres provide a safe place for people to congregate and consume alcohol and provide a central point to coordinate outreach of services. There are numerous models ranging from day wet centres, to full transition sites that are culturally appropriate and incorporate rough camping and onsite service hubs intended to support people into longer term sustainable housing.			

CIO 3: Cairns Diversionary Centre - Extended Diversionary

TARGET GROUP: COHORT 3 – Adult Drinkers/Intoxicated in Public Spaces (Overlaps with Cohort 2)			
PURPOSE: Increased diversionary capacity is effective to reduce the number of people drinking or intoxicated in public spaces.			
How	Partners/ Sector Integration Mechanism (SIM)	Advocacy CRC Lead	Timeframe (pending budget)
Expand current levels of crises diversionary accommodation for people drinking in public and/or sleeping rough.	Department of Housing. Department of Aboriginal and Torres Strait Islander Peoples. Anglicare Mission Australia SIM - CCWG	Coordinator Community Resilience (City Safe – Operational)	April 2023
DESCRIPTION: Cairns Lyons Street Diversionary Centre supports Aboriginal and Torres Strait Islander people aged 18 years and over, or aged 17 years and over if referred by QPS, who are at risk of being taken into custody for public intoxication offences. May include single men and women, and young people aged 17 years and over. (At any time no more than 25% of the clients at the Diversionary Centre will be non-Aboriginal and Torres Strait Islander people.) The 24/7 Anglicare-run centre was upgraded from 36 beds to a 50-bed facility in 2022, including women’s accommodation. The service is voluntary, and clients are encouraged to stay for a minimum of four hours or until sober. The Centre accepts walk in referrals and provides a client pick-up service at various locations around the city. The service is often at capacity and plays a vital role during events such as cyclone coordination.			

CIO 4: Safe Night Shelter Youth (Aged Under 17 years)

TARGET GROUP: COHORT 4 – Youth			
PURPOSE: Expansion or establishment of safe night shelter and/or services to provide additional temporary accommodation options for Youths aged under 17 years is effective to reduce the number of unaccompanied minors in the Cairns CBD.			
How	Partners/ Sector Integration Mechanism (SIM)	Advocacy CRC Lead	Timeframe (pending budget)
Establish a safe night shelter and/or services for youths in Cairns.	Department of Children and Youth Justice. Co-Responder Saint Margaret’s YETI Youthlink SIM - CCVYP	CRC Coordinator Advocacy Coordinator Community Resilience	2025
DESCRIPTION: Very few referral options exist for youth out of hours who are assessed as being at risk if they are returned home due to the levels of safety concerns in the home environment or for those that voluntarily choose to seek alternative shelter (or informal spaces to gather). While some services are funded to provided out of hours crises accommodation, this does not extend to all age groups and genders. This lack of options impacts rapid response interventions.			

4.2 CSP Resourcing Arrangements

The CSP will be resourced through a mix of arrangements including direct financial allocations and in-kind support.

Council contributions will be comprised of part funding from existing operational budgets, developing future efficiencies in community safety allocations and expenditures, future budget allocations, and applying for external grant opportunities.

External partnerships will be developed to secure both direct funding and co-contributions as well as in-kind support for some or all interventions.

The resourcing associated with each core intervention option will be fully developed and considered within the establishment of CIO project plans and will be revised either as required or as part of the annual CSP review cycle.

It is envisaged that any resourcing constraints will not affect the overarching intent of the CSP, rather how the mix and full extent of CIOs are operationalised at any given time.

4.3 Integration of Options in Addressing Priority Occurrences

Prevention and early intervention to support mitigating or de-escalating of antisocial behaviour requires a cross section of strategies. The following table provides an example of the likely combinations that could be used in addressing priority cohorts.

Type of Priority Occurrence	Social Connectors	CPTED	Integrated Security Resources	Maintenance and Cleanliness Response Protocol	Cairns CBD Hotspot Activation Plan	Youth Connectors	Homelessness Coordination	Safe Night Precinct	Behaviour Change Plan	Community Safety Integrated Taskforce
CURRENT:										
People sleeping rough	✓	✓	✓	✓	✓		✓		✓	✓
Adults drinking or intoxicated in public	✓	✓	✓	✓	✓		✓	✓	✓	✓
Youth engaging in ASB	✓	✓	✓	✓	✓	✓			✓	✓
PREPARATON FOR:										
Large groups travelling to or stranded in Cairns from remote communities	✓			✓		✓	✓	✓	✓	✓
Community conflict	✓		✓				✓		✓	✓
Severe weather event	✓	✓	✓	✓		✓	✓			

4.4 Key Partners in Interventions

In addition to using multiple options to address priority cohorts (previous page), it is essential that collaboration and integration with partners occurs at the same time to maximise effect. Key partnerships may include the following (but are not limited to).

Partnership Focus by Cohort	Identified Stakeholders										
	Business Community	QPS (including RTC)	Co-Responder Team; YETI Diversionary	Community Services H&H	Community Services Other	State Agencies	Federal Agencies	Other Local Governments	CRC Staff and Contractors	Whole Community	Media
COHORT 1: Universal	✓								✓	✓	✓
COHORT 2: Rough sleepers		✓		✓		✓	✓	✓	✓		
COHORT 3: Adults Drinking or Intoxicated in Public	✓	✓			✓	✓	✓	✓	✓		
COHORT 4: Youth			✓			✓			✓		
COHORT 5: CRC Staff and Contractors				✓					✓		

5. Evaluation Framework (including Key Performance Indicators)

AIM: *Strengthen the Cairns CBD as an inviting place in which people feel safe, amenity encourages visitation, and economic activity and diversity is supported.*

Evaluation of the CSP will be Outcomes focussed and success will be determined by:

- A real and sustained/sustainable reduction of the number, frequency and severity of incidences of antisocial behaviour (by annual baseline levels) in the Cairns CBD by 2026.
- Effectiveness of the CSP to achieve the desired level of behaviour change (as set by the PSAF annually via the Acceptable Behaviour Threshold).

Evaluation will include: Short-Term 6-12 months (Outputs/Process Effectiveness); Medium-Term 1-3 years (Achievement of Outcomes); Long-Term Year 4 (2026) (Impact). Assessment will be informed by six monthly reports to Council and annual reviews.

KPI	Timeframe		Indicators	SOURCE
THEME: Incidences – Cairns CBD is safer with reduced instances of antisocial behaviour. The number of total incidences is incrementally reduced (from July 2022 baseline) by 2026. The number of severe incidences is incrementally reduced (from July 2022 baseline) by 2026. The frequency of occurrences is incrementally reduced (from July 2022 baseline) by 2026. The long-term desired Acceptable Behaviour Threshold is achieved by 2026.	Short-Term	6 & 12 months	1. Coordination processes and protocols are established and effective to deliver coordinated responses. (Includes levels of effectiveness of Sector Integration).	Social Connector Reports City Safe Incident Reports QPS Reports Community Complaints (via Customer Records Management System) Our Cairns Survey – 2026 Survey (and other) H&PIT Reports
	Medium-Term	Annually – Years 1-3	1. The number of incidences prevented or diverted from escalation are reduced from current levels in 12 months. 2. The number of severe incidences is reduced from current levels in 12 months. 3. The frequency of incidences is reduced from current levels in 12 months. 4. The desired Acceptable Behaviour Threshold is achieved.	
	Long-Term	Year 4	1. Independent safety audit confirms a real and sustained/sustainable reduction of the incidences of antisocial behaviour in the CBD.	
THEME: Homelessness and Rough sleepers – Cairns CBD has reduced instances, and re-occurrences, of	Short-Term	6 & 12 months	1. Coordination processes and protocols are established and effective to deliver coordinated responses. (Includes levels of effectiveness of Sector Integration).	City Safe Incident Reports QPS Reports H&PIT Reports

KPI	Timeframe		Indicators	SOURCE
<p>persons sleeping rough that are experiencing complex and unmet needs.</p> <p>The number of total incidences caused by homelessness (including rough sleepers) sees an incremental annual reduction (from July 2022 baseline) by 2026.</p> <p>The long-term desired Acceptable Behaviour Threshold is achieved by 2026.</p>	Medium-Term	Annually – Years 1-3	<ol style="list-style-type: none"> The number of incidences prevented or diverted from escalation are reduced from current levels in 12 months. The number of severe incidences is reduced from current levels in 12 months. The desired Acceptable Behaviour Threshold is achieved. 	<p>City Safe Incident Reports QPS Reports Community Complaints (via Customer Records Management System)</p>
	Long-Term	Year 4	<ol style="list-style-type: none"> Independent safety audit confirms a real and sustained/sustainable reduction of the incidences of antisocial behaviour in the CBD. 	
<p>THEME: Community Perceptions – Cairns CBD is perceived as a place of safety with high amenity for all users.</p> <p>The CBD is perceived as a safer place to live, work or visit by 2026.</p> <p>The long-term desired Acceptable Behaviour Threshold is achieved by 2026.</p>	Short-Term	6 & 12 months	<ol style="list-style-type: none"> Communications Plan is established (including key messaging) and effectively used in responding to public concerns. Public perception survey is implemented to establish a detailed baseline and inform improvement strategies. 	<p>Media – social, print, other digital. Our Cairns Survey – 2026 Survey CRM’s</p>
	Medium-Term	Annually – Years 1-3	<ol style="list-style-type: none"> Levels of community perceptions related to a sense of safety and security are increased from current levels. The desired Acceptable Behaviour Threshold is achieved. 	
	Long-Term	Year 4	<p>As above and:</p> <ol style="list-style-type: none"> Independent safety audit confirms a real and sustained/sustainable reduction of the incidences of antisocial behaviour in the CBD. 	
<p>THEME: Youth - Cairns CBD is safer with reduced instances of youth-related antisocial behaviour.</p> <p>The number of total youth-related incidences is incrementally reduced (from July 2022 baseline) by 2026.</p>	Short-Term	6 & 12 months	<ol style="list-style-type: none"> Coordination protocols are established and effective to deliver coordinated responses. (Includes levels of effectiveness of Sector Integration). 	<p>Social Connector Reports City Safe Incident Reports QPS Reports Community Complaints (Customer Records Management System) Our Cairns Survey – 2026 Survey (and other) CCVYP Reports</p>
	Medium-Term	Annually – Years 1-3	<ol style="list-style-type: none"> The number of incidences prevented or diverted from escalation are reduced from current levels in 12 months. The number of severe incidences is reduced from current levels in 12 months. The frequency of incidences is reduced from current levels in 12 months. The desired Acceptable Behaviour Threshold is achieved. 	

KPI	Timeframe		Indicators	SOURCE
<p>The number of youth-related severe incidences is incrementally reduced (from July 2022 baseline) by 2026.</p> <p>The frequency of youth-related occurrences is incrementally reduced (from July 2022 baseline) by 2026.</p> <p>The long-term desired Acceptable Behaviour Threshold is achieved by 2026.</p>	Long-Term	Year 4	<p>As above and:</p> <ol style="list-style-type: none"> 1. Independent safety audit confirms a real and sustained/sustainable reduction of the incidences of antisocial behaviour in the CBD. 	

6. Communications Plan – Internal and External Stakeholders (To be completed following Council approval)

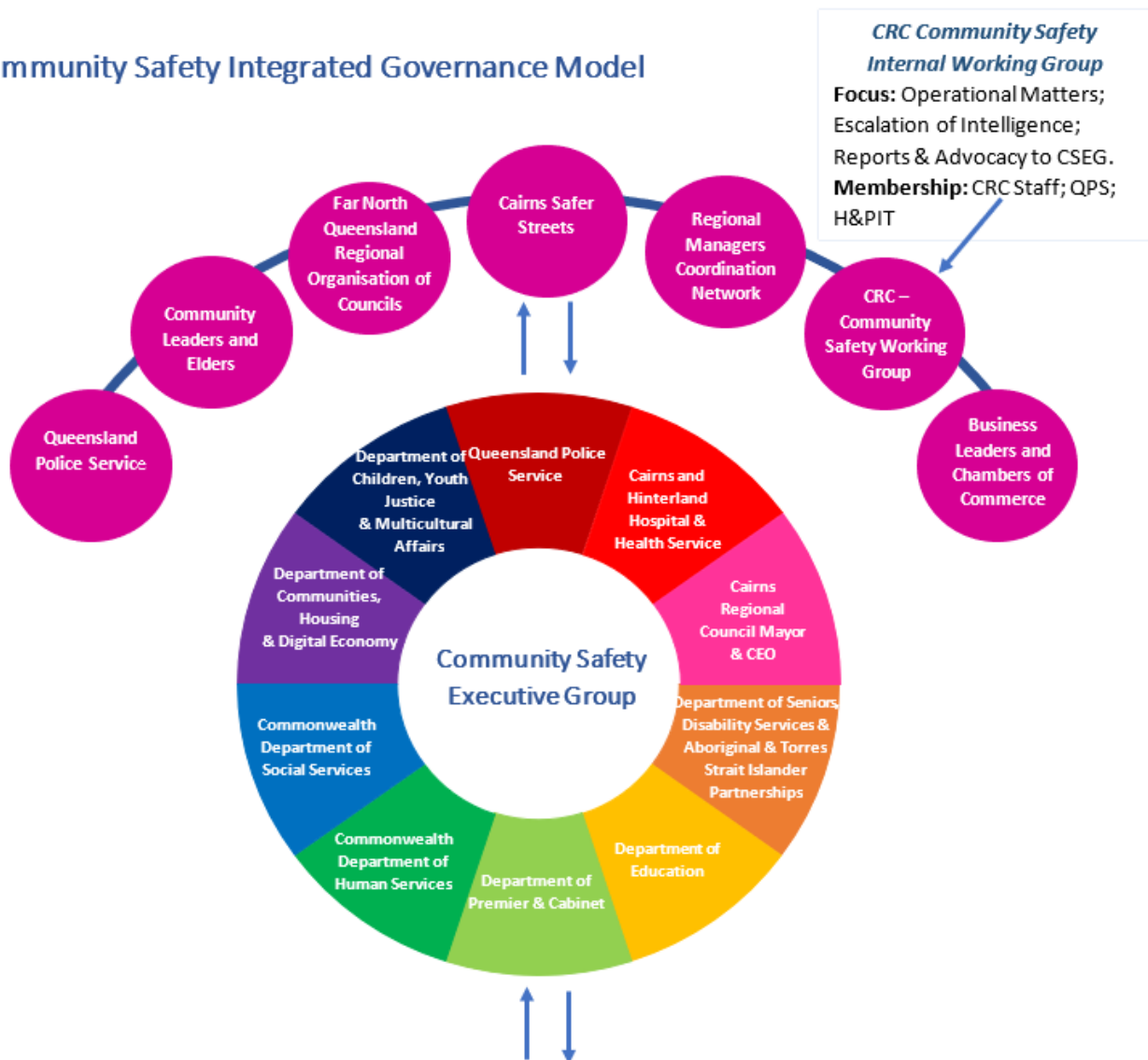
OPTION	TARGET AUDIENCE	LEAD	TACTIC/METHOD	KPI	EVALUATION METHOD/SOURCE	TIMEFRAME
OPTION 1: Community Safety - Social Connectors						
OPTION 2: Cairns CBD Crime Prevention Through Environmental Design						
OPTION 3: Cairns CBD Integrated Security Resources Protocol						
OPTION 4: CRC Proactive Homelessness Coordination Protocol						
OPTION 5: Cairns LGA Wet Centre and Service Hub						
OPTION 6: Youth Connectors CBD Pilot						
OPTION 7: CRC Behavioural Change Plan						

7. CSP Establishment Implementation Plan

ACTION	CRC LEAD	PARTICIPANTS	OUTPUTS	DEADLINE
1. Community Safety Plan	Brett Spencer	Andrew Moore; Rachel Wicks; Paul Searle	1. Finalised DRAFT CSP for consideration by Executive Leadership Team	May 2022
			2. Finalised DRAFT for Councillor Workshop	May 2022
			3. Ordinary Meeting	June 2022
2. Integrated Governance: Community Safety Integrated Taskforce (Governance Model)	Mica Martin	Destry Puia (Rachel Wicks - Backbone Capacity)	1. Participant List	May/June 2022
			2. Terms of Reference developed (draft)	
2.1 Operational Governance: Working Group Established	Destry Puia	Andrew Moore; Rachel Wicks; Dion Eades	3. Letter of Invitation	June/July 2022
			4. Inaugural Meeting	
			5. Endorsement of TOR (role; accountabilities; reporting).	
2.1 Operational Governance: Working Group Established	Destry Puia	Andrew Moore; Rachel Wicks; Dion Eades	6. Informal Statement of Intent Developed.	Commence June 2022
			1. List of potential stakeholders developed	
3. Core Intervention Option Project Plans	Brett Spencer	Andrew Moore; Rachel Wicks; Paul Searle	2. Terms of Reference developed (draft)	Commenced or will commence August 2022
			3. PSAF establishes baseline behavioural level with Working Group in readiness for June Councillors' workshop and to Council in July	
4. Communications Plan	Dion Eades	Brett Spencer; Andrew Moore; Rachel Wicks; Paul Searle	4. Communications Plan	July 2022
			5. Inaugural Meeting	August 2022
5. Integrated Advocacy Plan	Wendy Hughes Brett Spencer Rachel Wicks	Andrew Moore; Rachel Wicks; Paul Searle Brett Spencer; Wendy Hughes	Develop template. CRC Leads oversee development of individual CIO Project Plans.	November 2022

8. Governance Model

Community Safety Integrated Governance Model



Human Services Sector – Sector Integration Mechanism (SIM) Leads

Domestic & Family Violence (Chair CIDFV)	Youth & Young People (Chair CCVYP)	Housing & Homelessness (Chair CHHN)	Children & Families (Chair LLA)	Health & Wellbeing (Chair MHA)	Disability (Chair LACN)	CALD Communities (Chair MRG)	+ Peak Bodies QCOS; CSIA; QShelter
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