Community Policing and Refugee Settlement in Regional Australia: A Case Study of Tasmania

Danielle Monique Campbell
Bachelor of Arts, University of Tasmania
Masters of Arts (Development), Murdoch University

Submitted in fulfilment of the requirements for the Degree of Doctor of Philosophy

Tasmanian Institute of Law Enforcement Studies, School of Government, University of Tasmania
Hobart,

November 2011
DECLARATION 1

This thesis contains no material which has been accepted for the award of any other degree or diploma in any tertiary institution. The thesis does contain material previously published. This material is dispersed throughout the thesis and is not reproduced in full in any particular chapter. Due references are made to the published works in the text of the thesis.

The publishers of the two journal articles (attached in the related publication section of the thesis) hold the copyright for that content, and access to the material should be sought from the respective journals. The other two publications are available to the public on the UTAS website. The remaining non-published content of the thesis may be made available for loan and limited copying in accordance with the Copyright Act 1968.

The co-authored published papers acknowledge the contributions made by the second author in her role as PhD supervisor only and a statement of authorship is included in the declarations in this thesis.

The Tasmanian Social Science Human Research Ethic Committee granted this research full application approval (reference number H8597) on the 22 March 2006 and an additional acceptance of amendments on the 11 May 2007.

Signed

Date – 17 November 2011
DECLARATION 2

Statement of Co-authorship

The appendix to this thesis includes two co-authored publications. Danielle Campbell is cited as the first author in both publications. This reflects the fact that the research and the primary authorship of both papers is hers. The inclusion of Roberta Julian as the second author is an acknowledgment of her intellectual input in the role of primary supervisor for the PhD.

Signed

Associate Professor Roberta Julian

17 November 2011
ABSTRACT

Although Australian police were not the perpetrators of the profound violation of trust that characterises the refugee experience, they have the potential to be one of the key agencies in settlement to assist in the restoration of trust. This research explores the perspectives of police and refugees concerning police-refugee and refugee-police relations. The research was conducted in Tasmania, Australia, as a regional location settling refugees. The qualitative research involved 160 participants including police and members of seven of the African newly arrived refugee communities. The data was collected from 2006 to 2008, a time that was characterised by periods of negative media attention focusing on African refugees and debate about settlement in regional Australia.

The research offers an understanding of both the perspectives of police and the members of newly arrived African communities in regional Australia on factors that can influence interactions between them. The research reveals that an understanding of experiential difference and community dynamics is crucial. The data analysis identified three distinct themes affecting police-refugee relations: the process of transition for refugees, the timing of police interventions and individual/community dynamics, highlighting a need for police awareness of the refugee experience and how this awareness may then influence contact between police and refugees. The study also tackles the issues of reporting and racism from both the perspectives of police and the African refugee communities.
The research explores ways to expand community involvement in a range of safety and crime prevention initiatives by increasing the flow of information between refugee communities and police, and improving feelings of safety and security for individual refugees, refugee communities and police. The study identifies principles to create, maintain and sustain positive police-refugee relationships that support the complex dynamics of settlement in regional Australia, with a focus on the vulnerability of refugees during stages of transition. It was found that using a number of targeted community policing strategies to support newly arrived refugee communities during initial settlement contributed to an increase in refugees’ understandings of Australian law and that trust, perceived legitimacy in police, and cooperation were increased. The thesis also argues that police-refugee relationships are enhanced by a procedural justice framework and could be positively affected by restorative justice practices. Finally, the findings from this research can be translated into a series of practical applications that could have a positive impact on the effectiveness and efficiency of police work by increasing the capacity for community engagement, improving feelings of safety and encouraging reporting to police.
ACKNOWLEDGEMENTS

I would like to acknowledge:

- my supervisor Associate Professor Roberta Julian, whose balance of enthusiasm, insight and patience was vital to the success of this PhD.
- TILES for offering a dynamic and supportive environment and particularly some of the colourful characters within the UTAS who have supported me so beautifully, especially Jenny, Isabelle, Nicole and Romy;
- the Australian Research Council (ARC) for supporting the Linkage Project, *Community Policing and Refugee Settlement in Regional Australia – A Case Study of Tasmania* (LP0455618);
- Tasmania Police and the Department of Immigration and Citizenship and particularly the individuals from within those organisations who have given support to this project. Particular appreciation to those who have a strong practical commitment to the creation of positive relationships with newly arrived communities in Tasmania.
- all the research assistants, for imparting their knowledge and for their patience and support for the project;
- the members of the various African communities in Launceston and Hobart, for their time, their trust in me with such a sensitive topic, and most of all for the insight into their daily lives now and their journeys of courage that brought them here;
- the community organisations, for assisting in making resources available and showing such enthusiasm;
- my friends who supported me unconditionally and
- my family, Dean, Freya, Jacques and Al who suffered my absence and weariness but also celebrated my passion for this area of research.

I appreciate all the support and I share this success with you all.
# TABLE OF CONTENTS

DECLARATION 1 .......................................................................................................................... ii
DECLARATION 2 ........................................................................................................................ iii
ABSTRACT ........................................................................................................................................ iv
ACKNOWLEDGEMENTS .............................................................................................................. vi
DECLARATION 1 ........................................................................................................................ 2
DECLARATION 2 ........................................................................................................................ 3
ABSTRACT ........................................................................................................................................ 4
ACKNOWLEDGEMENTS .............................................................................................................. 6
LIST OF FIGURES .................................................................................................................... 16
LIST OF TABLES ....................................................................................................................... 17
PUBLICATIONS .......................................................................................................................... 19
ABBREVIATIONS ...................................................................................................................... 20
DEFINING KEY TERMS ............................................................................................................. 21

CHAPTER 1 — INTRODUCTION .................................................................................................. 25
  WHY THIS RESEARCH? ............................................................................................................. 25
  WHO BECAME INVOLVED IN THIS RESEARCH? ................................................................. 28
  TERMINOLOGY ...................................................................................................................... 28
  RESEARCH QUESTIONS ......................................................................................................... 29
    Aim ........................................................................................................................................... 29
    Initial Research Questions ................................................................................................... 30
  WHY TASMANIA? .................................................................................................................... 30
  WHAT IS THE SIGNIFICANCE OF THE RESEARCH? ............................................................. 31
  THESIS OVERVIEW ............................................................................................................... 34

CHAPTER 2 — REFUGEE SETTLEMENT IN TASMANIA ............................................................. 41
  REFUGEE SETTLEMENT IN AUSTRALIA ............................................................................... 42
  Humanitarian Program Figures 2003-2009 ........................................................................... 43
Major Source Countries to Tasmania ................................................................. 49

TASMANIA ............................................................................................................. 54

REFUGEE SETTLEMENT IN TASMANIA .......................................................... 56
Refugee Settlement Services ............................................................................... 59

ACCULTURATION ................................................................................................. 63

WHAT IS THE STORY OF REFUGEE ASPIRATIONS ........................................ 65

THE REFUGEE JOURNEY ..................................................................................... 66
Phases of the Refugee Journey .......................................................................... 68
Phases of Refugee Adjustment .......................................................................... 72
Individual/ Community .................................................................................... 76

THE STORY OF SETTLEMENT IN AUSTRALIA ............................................... 77
Young Refugees and Settlement ...................................................................... 85
Gender and Refugee Settlement ...................................................................... 87

SETTLEMENT OF REFUGEES IN REGIONAL AUSTRALIA .......................... 89
Regional versus Metropolitan .......................................................................... 89
Regional Settlement: Strengths and Challenges ............................................. 91

COMMUNITY ACCEPTANCE ............................................................................ 93

MEDIA .................................................................................................................. 96

CONCLUSION ..................................................................................................... 98

CHAPTER 3 — COMMUNITY POLICING AND TRUST .................................... 100

COMMUNITY POLICING PRINCIPLES .......................................................... 100

ORGANISATION OF POLICING IN AUSTRALIA ........................................... 102

HISTORY OF COMMUNITY POLICING .......................................................... 104

COMMUNITY POLICING FRAMEWORK ......................................................... 108

PUBLIC ATTITUDES TO POLICE .................................................................... 110

COMMUNITY POLICING, DIVERSITY AND VULNERABLE COMMUNITIES .... 115

REFUGEES AND POLICE .................................................................................. 119

THE IMPORTANCE OF TRUST .......................................................................... 125
<table>
<thead>
<tr>
<th>Topic</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>MISTRUST FOR SURVIVAL</td>
<td>128</td>
</tr>
<tr>
<td>SOCIAL INCLUSION AND POLICE-REFUGEE RELATIONS</td>
<td>131</td>
</tr>
<tr>
<td>CONCLUSION</td>
<td>135</td>
</tr>
<tr>
<td>CHAPTER 4 — RESEARCH METHODOLOGY</td>
<td>138</td>
</tr>
<tr>
<td>TERMINOLOGY</td>
<td>141</td>
</tr>
<tr>
<td>RESEARCH CONSIDERATIONS</td>
<td>141</td>
</tr>
<tr>
<td>RESEARCH APPROACH</td>
<td>144</td>
</tr>
<tr>
<td>Ethics</td>
<td>144</td>
</tr>
<tr>
<td>Methodology</td>
<td>147</td>
</tr>
<tr>
<td>Relationship Building</td>
<td>149</td>
</tr>
<tr>
<td>Sample Selection and Recruitment</td>
<td>150</td>
</tr>
<tr>
<td>Negotiating Access</td>
<td>153</td>
</tr>
<tr>
<td>SAMPLE</td>
<td>155</td>
</tr>
<tr>
<td>PARTICIPANT DEMOGRAPHIC DATA</td>
<td>158</td>
</tr>
<tr>
<td>Age and Gender</td>
<td>159</td>
</tr>
<tr>
<td>Languages Spoken</td>
<td>161</td>
</tr>
<tr>
<td>Settlement Time in Australia</td>
<td>161</td>
</tr>
<tr>
<td>Countries and Length of Time in Asylum</td>
<td>162</td>
</tr>
<tr>
<td>PROCEDURE</td>
<td>164</td>
</tr>
<tr>
<td>INDIVIDUAL INTERVIEWS</td>
<td>166</td>
</tr>
<tr>
<td>Refugees</td>
<td>166</td>
</tr>
<tr>
<td>Police Personnel</td>
<td>170</td>
</tr>
<tr>
<td>Key Service Providers and CSR volunteers</td>
<td>172</td>
</tr>
<tr>
<td>FOCUS GROUP INTERVIEWS</td>
<td>173</td>
</tr>
<tr>
<td>PARTICIPANT OBSERVATION</td>
<td>177</td>
</tr>
<tr>
<td>TRANSCRIPTION</td>
<td>182</td>
</tr>
<tr>
<td>DATA ANALYSIS</td>
<td>183</td>
</tr>
<tr>
<td>CRITICAL REFLECTIONS ON THE METHODOLOGY APPROACHES</td>
<td>184</td>
</tr>
</tbody>
</table>
CHAPTER 5 — THE REFUGEE VOICE

THEMES IN POLICE–REFUGEE RELATIONS

Theme 1: Background and Transition

Past Experiences of Police

Uniform

Bribery

Flight and Violence

Losing Family Members

Diverse Coping Strategies

Theme 2: Initial Settlement

Dislocated Relationships

Need for Healing

Australian Law

Reporting

Social Inclusion

Media

Police Contact and Interaction During Incidents

Driving and Licensing

Youth

Substance Use and Abuse

Mental Illness

Gender and Intergenerational Stress

Family Violence

Theme 3: Knowledge Acquisition and Education

Confusion, Hesitancy and Extremity
People Wanted to Know why the Law Exists ................................................................. 248
Theme 4: Reactions to Present Experiences ................................................................. 249
Assumptions about Refugees, Coping and Communication ........................................ 250
Community Mythology ................................................................................................. 253
Assisted Process of Knowledge Transfer ................................................................. 254
Feelings of Less Access to Justice or Limited Follow Through ................................. 255
Reflections on Other Approaches .............................................................................. 259
General Observations from the Refugee Perspective .................................................. 261
Individual and Organisational Racism ........................................................................ 265
CONCLUSION ................................................................................................................. 267

CHAPTER 6 — THE VOICE OF POLICE AND VOICES IN POLICE-REFUGEE INTERACTION
........................................................................................................................................ 270

Police Contact and Incident Interaction ......................................................................... 272

SECTION 1: BARRIERS AND ENABLERS TO COMMUNITY POLICING ................................. 273

Theme 1: Strategies at Organisational Foundation ...................................................... 274
Theme 2: Language Barriers .......................................................................................... 279
Theme 3: Access to Resources ...................................................................................... 280
Theme 4: Initiating a Positive Agenda .......................................................................... 287
Theme 5: Training ........................................................................................................... 289
Theme 6: Reporting ........................................................................................................ 290
Theme 7: Racism ............................................................................................................. 291
Theme 8: Successful Strategies ...................................................................................... 292
Voice of Police: A Summary .......................................................................................... 294

SECTION 2: ESTABLISHING AND MAINTAINING TRUST AND POSITIVE RELATIONSHIPS: THE FIRST STEPS ........................................................................................................ 295

The ‘Conversation with Police’ Forum ......................................................................... 297
How was the forum organised? ..................................................................................... 300
Setting the scene ............................................................................................................ 303
<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>General observations about the forum sessions</td>
<td>305</td>
</tr>
<tr>
<td>Adult session</td>
<td>307</td>
</tr>
<tr>
<td>Youth forum</td>
<td>315</td>
</tr>
<tr>
<td>Researcher Reflections on the Forum</td>
<td>317</td>
</tr>
<tr>
<td>Outcomes from the Forum</td>
<td>320</td>
</tr>
<tr>
<td>General reflective comments made by panel members</td>
<td>320</td>
</tr>
<tr>
<td>Conclusion on forum</td>
<td>322</td>
</tr>
<tr>
<td><strong>SECTION 3: VOICES AND PERSPECTIVES IN INTERACTION</strong></td>
<td>323</td>
</tr>
<tr>
<td>Theme 1: Communication</td>
<td>324</td>
</tr>
<tr>
<td>General Communication</td>
<td>324</td>
</tr>
<tr>
<td>Body language</td>
<td>324</td>
</tr>
<tr>
<td>Specific police terms</td>
<td>325</td>
</tr>
<tr>
<td>Theme 2: Learning and Knowledge</td>
<td>325</td>
</tr>
<tr>
<td>Practical application learning</td>
<td>325</td>
</tr>
<tr>
<td>Process of understanding law</td>
<td>326</td>
</tr>
<tr>
<td>Police hesitancy in learning strategies</td>
<td>326</td>
</tr>
<tr>
<td>Theme 3: Experiences of Interaction</td>
<td>327</td>
</tr>
<tr>
<td>Difference in Gender and Public/Private</td>
<td>327</td>
</tr>
<tr>
<td>Female police officers’ actions especially towards young people</td>
<td>328</td>
</tr>
<tr>
<td>Assumptions about who is guilty</td>
<td>328</td>
</tr>
<tr>
<td>Generational difference</td>
<td>329</td>
</tr>
<tr>
<td>Theme 4: Experiences of Racism</td>
<td>330</td>
</tr>
<tr>
<td>Racism and harassment techniques</td>
<td>330</td>
</tr>
<tr>
<td>Reporting, Racism and the Media</td>
<td>330</td>
</tr>
<tr>
<td>Researcher’s Reflections on Participant Observations</td>
<td>331</td>
</tr>
<tr>
<td><strong>CONCLUSION</strong></td>
<td>332</td>
</tr>
</tbody>
</table>
Appendix 14 .......................................................... 475
Appendix 15 .......................................................... 477
Appendix 16 .......................................................... 478
Appendix 17 .......................................................... 480
Appendix 18 .......................................................... 481
Appendix 19 .......................................................... 482
Appendix 20 .......................................................... 484
Appendix 21 .......................................................... 486
Appendix 22 .......................................................... 488