



POLICE/COMMUNITY INVOLVEMENT PROGRAMME

REPORT ON THE FIRST TWELVE MONTHS OF THE PILOT PROJECT

(VOLUME ONE)

RESEARCH & DEVELOPMENT DEPT.

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SYNOPSIS

The Police/Community Involvement Programme (P/C.I.P.) was developed, in line with Victoria Police objectives and organisational philosophy, to provide closer co-operation between police and the public in the prevention of crime and disorder at the local level. The programme was introduced as a Pilot Project within the Westernport Police District for a period of twelve months from February, 1981.

Thirteen police personnel were seconded to the Project to develop, implement and evaluate crime prevention projects within the local community. P/C.I.P. staff operating within the objectives of the Pilot Project, were required to consult with local police and a wide variety of government and community agencies and organisations with the view to facilitating co-operative efforts in common interest areas. The thrust of the Programme concentrated initially in the Frankston area with the focus on involvement with schools and local resource groups. To ensure the smooth operation of the scheme it became necessary for the group to develop and adopt a number of innovative measures. These initiatives occurred in the areas of operational procedures, data collection and analyses systems and management processes.

Many significant projects were developed and implemented with the enthusiastic involvement of broad and varied sectors of the community. Details relating to a number of these projects, accompanied by the measurement of police and community participation, are contained in this report. Some results of research carried out by the group are included throughout and provide evidence as to the potential for this type of initiative at the local level.

The ultimate success of a police organisation is measured by the public in terms of the extent to which they feel secure from criminal attack upon their person and property.

The importance the public, and police, place upon the type of crime prevention projects undertaken in this Programme has been clearly demonstrated by the level of acceptance and involvement throughout the community.

The Programme is unique in its approach to involvement of the community in crime prevention on such an unprecedented scale. The overall success of the scheme supports the organisational philosophy of the Victoria Police and has provided a basis for future directions in this field.

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INTRODUCTION

Police cannot successfully achieve their goals without the support and confidence of the public. The co-operation of the community can only be gained, and maintained, through positive communication between police and the people. The informational exchange and feedback process is all-important when it is considered that many decisions made by police, in both administrative and operational areas, could be improved by the availability of reliable information as to community expectations, needs and attitudes.

This decade will, predictably, produce a range of new challenges to our Force in a number of areas. The most testing of these will be in the field of youth problems. Police have a clear responsibility in this area. The crime prevention role of the police must have youth as its primary target.

Current trends indicate the need for a professionally planned, practical and systematic approach to emerging problems. The Police Force, however, cannot hope to achieve satisfactory results in isolation from other community resources. For some time evidence has suggested that it is both appropriate and timely for our organisation to be innovative in this area and initiate a special programme aimed at furthering police objectives with the assistance of the community. Such a programme focuses on identifying community problems, within the local area of police responsibility, and bringing together police and community resources to act, in a co-ordinated manner towards common goals.

While the matters referred to have State-wide implication, the initial proposal was for a pilot project to be evaluated within one Police District. That pilot, implemented in the Westernport ("Z") District, has now been in operation for a successful twelve months and is gradually developing a framework for incorporating the concept into the normal operational structure of a District.

The many aspects of the Pilot Programme have been

categorised under main headings in this report. Recommendations as to the continuance and extension of the programme to other Districts are also included.

OBJECTIVES

The concept of a programme ordinarily presumes an existent problem. However, the area of police/community understanding is nebulous in that a 'problem' usually presents itself by some particularly spectacular community (or police) reaction to a specific situation. Again, customarily, the problem is generally 'solved' for the time being, without the underlying causation factors having been removed or otherwise modified. This apparent calm between episodes often has the effect of lulling police and community leaders into believing that police/community relations are in a state of harmony. This sense of security does not necessarily prevail at the 'grass-roots' level of operations. With this in mind, the overall objective of the programme is to provide avenues of communication in order to promote an 'awareness' of problems and a co-ordinated police/community effort towards problem solving.

By its planned methods, the programme will:

- (a) identify police and community problems, needs and attitudes relative to the police function
- (b) further the objectives of the police force by the promotion of community awareness, co-operation, support and confidence
- (c) act as a focal point to assist police and other organisations/individuals within the community to work in co-ordination towards common goals
- (d) provide practical assistance, through information and feedback, to police at both administrative and operational levels, in regard to police and other organisations policies and procedures
- (e) provide a similar informational service to other organisations within the community.

The success, or impact, of any programme must be measured in terms of the degree in achieving the objectives set for the programme. This report emphasises those aspects of the Pilot Project that can be directly related to the objectives set.

ATTITUDE SURVEY

Prior to the commencement of the Pilot Project an attitude survey involving a number of police attached to various operational sections at Frankston was conducted by the Victoria Police Management Services Bureau. The purpose of the survey was to collect data as to attitudes and opinions relative to the police function.

During the year the survey questionnaire was administered to representative samples of workers in the social welfare field and students in the 16 years of age bracket. This was carried out to gather data as to the perceptions of these groups regarding the police function and to measure attitudinal variance.

The Survey

The questionnaire was adapted from an American design and seeks to identify attitudes to the police function and opinions as to expectations of the police role. Respondents were asked to indicate, on a 1 to 5 scale, a score best representing their feelings to a particular statement. A total of 55 such statements, within the following categories, form the questionnaire:

- Adequacy of the existing police service
- Police policies and procedures
- Police-citizen contacts
- Crime reduction
- Social control

Comprehensive background information, as to respondents, was also sought to provide variables for computer analysis.

The Sample

Sampling procedures were governed by resources available. It was decided to survey representative samples from local police, workers in the social welfare field and secondary school students at year 10 and 11 level (16 years of age). Numbers in these categories were:

Police at Frankston — Uniform Branch, Crime Car Squad,	
Community Policing Squad, Traffic Operations Group	55
Workers in the social welfare field	42
Students at 16 years of age	102

Computer programmes were prepared to compare and analyse resultant data. This has been produced in table and graph form so that areas of agreement and variance can be readily viewed within a number of categories.

A general summary of the findings is as follows.

Results

Adequacy of Police Service. A high proportion of respondents felt it was unsafe for members of their families to walk alone in their neighbourhood after dark. (Police 90.9%, welfare workers 83%, youth 67%). However, all groups felt that the local police did a good job in preventing and controlling crime, despite lack of manpower.

Police Policies and Procedures. In general, police responses to questions in this category were at variance with the other respondent groups. Welfare workers and youth believe police "whitewashed" allegations made against them while police strongly denied this. There was a trend for welfare workers and youth to have very high "no opinion" response rates indicating a general lack of awareness of police policies and procedures. A large proportion of respondents within each group were in agreement that a police/community involvement programme was necessary in a police force.

Crime Reduction. There was a high level of agreement between groups that police should be concerned with the causes of crime as well as its prevention and control. While a clear majority of police thought crime prevention and control was primarily the responsibility of the citizen, welfare workers and youth were less clear, revealing that they were not sure whose responsibility it was.

Social Control. There was a general agreement between the groups as to the need for social control. All groups agreed that police should be actively involved in bringing about change in society although welfare workers and youth respondents had a high proportion of responses in the "no opinion" category. However, very few respondents were actually in disagreement.

Police and youths strongly disagreed with the notion that a person can disobey a law if he strongly believes it to be unfair. Welfare workers also disagreed with the notion, but almost 15% were not sure.

Responses by welfare workers and youth to the question of courts having gone too far in protecting the rights of the people accused of committing crime, were spread relatively evenly over the three response categories. This is particularly surprising for welfare workers who, as a group, might be expected to have formed a definite opinion on a subject which so often affects their work.

Police and youth also agreed that crime would be reduced if the courts gave stricter punishment while welfare workers thought it would not. Police and youths agreed that marijuana should not be legalised and placed under the same controls as liquor whereas a small majority of welfare workers thought it should be.

There was a general agreement amongst police, welfare workers and youth that police needed more training in human relations. All groups agreed that foot patrols were beneficial in developing positive police/community relations. (Full report Volume Two.)

Conclusions

The most obvious variance in attitudes related to police policies and procedures. Welfare workers and youth appeared unaware or uncertain regarding policy and procedural matters which affect them. Such communication gaps undoubtedly exist in the wider community and this is detrimental to police-community co-operation. It was apparent that welfare workers and youth thought police should align policies to community expectations. There also appears to be a need to develop a sense of responsibility within the community relative to crime prevention.

DEVELOPMENT OF THE P/C.I.P.

Ongoing research is conducted in police organisations to constantly update and improve policing methods in all areas relative to the police function. The field of police/community relations has commanded much attention over the years, this being especially so in recent times when rapid social changes pose complex problems for police. In line with this is a growing awareness among police that in order to effectively prevent crime, our primary role, a greater degree of public co-operation is necessary. To bring police and the community together in this shared responsibility, the Research and Development Department examined the concept of police-community involvement which resulted in the development of a Police/Community Involvement Programme (P/C.I.P.). In May, 1980, the Management Services Bureau was directed to plan and implement the Programme as a Pilot Project to operate within the Westernport Police District for a period of 12 months. Westernport Police District covers 885 square kilometres and includes eight municipalities or parts of muni-

cialties. Total population is 196,050. There are eleven police stations with 239 police personnel within the District.

A total of 13 police personnel, under the control of an Inspector, were selected to staff the project for a period of 12 months. These personnel were seconded from various operational areas of the Force. Premises adjacent to the police complex at Frankston were leased for this purpose. The Pilot Project was implemented in February, 1981, following a week-long special training programme. The group began operation in three main areas of responsibility, these being — Community Affairs, Youth Affairs and Information Services. Their initial task was to make contact with various local agencies and organisations to acquaint them with the pilot scheme and explore areas of common interest in the broad field of crime prevention. Resulting from these contacts a number of specific projects were developed and implemented with consultation and involvement from local police and community. The body of this report contains summaries of these projects.

PROJECTS

In line with P/C.I.P. objectives, the aim in project development is to facilitate joint police/community activity in common interest areas. This approach has proved highly successful in promoting increased awareness and co-operation. A number of projects undertaken are outlined here. Information regarding the projects has been summarised under sub-headings of: Project Title, Purpose, Police/Community Involvement, Number of People Involved, Project Explanation, Outcomes.

PROJECT TITLE — SCHOOLS APPRAISAL

Purpose: provide information as a base for development of crime prevention education projects within schools.

Police/Community Involvement: District police (11 stations), teaching staff (106 schools).

Number of People Involved: 220.

Project Explanation: School Principals and teachers were consulted as to problems and needs (within schools) they felt may be alleviated through police involvement. Police from local stations were consulted as to their perceptions of schools where police involvement may prove positive in preventing anti-social behaviour.

All schools contacted expressed concern in either one or more fields of anti-social behaviour indulged in by students. A majority of schools requested some form of positive police contact with students. All information gained was collated and analysed. A number of specific projects were developed with staff from these schools and are reported under separate headings. See Volume 4, Appendix "B".

PROJECT TITLE — THE POLICE ROLE — PRIMARY SCHOOLS

Purpose: To promote an understanding of the police role to primary school children.

Police/Community Involvement: Local and specialist police units, primary school teachers, pupils.

Number of People Involved: 2,880 (1981), 40,000 (1982 projection)

Project Explanation: To test the effectiveness of promoting an understanding of the police role. Six schools were selected and a project developed with teachers to arrange visits to these schools by various police units from Frankston and Melbourne. Teachers stimulated student interest through class assignments before and after visits. Over a three week period personnel from sections including Police Air Wing, Mounted Branch, Dog Squad, Independent Patrol Group, Traffic Operations Group, Frankston Divisional van and Fingerprint Section attended at the schools. In all, eight police personnel

spent an overall total of 32 hours at the schools; 60 teachers were involved and 2683 students took part, and eight citizen/consultants.

Outcomes: From a police perspective the project was cost-effective in reaching a large number of young people. Written assessments of the project received from teachers and pupils highly commended the initiative as a means of creating an understanding of the police role; 30% of these students and a number of teachers admitted negative attitudes they had held towards police prior to the project had changed positively. The project has resulted in schools requesting further police input throughout the District. Planning is underway to extend this project on a larger scale in 1982. See Volume 4, Appendix "C".

PROJECT TITLE — "THE POLICE AND YOU" — LEGAL STUDIES

Purpose: To promote a balanced approach to rights and responsibilities to upper level secondary school students through legal studies subjects.

Police/Community Involvement: Local police, legal studies teachers, local business.

Number of People Involved: 1,300 (1981), 2,500 (1982 projections).

Project Explanation: During the Schools Appraisal, teachers of legal studies sought information as to the police role and methods of promoting a balanced approach to rights and responsibilities as they apply to practical situations that arise in police work. A publication titled "The Police and You", produced by the Victorian Commercial Teachers' Association, was evaluated by both police and teachers and found to be an excellent medium for this topic. A local businessman donated 20 copies of the book to police and schools. The book was introduced, initially, into legal studies classes within five secondary schools, and during terms 2 and 3 local police and P/C.I.P. members attended at these schools to service the project. An additional four schools requested police input in legal studies subjects during the year.

Outcomes: The project proved highly successful. Each of the schools involved in the project have incorporated it into their 1982 curriculum. A further 15 secondary schools throughout the District have introduced this segment to their legal studies subjects for 1982. Although the "Police and You" project can involve extensive class assignment work, police input is minimal and can be limited to one visit per school. See Volume 4, Appendix "D".

PROJECT TITLE — "BIKE-ED"

Purpose: To promote bicycle rider road safety through education and law enforcement in primary and secondary schools.

Police/Community Involvement: District police, school teachers, students, Road Safety and Traffic Authority, Frankston Municipal Council, Blue Light Discos, local business.

Number of People Involved: 950 (1981), 2820 (1982 projection).

Project Explanation: An increasing number of school-age children are involved in accidents while riding bicycles. Further problems are encountered by the community resulting from riders' ignorance of road traffic laws and hazards, and a lack of courtesy shown towards motorists and pedestrians. In an attempt to improve the situation a project developed to RoSTA and police titled "Bike-Ed" was introduced to schools at the request of Principals and teachers. The project involves ten hours' instruction, by teachers, in road traffic laws, class instruction and bicycle riding. This is supported by the attendance of a local policeman who presents a pre-packaged slide and cassette segment of hazards facing cyclists.

Operational police reinforce the project by the issue of Bicycle Offence Reports against offending cyclists. A staff development programme was utilised to align district police priorities to community expectation in the issue of sanctions concerning bicycle offences.

Outcomes: During 1981, 30 schools, involving 50 teachers conducted the "Bike-Ed" project, 37 teachers and seven police from District stations attended "Bike-Ed" training seminars. A total of 47 schools will be participating in this project within the District from February, 1982.

PROJECT TITLE — BICYCLE IDENTIFICATION

Purpose: To prevent theft of bicycles, enhance recovery rate by owners and decrease police resource time in processing by ensuring proper identification through marking of bicycles.

Police/Community Involvement: District police, rotary clubs, schools.

Number of People Involved: 5000 (1981), 10,000 (1982).

Project Explanation: During 1980, 472 bicycles were reported stolen within "Z" District, of these only 93 were recovered and returned to owners. The Bicycle Identification Project involved service clubs (rotary) and police engraving a serial number of the bicycle frame and recording this number, with the owner's particulars, in a register kept at Divisional stations.

Outcomes: Altogether, some 5000 bicycles have been presented for registration within "Z" District at police stations, schools and shopping centres attended by police and rotary personnel. It is proposed to monitor effect on bicycle recovery rates when specific tasking on bicycle thefts is commenced in 1982. See Volume 4, Appendix "E".

PROJECT TITLE — MISCELLANEOUS SERVICES TO SCHOOLS

Purpose: To promote awareness among young people relating to community responsibility and crime prevention.

Police/Community Involvement: District police, teachers, students, various community agencies.

Number of People Involved: 12,000 (1981), 12,000 (1982 projection).

Project Explanation: Throughout the year the P/C.I.P. received numerous requests from schools for police involvement in a wide range of school-based activities. In general, the need expressed was to provide positive police contact with students to offset pre-conceived negative attitudes towards police, and alter anti-social behaviour patterns. The range of services provided to the 50 schools in this category included informal lectures, participating in inter-school sporting events, assisting with law week activities, teacher/parent projects and school holiday programmes.

Outcomes: Police and teachers recognise the value of police involvement with schools. The need to properly plan police input, with the emphasis on local police involvement, has also been recognised. A police/schools planning seminar is to be conducted at the Chisholm Institute of Technology (Frankston State College) in June 1982 with the following objectives: explore the range of possibilities in the broad field of crime prevention through education; assist in the planning of programmes; assist in building evaluations with schools and agencies on common interest areas of concern.

This seminar has joint involvement with Vandalism Task Force Officer, Robin Young. See Volume 4, Appendix "F".

PROJECT TITLE — ANTI-SHOPSTEAL

Purpose: To reduce the incidence of school children stealing from shops during Christmas holiday period.

Police/Community Involvement: District police, teachers, students, Frankston Chamber of Commerce, Retail Traders' Association, media.

Number of People Involved: 7000 (1981), 20,000 (1982 projection).

Project Explanation: In recognising the high incidence of school children stealing from shops, particularly during school holiday periods, police and school teachers, with the assistance of local retailers and a television station developed a project to heighten an awareness in school children of the negative aspects of shopstealing. In November 1981, a poster competition, with an anti-shopstealing theme, was conducted and attracted 700 entries. A television video tape (prepared jointly with Channel 10 as a community service) depicting the outcome of shopstealing, cost of crime, and other material was presented at 25 schools just prior to the Christmas holiday period.

Outcomes: All schools participating requested that the project be repeated in 1982. Retailers reported that while in general there was no change in their security policy or procedures between holiday period 1980/81 and 1981/82, they are of the opinion that less young people were detected stealing. An examination of police records at Frankston revealed that in comparing the two Christmas periods, 20/12/80 to 31/1/81 and 20/12/81 to 31/1/82, the number of young people (under 17 years of age) interviewed by police for the offence of shopstealing decreased over the 1981/82 period by 45%. A check of similar records in the adjoining police district revealed that, at Dandenong, the incidence of young people interviewed for shopstealing showed an increase of 29.3% over the same two periods. Although the impact of the project on the incidence of shopstealing has not been strictly validated, enquiries have failed to reveal any other major variable that accounts for the decrease mentioned. See Volume 4, Appendix "G".

PROJECT TITLE — SAFETY HOUSE SCHEME

Purpose: To prevent offences being committed against children while travelling to and from school and to provide refuge should an offence occur.

Police/Community Involvement: District police, Crime Prevention Bureau, teachers, parents, media, P/C.I.P.

Project Explanation: Developed from an American concept, the scheme has been developed by parents and teachers to provide a series of parents' homes, classified as safety houses, to be utilised as refuges by school children who, for any reason, feel threatened. The resident, who contracts to be at home during those times children are normally going to and from school, is obliged to notify police if a child seeks refuge. Each school participating in the scheme has a committee of 7-10 parents and a safety house network of approximately 70 local houses, each house being identified by a logo, incorporating the Victoria Police "Working Together" symbol, affixed to the letter box.

Outcomes: There has been a wide and continuing interest in the Safety House Scheme from parents, teachers and media. The scheme is firmly established and has expanded rapidly from one school in February 1981 to 52 by February 1982. The project has been strongly supported by the media. Parent-teacher committees operate the scheme and local police involvement consists of one half hour lecture on stranger awareness within each participating school per year. Twenty-three of these schools are located within "Z" District and 20 in the adjoining "P" District.

The programme has a well reported esteem as an excellent vehicle for staff, police, parents, community development and education are actively "Working Together". See Volume 4, Appendix "H".

PROJECT TITLE — ELDERLY CITIZENS AND CRIME PREVENTION

Purpose: Reduce crime victimisation of elderly citizens through crime prevention education.

Police/Community Involvement: District police, Crime Prevention Bureau, elderly citizens' groups, service clubs.

Number of People Involved: 1100 (1981), 2000 (1982 projection).

Project Explanation: Developed as the result of complaints received from elderly citizens' groups as to the rate of crime victimisation they encountered. A number of crime prevention seminars were conducted locally to educate elderly citizens in crime prevention methods they may employ.

Outcomes: Elderly citizens' groups have undertaken a number of initiatives designed to protect themselves against criminal activity, some have organised group travel arrangements. A number of home protection devices, such as door safety chains and security peepholes have been fitted by local service clubs to elderly citizens' homes.

Specific use was made of the network of contacts established through this project during recent homicide enquiries concerning murders of elderly women. Information was able to be quickly disseminated to risk groups and excellent response obtained supplying important information to investigating police. See Volume 4, Appendix "I".

PROJECT TITLE — OFF ROAD MOTOR CYCLES

Purpose: Reduce problems caused by off road motor cycle use by the establishment of a local recreational motor cycle park, to enable legal use of recreation vehicles and development of survival skills.

Police/Community Involvement: District police, City of Frankston, Neighbourhood Employment Development Scheme, Frankston Motor Cycle Club, Department of Youth, Sport and Recreation, local residents, media.

Number of People Involved: 70 (1981), 500 (1982 projection).

Project Explanation: Numerous complaints from the community, in relation to off road motor cycle use, were received by police, local council and media. A public meeting called by P/C.I.P. resulted in a committee being formed to prepare a proposal to establish a motor cycle recreational park.

A proposal was duly submitted and funding of \$56,000 allocated to establish such a park in Frankston. Land was allocated by Frankston City Council and work is currently underway in developing the project. The park is due to open in mid-1982. After it is open a sanction strategy by police will be implemented to enhance use of the track by persistent offenders. See Volume 4, Appendix "J".

PROJECT TITLE — PROBLEM YOUTH

Purpose: To identify community groups dealing with problem youth and to assist these groups in developing positive attitudes among youth.

Police/Community Involvement: District police, City of Frankston, Resource Centre, Community Welfare Services Department, Education Programme for Unemployed Youth, Pines Forest Youth Club, Pines Forest Community Centre, Y.M.C.A. Outreach Programme, Blue Light Disco Committee.

Number of People Involved: 550 (1981), 1000 (1982 projection).

Project Explanation: During the early stage of the Pilot Project the need to look at problem youth was identified by comment from local police and a number of organisations involved in or in contact with youth activities. Inquiries were made of police and other community agencies and groups in

order to identify the main catchments which could favourably influence "problem" youth. The Pines Forest Housing Commission Estate and unemployed youth groups were seen as targetable areas. P/C.I.P. input consisted of attending at youth centres and participating in a number of structured programmes, involving in total 500 youths and 20 community/youth workers.

Although short-term benefits from this type of activity are difficult to assess, P/C.I.P. personnel requested comment from community workers and youth as to the value of police involvement. The majority response was that attitudes of youth had been positively altered. Community/youth workers and teachers in this field were unanimous in stating that police input was vital in these areas for the good of the community. See Volume 4, Appendix "K".

PROJECT TITLE — HONORARY PROBATION OFFICERS

Purpose: Assist in the development of a community based probation service and prevent recidivism.

Police/Community Involvement: District police, Department of Community Welfare Services, Honorary Probation Officers' Association.

Number of People Involved: 60 (1981), 60 (1982 projection).

Project Explanation: In February, 1981, the Officer in Charge of Westernport Police District received a request from the Department of Community Welfare Services seeking co-operation with the establishment of a local community based probation service.

Outcomes: Since that time, local police, D.C.W.S. personnel and honorary probation officers have met several times and have developed a follow-up service to assist parents and young offenders in dealing with their problems. The service is to be introduced to police through the District Training Officer. The service is expected to be operating by May, 1982.

Police have become involved in training sessions conducted for Honorary Probation Officers and a police co-ordinator appointed. Research into Juvenile Court briefs was conducted by P/C.I.P. to assist Probation Officer training. This has facilitated a submission by Police and Department of Community Welfare Services for Truancy research. See Volume 4, Appendix "L".

PROJECT TITLE — MORNINGTON PENINSULA HOLIDAY PERIOD

Purpose: To reduce the incidence of crime and anti-social behaviour on the Mornington Peninsula during the Christmas holiday period.

Police/Community Involvement: District police, Rosebud Foreshore Committee, Department of Crown Lands, National Parks Service, local business, service clubs.

Number of People Involved: 100 (1981), 200 (1982 projection).

Project Explanation: The Mornington Peninsula has a population of 20,000; this is increased to 200,000 by the influx of holiday-makers during the Christmas period. To complement the efforts of operational police, a number of crime prevention measures were introduced during this period. These included:

- police empowered under Regulations of the Crown Land Act to evict campers and intoxicated persons from foreshore area

- Crown Land Bailiff appointed to patrol and enforce Regulations
- crime prevention literature distributed to campers
- prevalent areas for theft signposted
- local media broadcast crime prevention information
- targeted crime prevention patrols

Outcomes: Reports from police, other agencies and campers indicate that the 1981/82 holiday season was the most trouble free in years. A comparison of reported crime figures from Rosebud Police Station reveals an overall decrease of 24% on reported crime. See Volume 4, Appendix "M".

PROJECT TITLE — PERSISTENT OFFENDERS

Purpose: To provide a data base concerning persistent criminal offenders in the Frankston area and isolate causes contributing to recidivism.

Police/Community Involvement: District police.

Number of People Involved: 50.

Project Explanation: Operational police at Frankston have, over a long period, expressed concern and frustration at the high incidence of criminal activity inflicted on the community by a relatively small number of persistent offenders. Research was conducted with information supplied by local police and criminal records relative to the 24 most persistent offenders within the Frankston area.

Outcomes: Analysis of the data gathered from criminal records revealed a high rate of offending by a small number of young people. Main points of interest being:

- the 24 offenders had a total of 285 court appearances and faced 829 charges
- each offender averaged 11 court appearances on 34.5 charges
- average age at which first proceeded against was 12.87 years
- peak offending age was 16 years.
- present average age of offenders was 18 years
- main court disposition was probation, 19 offenders received probation on 64 separate occasions
- main offences were theft, theft of motor car, burglary and assaults.

Information relevant to legislative review was channelled to appropriate committees.

A need for this type of localised statistical review for police planning was highlighted and appropriate development is under way. See Volume 4, Appendix "N".

ADMINISTRATIVE PROCESSES

Due to the nature of the duties performed by the P/C.I.P. group it was decided that standard police procedures of operation and reporting were unsuitable. Within the group, alternative management processes were developed to better equip members, and the group as a whole, to operate efficiently towards goal achievement.

It was recognised that all relevant information gained from contact with both police and public needed documentation and that any system devised had to include retrieval, dissemination and evaluation of information. As part of an innovative system

designed and developed by the group, a Contact Sheet was formulated and adopted as the basic data collection instrument for use by the group. During the pilot scheme 1100 Contact Sheets were submitted into the system and this allowed for a rapid information flow and a comprehensive system of indexing data.

At the outset of the programme it became obvious that standard police recording methods were inappropriate and a new system needed.

Each Contact Sheet recorded, and computer coded, every contact made with P/C.I.P. personnel under the following broad categories: Method of Contact, i.e. by telephone, correspondence or personal interview. Details of who referred them, the organisation concerned — if any — reason for contact and relevance to existing projects. Analysis, monitoring and evaluation of the P/C.I.P.'s entire network of contacts was then possible.

The detailed analysis for the first twelve months indicates a wide spread of contact throughout the sociological profile of the district.

The pilot staff supplied service to less than one third of direct requests. The services supplied were selected according to objectives, resources available and the remainder recorded and classified for future consideration. The majority of contacts were first occasion communications. There has been no lapse or lessening of first contact incidents, indicating a consistent demand in the community overall, for positive police involvement.

Analysis of the entire network of contacts will be used for future monitoring and evaluation.

P/C.I.P. members make use of the group process for information flow, staff development, participative planning and decision making. This has encouraged members to be innovative and thus perform to their full potential. As part of this process the group participated in a week long workshop in October. The workshop was held at the Chisholm Institute of Technology (State College of Victoria, Frankston). The purpose being to review progress, identify problems and further develop a revised organisational structure to enable the Pilot Project to operate more effectively throughout the District.

This resulted in the Pilot Project being restructured organisationally to test the concept of a geographical "zone" responsibility with project development and administrative support from a central location. Four members were allocated geographical zones outside the Municipality of Frankston, they are accountable to a co-ordinator who shares responsibility with a central co-ordinator for the overall development of projects. An organisation chart and diagram of zoning are attached.

The objectives of the P/C.I.P. provide the operational guidelines within which the group carries out its tasks while the administrative processes adopted by the group enable a planned and systematic approach to goal achievement. The overall system requires further development and improvement but there is little doubt that it has assisted members to reach a high level of achievement in their many and diverse fields of operation.

In the development of the Pilot Project systems, members have consulted with staff from the Phillip Institute of Technology who conduct a course in data collection and data analysis for evaluation of programmes. This has encouraged P/C.I.P. personnel to incorporate evaluation processes within projects at the developmental stage.

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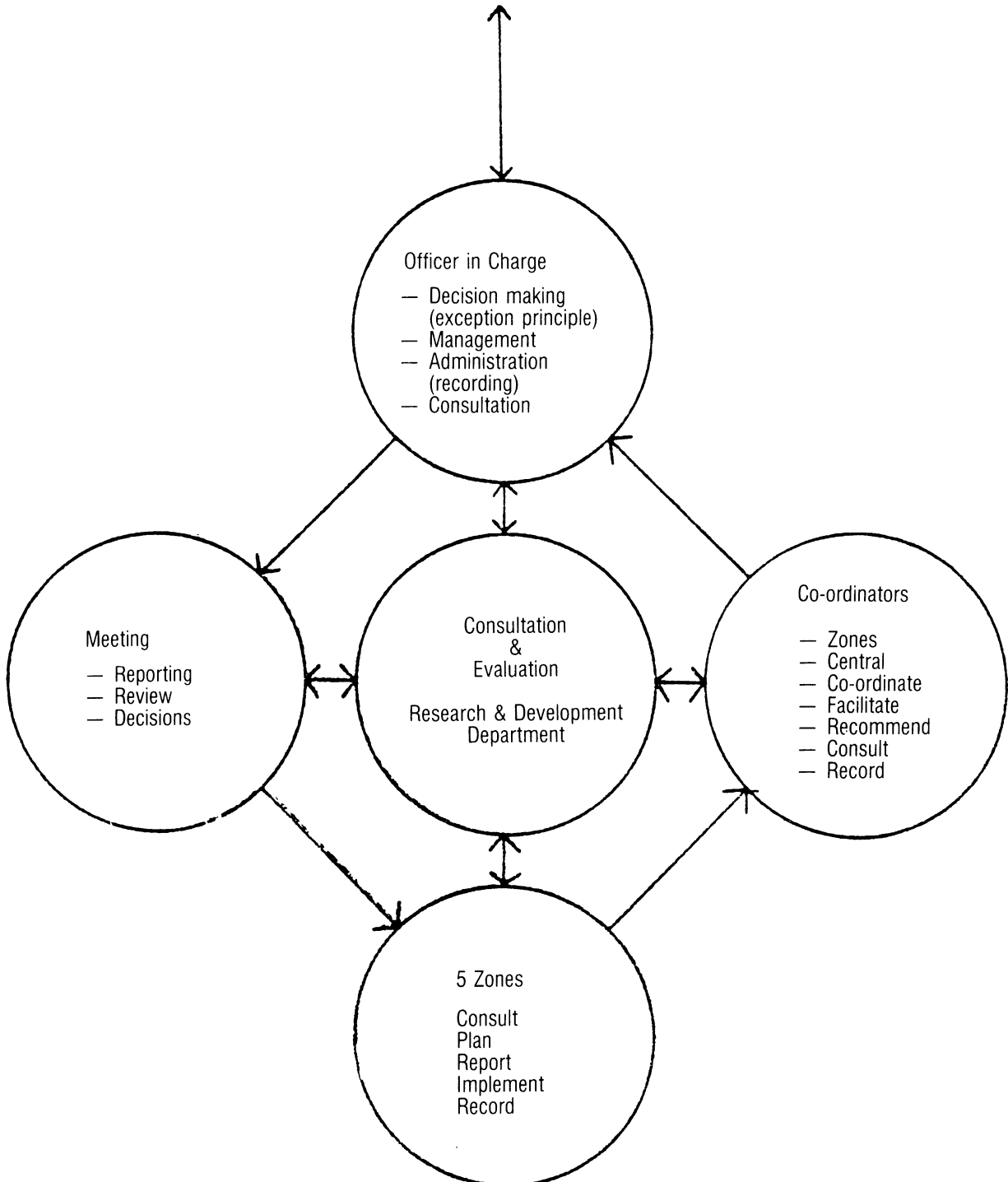
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POLICE COMMUNITY INVOLVEMENT PROGRAMME PILOT PROJECT

ORGANISATION CHART

CHIEF SUPERINTENDENT — DISTRICT



POLICE COMMUNITY INVOLVEMENT PROGRAMME PILOT PROJECT

OPERATIONAL ZONES

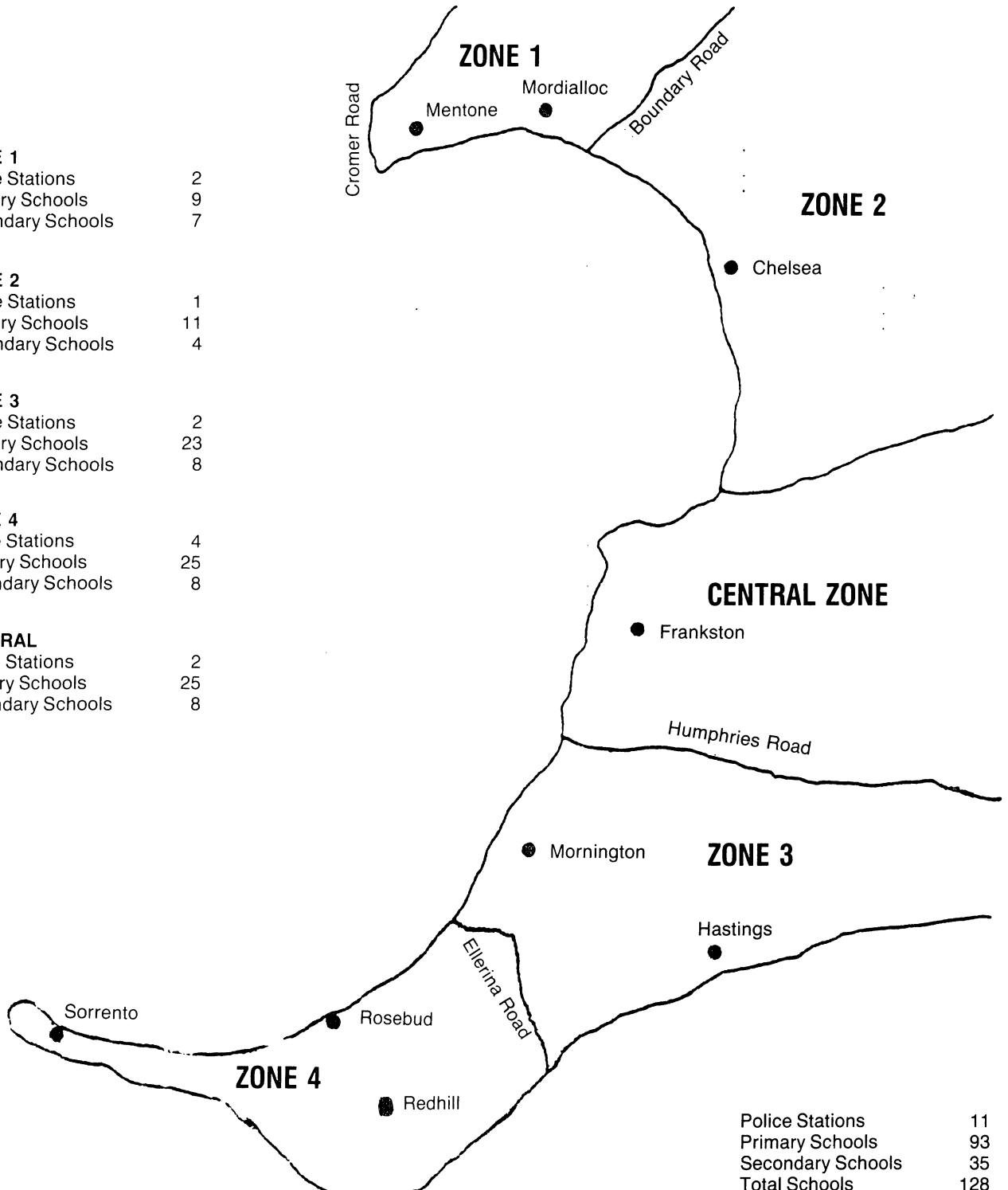
ZONE 1	
Police Stations	2
Primary Schools	9
Secondary Schools	7

ZONE 2	
Police Stations	1
Primary Schools	11
Secondary Schools	4

ZONE 3	
Police Stations	2
Primary Schools	23
Secondary Schools	8

ZONE 4	
Police Stations	4
Primary Schools	25
Secondary Schools	8

CENTRAL	
Police Stations	2
Primary Schools	25
Secondary Schools	8



Police Stations	11
Primary Schools	93
Secondary Schools	35
Total Schools	128

Several Institutes contributed lecturing staff and resources to initial staff training in police role and group dynamics. They include: Chisholm Institute (Police Studies Faculty), Caulfield; Coburg State College (Welfare Administration), Coburg; Institute of Educational Administration (Administration), Melbourne.

During the year resource groups in Westernport have supplied other facilities to assist in administrative developments. They include: Chisholm Institute, Frankston — Consultancy, resources; Teachers Resource Centre — Audio and visual aids, training and library; Community Resource Centre (Council) — Video and library; Vandalism Task Force — Consultancy; Education Department Regional Office — Consultancy and facilitation; Gippsland Institute of Technology (Fieldwork Student) — Research; Commonwealth Employment Service, Frankston — (Aboriginal employment and training scheme) — Trainee Receptionist/Typist.

This list is not exhaustive and serves only as an indication of co-operation extended to the Pilot Programme by groups outside the police force.

Special mention must be made of the valuable input to the pilot project by two of these organisations.

Gippsland Institute, in the second half of 1981, placed a first year Welfare Studies Field Work Experience student with the P/C.I.P. group for ten weeks.

The student completed a valuable survey on police and agency interaction with domestic violence victims. The paper was made available to the Premier's Department Committee on Domestic Violence which subsequently decided against further, rather expensive, research.

Through contact with the Commonwealth Employment Service in Frankston, a young receptionist/typist trainee has been employed through the Aboriginal Employment and Training Scheme, allowing her to progress towards employable levels of competency through work experience at P/C.I.P. offices. Her services have been of great benefit to the staff.

Both of these initiatives were aimed at broadening police perceptions by participating in community based educational processes for youth employment.

ACCEPTANCE OF THE P/C.I.P.

Traditionally, police recognise the importance of a close and harmonious relationship with the public they serve. Unfortunately, over the years this relationship has been somewhat eroded due to a number of influences, one of those being the increased mobility of police operations which has inhibited the informal day to day interaction that occurred in the more leisurely days of foot patrol policing. Similarly, the public's communication with its local police has been largely limited to formal approaches, in times of need, via telephone or attending at a police station reception desk. There is little opportunity for police and community communication in perhaps the most important area this should occur, the prevention of crime and disorder.

It is also traditional for police to use reported crime and arrest data as a gauge of achievement, even though they realise the limited measure of effectiveness they provide. Consequently intelligence gathering processes have tended to focus upon achieving a reduction in the first by increasing the second, with the result that a great deal of social intelligence which can help identify crime preventive action is missed.

In seeking to facilitate joint efforts by police and community in this common interest area, it was necessary to recognise

that barriers of communication did exist between police and the public. The promotion of positive interaction is developing as the programme continues in regard to both police and the community. Recent indications are that, in areas such as Pines Forest Housing Estate where considerable P/C.I.P. input has been targeted, police community co-operation in crime detection has vastly improved. In a recent search for the perpetrators of a car theft, police were offered directions spontaneously by residents witnessing the chase, thereby facilitating arrests. Homicide Squad enquiries have been aided recently by a 200% increase in incident reporting.

Police

During the operation of the Pilot Project the level of acceptance of the project by police stationed within "Z" District has been linked to their level of understanding of the concept. A number of local police initially felt that the scheme was merely a public relations exercise, and, as such, did not justify diverting staff from over-extended operational areas. While this attitude still remains in some minds, most police have recognised the potential in a planned approach to involve the community in crime awareness and prevention.

There is also a lack of planned training or staff development activity at the District level that emphasises the need for feedback of information from the community and fosters a widening of police perceptions as to the community's needs and expectations of police. While police in the district have generally supported the projects and concepts of P/C.I.P., many still view the need to involve the community in crime prevention as being of low priority. To offset this, the Officer in Charge of the District proposes to implement staff development/training programmes throughout the District during 1982. Consideration is also being given to developing different methods of co-ordinating intelligence gathering to provide information with which District management can more effectively plan crime prevention and detection strategies.

Community

The community within the Westernport Police District have expressed their concern at the level of crime and disorder within their area. They have accepted responsibility for prevention in this broad field by clearly demonstrating their willingness to become involved, through participation in planned projects to alleviate the causes.

The level of public participation in projects undertaken within the scheme can be gauged from this report. The many thousands of people reached through these projects and the many other undertakings by the group, range across broad sectors of the community. From school children, parents, elderly citizens and the numerous representative organisations who became involved, the overwhelming response has been for continuing and extending involvement in these areas of shared interest. A list of the various community agencies and groups that the P/C.I.P. has become involved with is attached.

The list is representative only and does not include all the organisations in contact with the P/C.I.P.

There is ample evidence to suggest that the public wish a continuation of this programme in the Westernport Police District.

Public interest from outside the District has been steadily increasing. Numerous requests for information about the P/C.I.P. have been received from individuals and organisations including government agencies, tertiary education institutions and community organisations in Victoria and interstate.

COMMUNITY ORGANISATIONS PARTICIPATING IN POLICE/COMMUNITY INVOLVEMENT PROGRAMME*

Government — Commonwealth and State at Local Level: Department Community Welfare Services, Commonwealth Employment Service, R.o.S.T.A., Premier's Department, Education Department (Regional), Health Commission — Hospitals, National Parks Service.

Local Government — City of Frankston — Council and Departments, Rosebud Foreshore Committee.

Voluntary Agencies and Groups receiving Government Funding — C.Y.S.S., Neighbourhood Development Scheme, Bayside Youth Hostel, Orwil Street Community Centre, Pines Forest Community Centre, Pines Forest Youth Club, Frankston Resource Centre, Peninsula Road Safety, St. Johns Ambulance, State Emergency Service, Westernport Regional Consultative Council, Child Development and Family Service Council, Frankston Family Education, Employment Project Unemployed Youths, Buoyancy, Bayside Outreach Service, Citizens Advice Bureau, Early Childhood Development, Y.M.C.A. Outreach.

Service Organisations — *Clubs, *Voluntary Groups — Rotary — Frankston (& Rotoract) Frankston North, Rosebud; Lions — Frankston, Rosebud; Country Women's Association, Local Church Group (combined), Frankston Motor Cycle Club, Motorcycle Riders Association, Elderly Citizens Groups (20), Probation Officers Association Victoria, Honorary Justices Association.

Educational Institutions — Institute of Educational Administration, Administrative Staff College, State College Frankston, Preston Institute of Technology, Melbourne University, Teachers Resource Centre, Secondary Schools in "Z" District (35), Primary Schools in "Z" District (93).

Business Groups: Chamber of Commerce, Retail Traders Association, Major Stores and Shopping Complexes, Business Groups.

*This list represents many of the community groups participating in Police/Community based crime prevention programmes. It does not include many of the groups, such as school committees and agency sub-committees, who are actively involved in these projects.

See Volume 4, Appendix "Q".

LOCAL MEDIA

In the initial stages of the Pilot Scheme, P/C.I.P. staff contacted the local radio station, 3MP, and the two local newspapers, the Frankston Standard and Frankston Peninsula News. The objectives of P/C.I.P. were explained to the media and their co-operation sought in publicising various projects. Several other regional newspaper offices operating in Westernport Police District were similarly contacted during 1981.

Throughout the year all factions of the local media have given full support to the P/C.I.P. concept and its operations. In excess of 100 articles have been published regarding various aspects of P/C.I.P. projects — a summary of articles that have been published is set out below; in addition, P/C.I.P. members were involved in ten radio presentations or talk-back broadcasts. In all, the publicity given to P/C.I.P. has assisted greatly in the achievement of objectives.

Topic	Number of Articles
P/C.I.P.	12
School Projects.....	17
Anti-shopsteal	4

Road Safety.....	6
Crime Prevention.....	8
Safety House.....	8
Off Road Motor Cycles	9
Senior Citizens	6
Bicycle Education	9
Bicycle Identification.....	7
Drugs Appraisal.....	4
General Information	11

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FUTURE OF THE P/C.I.P.

On 13th February, 1982, the Pilot Project concluded its first 12 months of operation. Although staff on secondment to the scheme were due to return to their stations on that date, they have been retained pending a decision as to the future of the programme.

The recommendations of this report are to retain the programme within Westernport District and to develop and implement similar schemes to be based in other Districts. The following information provides cost estimates, based on the Pilot Project, as to the manpower, accommodation and equipment necessary to operate one P/C.I.P.

Cost Estimates

(Based on Frankston Pilot Project and Estimates)

	Cost to establish \$	Recurrent costs \$
Personnel		
(Salaries and allowances as at 12/14/82)		
Inspector	1 29,362 p.a.	29,362
Senior Sergeant	1 25,376 p.a.	25,376
Sergeant	3 68,253 p.a.	68,253
Senior Constable/Constable	8 137,616 p.a.	137,616
PREMISES (leased)		
Services Department estimate	8,000 p.a.	8,000
Cleaning	2,500 p.a.	2,500
Fit out of office if necessary	10,000	
(Actual cost Frankston premises leased at \$5200 p.a.)		
TELEPHONES		
Installation	1,134	
Rental	960	960
MOTOR VEHICLES		
Departmental	10,000	5,000
Private vehicle mileage allowance		2,500
FURNITURE	6,000	
OFFICE EQUIPMENT		
Visual Aids	2,000	
Stores	500	1,600
OPERATING EXPENSES	500	500
TOTALS	\$302,201	\$284,167

To professionally develop and implement the P/C.I.P. will also require formation, on a temporary basis, of a project team whose function would be to ensure that the necessary skills and departmental resources were applied to this concept. It is suggested that the composition of such team would comprise representatives from various departments such as Research and Development, Personnel (Training District), Operations, C.I.B. (Crime Prevention Bureau), Public Relations Division and P/C.I.P. personnel. This team should be available for regular planning and information conferences and should include a co-ordination component to integrate implementation with other government departments and authorities in each area.

Cost of Crime

When considering the cost of implementation of the P/C.I.P. programme in Districts, consideration must be given to justification in terms of other priorities.

The failure of society to reduce criminality imposes great hardships on the community, not only in terms of loss of life and property, but also in terms of fear and suspicion which detracts from community peace of mind. The cost of crime is staggering.

Although economic losses directly attributable to crime are heavy, they are only part of the total cost of crime. To them must be added the cost of administering the criminal justice system. Police, courts, probation and parole, correctional and services, all create heavy drains on the public economy. In addition unproductive lives wasted in criminal activities and in penal institutions represent a tremendous loss. We are only beginning to address the question of cost to the community of the lifetime support (through disability pensions and compensation grants) of victims of crime who are permanently maimed.

A broadened concept of social responsibility on the part of the police has resulted in a more positive philosophy of service. Police service must extend beyond mere routine investigation and disposition of complaints. It also has as its objective the welfare of each individual and of the community as a whole. If society is to be protected against crime in an effective way, the police must actively seek out and help to destroy delinquency-inducing influences in the community.

This requires the implementation of crime prevention programmes at the neighbourhood level, with full community support and improved, vigorous and conspicuous tactical surveillance by police.

The community in Frankston has indicated its willingness to invest in crime prevention in time, expertise, money and other resources.

The various components of the criminal justice system are part of an integrated whole rather than autonomous subdivisions in terms of the cost of crime.

The relative cost of crime prevention must be considered in these terms. Crime prevention, then, becomes a relatively inexpensive phenomena, of the highest priority and should be costed against the budget of the criminal justice system in total.

CONCLUSION

This report has endeavoured to provide sufficient reliable information as to the Pilot Project. While many innovations

have occurred within the pilot scheme there is nothing within this programme that is divergent from traditional police practice. The concept is steeped in the organisational philosophy and principles that form the basis of policing in a democratic society. The goals of the programme highlight the primary role of policing which is the prevention of crime and disorder. While the Victoria Police Force is the only agency in the State with this as its primary goal, it recognises that ultimate responsibility for crime prevention rests with the community. Projects undertaken within the P/C.I.P. have successfully brought police and community together to co-ordinate their efforts in this shared responsibility. The essence of the scheme is in providing benefits to the overall community, including police, in the context of both short term and long term gains. Police recognise the potential of this scheme in enabling policies and procedures to be constantly aligned to community expectations and needs.

The response from the thousands of people the programme has reached has, through their demonstrated involvement and support, discredited the claim that the public are not concerned about crime in the community. The public while recognising the importance of the law enforcement role of police, maintain that the prevention of crime, before it occurs, should be the ultimate objective. They view the approach adopted by the P/C.I.P. as being most necessary and timely. The numerous government and non-government agencies and organisations within the community have provided a wide range of support and expressed a willingness for continuing involvement.

Given the heavy demands made upon police within their wide areas of responsibility, there is a need to maintain a realistic approach to community expectations of police involvement in crime prevention and, conversely, there is a need to provide for a visible police response to this aspect of the police role.

A balanced solution would lie in the planned introduction of Police/Community Programmes within selected Police Districts as required and as the necessary resources were made available. The P/C.I.P., while not a panacea for all police/community problems, offers a planned and viable approach in "working together" to prevent crime and disorder within the community.

RECOMMENDATIONS

1. That the P/C.I.P. be continued in its present form within the Westernport Police District for a further period of 12 months.
2. That the P/C.I.P. be developed and implemented within additional Police Districts. "P" District based at Dandenong and "V" District, based at Broadmeadows are the areas recommended.
3. That Ministerial approval be sought to increase authorised strength by 1 inspector, 1 Senior Sergeant and 3 Sergeants and 7 Constables in each District that a pilot programme is introduced.
4. That Ministerial support be sought in relation to the allocation of Government funding to implement the above recommendations.

1. Moore and Brown, op. cit., page 120.

2. Moore, Colin and Brown, John. "Community versus Crime". Bedford Square Press, 1981, page 116.