

Introduction

Police at a local operational level have always recognised the importance of listening and engaging with their communities and in particular our youth. This is reflected in the comments of Senior Constable Irene Guest, the officer in charge of a one person station at Speed¹,

I love having the opportunity to help people and seeing kids grow up, that I have helped along the way – to know I've made a difference in their lives.

This drive to break down barriers and build relationships between local police and youth occurs in every type of setting across Victoria. One of the most notable partnerships between local communities and local police that has lasted for 40 years, being Blue Light².

The direction of policing is being questioned, particularly in the USA with questions around the militarisation of policing³⁴ and more recently in Australia⁵, whilst in one of the newest police forces in the world, Police Scotland,⁶⁷ it is being recognised that prevention should play a key role in the future direction of policing. A prevention and people centred policing model will address the concerns raised regarding ever increasing enforcement and at the same time create safer communities.

A Prevention and People Centred Policing model (PPCP) will provide leadership and support to operational police and local communities by having a far greater commitment to;

- preventing offences,
- empowering people to be involved in the prevention of offences and community safety and
- developing partnerships where police work in and with interdisciplinary teams.

The need to develop a PPCP Model has strong economic, social, workplace health and safety and human rights drivers. Economic drivers include the spiralling cost of imprisonment and the costs of increased recidivism and family violence, whilst social drivers, include, the current “ice” epidemic, family violence and home grown terrorism, all involving youth disengagement.

¹ Police Life Autumn 2014 (p9)

http://issuu.com/police-life/docs/2687_police-life_autumn_2014_fa_web

²Blue Light <http://bluelight.com.au/>

³ The New York Times, 25 August 2014, Police Militarization Is Out of Control, and There's No Oversight

<http://www.nytimes.com/roomfordebate/2014/08/14/are-police-forces-excessively-armed/police-militarization-is-out-of-control-and-theres-no-oversight>

⁴The Wallstreet Journal, 7 August 2013 Rise of the Warrior Cop

<http://www.wsj.com/articles/SB10001424127887323848804578608040780519904>

⁵The Sydney Morning Herald 22 March 2015, Have siren, will harass, in NSW the policed state.

<http://www.smh.com.au/comment/have-siren-will-harass-in-nsw-the-policed-state-20150322-1m504p.html>

⁶ SCOTTISH POLICE AUTHORITY - Strategic Police Plan

<http://www.scotland.police.uk/about-us/police-scotland/strategic-planning/>

⁷ **Crime Prevention Strategy** - SCD Safer Communities / March 2015 / v 1.0

<http://www.scotland.police.uk/about-us/police-scotland/strategic-planning/>

Workplace health and safety legislation places a requirement to provide systems of work that are as safe as practical⁸, not only protecting police, but also people who come in contact with police. How we can improve systems of work and processes is being informed by research and therefore is constantly evolving. A PPCP model has the potential to provide an atmosphere and culture where the development of prevention strategies can be accelerated thus making “a system of work” that is safer for police, other emergency services and the whole community.

The Victorian Charter of Human Rights and Responsibilities Act 2006 imposes a legislated requirement on police when making a decision to consider the impact on human rights⁹. The likelihood is that the level of accountability in this area will grow and again a PPCP model will provide the best foundation to acquit those responsibilities. Similarly a policing model that is genuinely prevention and people centred complement social inclusion¹⁰ and justice reinvestment policies and strategies and is perhaps necessary for those endeavours to actually succeed.

We can create a future that is not simply a rehash of the recent past where policing resources committed to a reactive approach clearly outweigh resources committed to the prevention of offences. Reactive resources include commitment of infrastructure, equipment, finances, personnel and intellectual endeavours. To address this imbalance input needs to come from the public, all levels of government, in particular local government, academia, policing and other agencies.

What follows will indicate that a PPCP approach not only saves money, but saves lives and is a basis for building stronger and more resilient communities, whilst being safer for those who deliver policing and emergency services and complying with workplace health and safety and human rights legislated commitments.

Peelian Principles

Developing a Prevention and People Centred Policing Model first involves re-visiting the original principles of policing. It also involves placing a far greater emphasis on every police officers oath/affirmation of office and in doing so an end to “management speak”.

On the reverse side of my oath of office that I signed over forty years ago is listed what is known as the Peelian Principles of Policing¹¹. The preamble to the principles states;

*Principles adopted by British Police in 1829 for Law Enforcement.
These same principles have been adopted by the Victoria Police Force to be followed by all its Members.*

⁸ Occupational Health and Safety Act 2004, The concept of ensuring health and safety s. 20.
[http://www.legislation.vic.gov.au/Domino/Web_Notes/LDMS/PubStatbook.nsf/f932b66241ecf1b7ca256e92000e23be/750E0D9E0B2B387FCA256F71001FA7BE/\\$FILE/04-107A.pdf](http://www.legislation.vic.gov.au/Domino/Web_Notes/LDMS/PubStatbook.nsf/f932b66241ecf1b7ca256e92000e23be/750E0D9E0B2B387FCA256F71001FA7BE/$FILE/04-107A.pdf)

⁹ S.38 Conduct of public authorities

(1) Subject to this section, it is unlawful for a public authority to act in a way that is incompatible with a human right or, in making a decision, to fail to give proper consideration to a relevant human right.

[http://www.legislation.vic.gov.au/Domino/Web_Notes/LDMS/LTObject_Store/LTObjSt8.nsf/DDE300B846EED9C7CA257616000A3571/FDAB8CC011B06E87CA257D07000520E5/\\$FILE/06-43a013.pdfbookmarked.pdf](http://www.legislation.vic.gov.au/Domino/Web_Notes/LDMS/LTObject_Store/LTObjSt8.nsf/DDE300B846EED9C7CA257616000A3571/FDAB8CC011B06E87CA257D07000520E5/$FILE/06-43a013.pdfbookmarked.pdf)

¹⁰ Social Inclusion in Australia, 2011, Accessed 12 03 2015

<http://www.aihw.gov.au/WorkArea/DownloadAsset.aspx?id=10737420844>

¹¹ Principles of Policing, http://magnacartaplus.org/briefings/nine_police_principles.htm#nine_principles

The first principle states;

- 1. To prevent crime and disorder, as an alternative to their repression by military force and severity of legal punishment.*

The other principles express the importance of “maintaining public trust” by gaining the “willing co-operation of the public” and to recognise that to do so will diminish, “the necessity of the use of physical force”. Public trust should be achieved, “not by pandering to public opinion”, but “by ready exercise of courtesy and friendly good-humour” and “To use physical force only when the exercise of persuasion, advice and warning is found to be insufficient”. This is in a context that, “The police being only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen” and police should not “usurp the powers of the judiciary.” The final principle states that policing should be defined in the context of, “that the test of police efficiency is the absence of crime and disorder, and not the visible evidence of police action in dealing with them.”

The Peelian principles are further reflected in the forward to the first instructions to the Metropolitan Police issued in 1829 by Commissioners Charles Rowan and Richard Mayne that stated;

It should be understood at the outset that the principal object to be attained is the prevention of crime. To this great end every effort of the police is to be directed.

The security of person and property, the preservation of the public tranquillity, and all the other objects of a police establishment will thus be better affected, than by the detection and punishment of the offender after he has succeeded in committing the crime.

This should constantly be kept in mind by every member of the police force as the guide to his own conduct.

The Peelian Principles originated in a time of significant achievement and social change. In Great Britain laws abolishing slavery and child labour were passed and in Australia under Governor Macquarie the concept of convict emancipation had contributed to the birth of a nation¹². Such periods are recognised in historical hindsight; however, it is perhaps more difficult to recognise it when it is actually happening. Today we are perhaps seeing such a period with the information revolution. Part of the revolution is the ability to compile enormous amounts of data and link causations such as the interface between disadvantage and public health and the criminal justice system, e.g. Children and young people at risk of social exclusion – Links between homelessness, child protection and juvenile justice¹³; Investment in Prisons: An investment in social exclusion?¹⁴. The Violence Reduction Unit in Scotland also recognises

¹² Convicts to Australia

<http://members.iinet.net.au/~perthdps/convicts/res-11.html>

¹³ Australian Institute of Health and Welfare, Children and young people at risk of social exclusion: Links between homelessness, child protection and juvenile justice

<http://www.aihw.gov.au/WorkArea/DownloadAsset.aspx?id=60129542238>

¹⁴ Guthrie, J. Levy, M. Fforde, C. Investment in Prisons: An investment in social exclusion?
<http://apo.org.au/research/investment-prisons-investment-social-exclusion>

the link between health and justice¹⁵. Such research complements and informs a prevention centred approach to policing.

Unfortunately there probably has never been a time when any policing organisation has come close to epitomising the Peelian principles. Yet, although technology has developed beyond the comprehension of people in the early 1800's, people still continue to commit crimes with drivers which would have been very familiar to the people of that era, so perhaps now is a good time to start to take a different approach. One of the most influential Police Commissioners in modern times, William Bratton, Commissioner of the New York Police Department (NYPD)¹⁶ recently stated,

In my long police career I have often drawn inspiration from a great hero of mine, Sir Robert Peel. Peel founded the London Metropolitan Police in 1829. He went on to serve as British Prime Minister for two separate terms and earned a reputation as a powerful and effective reformer.

In addition to establishing London's first modern, disciplined police force, Peel articulated "nine principles of policing which remain as relevant and meaningful today as they were in the 1830s. The man had an innate grasp of the challenges police officers face and of the complex interplay between the police and the public that is at the very heart of policing in a free society. Defining the basic mission of police as prevention, recognizing that police must win public approval, favoring persuasion and warning over force, and defining success as the absence of crime and disorder rather than in terms of police action -- these were all cutting edge ideas in the 1980s let alone the 1830s.

Peel's nine principles inform the vision of collaborative policing that I believe is essential to healing the divisions that exist between the police and the communities we serve. They will guide us in our efforts to foster shared responsibility for public safety as we move forward. (6th March 2014)¹⁷

Prevention Centred

In addition to the commitment to prevention articulated in the Peelian principles the current Victoria Police Oath/Affirmation of Office also reflects the principles in the following terms;

..without favour or affection malice or ill-will..

¹⁵ Adopting the public health approach as described in the WHO's World Report On Violence and Health (2002), the unit has simple aims: to reduce violent crime and behaviour by working with partner agencies to achieve long-term societal and attitudinal change, and, by focusing on enforcement, to contain and manage individuals who carry weapons or who are involved in violent behaviour. The unit also aims to explore best practices and develop sustainable, innovative solutions to this deep rooted problem. <http://www.actiononviolence.org.uk/content/about-violence-reduction-unit>

¹⁶ Manhattan Institute Forum featuring William.J.Bratton

<http://www.manhattan-institute.org/multimedia/events/052114MI/>

¹⁷ Commissioners Corner NYPD Peel's Nine Principles of Policing, Commissioner Bratton's Blog 6th March 2014

http://www.nyc.gov/html/nypd/html/administration/commissioners_corner.shtml

I will see and cause Her Majesty's peace to be kept and preserved; and that I will prevent to the best of my power all offences against the same..

A supportive contemporary commitment to prevention was further emphasised by the Victorian Drug and Crime Prevention Parliamentary Committee Inquiry into Locally Based Approaches to Community Safety and Crime Prevention¹⁸ published on 5th June 2012 stated (p.ix) that;

Effective crime prevention and community safety interventions require:

- *A belief that crime prevention is important in and of itself Crime Prevention work needs to be valued for its own sake and not as an 'optional extra'. This is particularly true with regard to the role of police. Crime prevention should be considered an integral part of policing, and police officers who work in the area of crime prevention should be highly valued within the organisation.*

It is not necessarily the environment outside policing that has stymied a prevention approach. Within police organisations there is a constant tension between prevention and enforcement and the pendulum continues to swing. The original Victoria Police Blueprint 2012-15 acknowledged this tension under the focus of Achieving Through Our People priority 11 to:

Redefine the role of Constable to better reflect a balanced focus on proactive and preventative responsibilities as well as reactive enforcement responsibilities.

This translated into an action item 15 to;

Revise position descriptions and accountability measures to incorporate proactive and preventative service delivery.

In year 3 of the Blueprint the above priority had disappeared, although in the context of "achieving through our people" there was an acknowledgement that;

Organisational systems and measures foster a stronger focus on reactive policing responses than proactive and preventive approaches.

There was also a priority to;

***P8** Build police capability to increase focus on proactive and crime prevention responsibilities.*

However, there were no actions specified for how this would be achieved or commenced in the timeframe, yet one of the expected outcomes was that;

All employees recognise their role in achieving all five mission objectives, and

¹⁸ Locally Based Approaches to Community Safety and Crime Prevention
http://www.parliament.vic.gov.au/images/stories/committees/dcpc/Locally_Based_Approach_Crime_Prevention/dcpc.icp.finalreport.pdf

are equally recognised and rewarded for proactive and preventative activities as for reactive and enforcement activities.

Despite the stated individual commitment by every member of Victoria Police to, “*prevent to best of my powers all offences...*”, policing resources committed to prevention of offences are clearly outweighed by resources committed to reactive enforcement duties. Furthermore, as the Victoria Police Blueprint (strategic plan) speaks of the importance of community engagement and prevention of offending¹⁹ and the creation of a Priority Communities Division “to connect more effectively with the Victorian community”²⁰ the reality is that Victoria Police have withdrawn resources from a number of local grassroots programs including, Neighbourhood Watch, Bluelight Discos²¹²² and Operation Newstart.

The explanation for withdrawal from Operation Newstart provided by Deputy Commissioner Tim Cartwright on 27th November 2013 being “*...our role in the health and welfare of young people is best placed in the early identification and linkage to those services, not in the actual delivery.*” The point that is missed is that Operation Newstart programs also deliver proven and effective crime and violence prevention outcomes. A key objective of Operation Newstart programs is to retain young people in education or vocational training as international research and independent evaluations of Operation Newstart programs demonstrate this is an affective crime prevention measure which also has lifelong health and welfare and financial benefits. Victoria Police should not abrogate its responsibility for “actual delivery” of crime prevention to other agencies. Particularly when Victoria Police acknowledges those agencies are already overstretched. In a number of instances local government has picked up the hole left by police withdrawal, which begs the question is the prevention of offences a primary role of local government more so than police? Furthermore the Victorian parliamentary inquiry into Locally Based Approaches to Community Safety and Crime Prevention found that one of the requirements for effective crime prevention and community safety interventions is:

- The empowerment and participation of local communities in decision making
It is important to factor in the issues that communities have already identified as important to them, rather than prescribing what issues communities have to address.

The response from the City of Casey, the largest local government council by population in the state and other councils including the City of Greater Geelong and Mornington Peninsula Shire was to call on Victoria Police to reverse the decision to withdraw from Operation Newstart. The following letter was written by the Mayor of Mornington Shire, Councillor Antonella Celli;

I am writing in support of Operation Newstart and the need for a full time Victorian Police Member to be allocated to each site to facilitate the program. The Mornington Peninsula Shire community has, over the past 20 years, benefitted from a close working relationship between Victoria Police, schools, community agencies and the Shire.

¹⁹ Former Chief Commissioner Lay Foreword – We need to have a conversation about refocusing our operations towards crime prevention and better matching resources to demand. We need to rethink our traditional operating model by putting the victim’s needs at the centre of everything we do. We must engage with the community, government and our own people to work through these issues.

²⁰ Victoria Police Blueprint 2012-2015, Year 3

²¹ Herald Sun, 8 April 2014, Police withdraw support for Blue Light Youth Camp

<http://www.heraldsun.com.au/news/victoria/police-withdraw-support-for-blue-light-youth-camp/story-fni0fit3-1226878243201>

²² Region's top cop gives green light to Blue Light dances

<http://www.standard.net.au/story/2153893/regions-top-cop-gives-green-light-to-blue-light-dances/>

Activities such as, the Program for Underage Drinking Diversion and Linkages (PUDDAL), ROPES, Operation Newstart, Mornington Peninsula Secondary College Police Youth Core Band, Southern Peninsula Swans Reclink Football, Blue Light and MP Schoolies, all of which, are facilitated by Victoria Police and partnering groups, have significantly improved the health and well being of young people within our community. They have also been widely recognised by the broader community as having positive impact and outcomes.

Integral to the success of these and other youth related initiatives has been the presence of Victoria Police Members in either facilitating or assisting in programs.

Operation Newstart commenced at Mount Erin Secondary College in 1997. The Mornington Peninsula Shire actively participated in the working group that drafted the Operation Newstart Program during 1995/96. A large number of young people from the Mornington Peninsula were engaged and transformed by the program over its years of operation. The suspension/closure of the Frankston Operation Newstart program has been a great loss for our community.

The mentoring provided by Victorian Police members to vulnerable young people engaged in Operation Newstart assisted them in becoming resilient and competent individuals. Operation Newstart also gave Police and community groups an opportunity to form relationships, understand each other and built trust.

Operation Newstart is closely aligned with strategic priorities of Victoria Police, which include the importance of community partnerships and engagement with young people.

The move from involvement in the delivery of primary prevention programs for young people seems to be in direct contrast to the approach in other states, e.g. NSW²³²⁴ and Queensland police have both invested heavily in imbedding police in schools and youth community engagement through Police Citizens Youth Clubs²⁵. The NSW Police Force Corporate Plan 2012-2016²⁶ priority of “Enhanced resilience of communities and ‘at risk’ groups” will be contributed to by a number of strategies including to, “Strengthen Police Citizen Youth Clubs (PCYC)” which in turn is consistent with the NSW Government NSW 2021 plan. Both NSW and Queensland police also have Volunteers in Policing²⁷ to support operational police. Internationally, as already mentioned one of the “newest” police force’s in the world puts prevention at the forefront, not as somebody else’s responsibility but rather everybody’s responsibility.

Given the explicit commitment to prevention of offences each police officer in Victoria is accountable to through their oath/affirmation of office and accepting that the Peelian principles,

²³ NSW Police Force Youth Strategy 2013-2017
https://www.police.nsw.gov.au/_data/assets/pdf_file/0007/277054/NSWPF_Youth_Strategy_2013-2017.pdf

²⁴ NSW Police Force – Youth Liaison Officer (80), School Youth Police, Specialist Youth Officers & PCYC Police. https://www.police.nsw.gov.au/community_issues/youth

²⁵ Queensland PCYC <http://pcyc.org.au/>, NSW PCYC <https://www.pycnsw.org/>

²⁶ NSW Police Force Corporate Plan 2012 - 2016
http://www.police.nsw.gov.au/_data/assets/pdf_file/0017/142640/Corporate_Plan_2012-2016_combined.pdf

²⁷ NSW Police – Volunteers in Policing
http://www.police.nsw.gov.au/can_you_help_us/volunteers_in_policing

as suggested by Commissioner Bratton of the NYPD, are still relevant to today's policing environment a major focus for Victoria Police strategic direction should be to;

- develop a far greater commitment by all police to preventing offences, whilst maintaining focus on responding to incidents.
- empowering people to be involved in the prevention of offences and community safety and
- developing partnerships where police work in and with interdisciplinary teams.

One way of clearly demonstrating a greater commitment to prevention would be to have every police officer as part of their performance appraisal showing how they are involved in the prevention of offences. This may involve spending a week at programs such as Operation Newstart where they critique their involvement and their commitment is assessed by the program facilitators or assisting the elderly or involvement in mentoring programs. Such an initiative would also be consistent with the recommendations relating to cross cultural training for Victoria Police which will be discussed under social drivers.

Management Speak

Although seemingly well meaning this 30 year foray into management jargon involving, "Mission Statements", "Force Values", "Codes of Ethics", "Codes of Conduct" and the like has effectively clouded clear direction for public and police alike. Each new permutation becoming a must know for the next promotional examination and selection panel. They have consumed much time and energy and been the subject of deliberations by Royal Commissions and the object of many publications. During the Wood Royal Commission in New South Wales, Justice Wood commended NSW Police on the development of a code of conduct and code of ethics in the following terms;

A useful beginning has been made by the Service with the replacement of the vaguely defined and uninformative Statement of Values by a broad and enforceable Code of Conduct and Ethics, designed to underpin the ethical and professional standards required of the Service.

2.41 Police must be:

· provided with the powers and the authorities they need to carry out the job entrusted to them, subject to suitable safeguards to accommodate the competing interests involved;

and

· adequately instructed as to the use of their powers within a context that promote impartiality, teaches legal values and principles, and reinforces the understanding that the law applies to police and that they hold an office which attracts special responsibilities rather than exemptions.

Justice Wood concluded,

No matter what structural changes or safeguards are introduced, corruption is ultimately a matter of individual choice, which can only be influenced by peer pressure, example and close supervision.

How then can covering the same ground thus adding another level of complexity on top of what police are required to do according to law possibly help? For example, does not the oath of office and Peelian Principles well truly cover adequately instructing each individual police officer *on the use of their powers in a context of impartiality* etc.

Policing is action oriented and as such when time critical decisions need to be made police need to act in accordance with the law. The law already provides what and how police are to perform their duties in the Victoria Police Act 2013. Nowhere in the Police Act are the terms Mission Statement, Values or Codes of Ethics or Conduct used. The two criteria that are prescribed in the Act are a reflection of the traditional objectives of policing²⁸ and the oath of office²⁹. These are the things that need to be clearly embedded at every level of the organisation.

Members of the public also need to be aware of what police are to be held accountable to perform. Every police station foyer should display what functions police are to perform at law and the oath/affirmation of office so that the public are aware of the service that every police officer has personally undertaken to provide to them through their oath/affirmation of office in what is effectively an individual performance contract with them through the crown.

Economic Drivers

Economic drivers include the spiralling cost of imprisonment and the costs of increased recidivism³⁰ and family violence³¹. The following excerpt from Victoria's Prison Population 2002 to 2012³² provides just one strong basis as to why the public, all levels of government and Victoria Police should move to a far greater commitment to prevention of offences. This is without considering any other societal costs or social justice considerations. It is also important to note that the parole regarding parole has further tightened since this report³³.

Victoria's imprisonment rate has risen from 94.2 prisoners per 100,000 adults in 2002 to 111.7 prisoners per 100,000 adults in 2012, with 47.4% of that increase occurring within the last four years.

²⁸ Victoria Police Act 2013

9 General functions of Victoria Police

(1) The functions of Victoria Police include the following—

(a) preserving the peace; (b) protecting life and property; (c) preventing the commission of offences; (d) detecting and apprehending offenders; (e) helping those in need of assistance.

²⁹ **OATH OR AFFIRMATION FOR POLICE OFFICERS**

I [*insert name*] [*swear by Almighty God/do solemnly and sincerely affirm*] that I will well and truly serve our Sovereign Lady the Queen as a police officer in Victoria in any capacity in which I may be appointed, promoted, or reduced to, without favour or affection, malice or ill-will for the period of [*insert period*] from this date, and until I am legally discharged, that I will see and cause Her Majesty's peace to be kept and preserved, and that I will prevent to the best of my power all offences, and that while I continue to be a police officer I will to the best of my skill and knowledge discharge all the duties legally imposed on me faithfully and according to law.

³⁰ The Age, Crime crackdown leads to booming Victorian prison population, March 13, 2014

<http://www.theage.com.au/victoria/crime-crackdown-leads-to-booming-victorian-prison-population-20140313-34on2.html>

³¹ Domestic Violence Victoria

<http://www.dvvic.org.au/index.php/understanding-family-violence/key-statistics.html>

³² Victoria's Prison Population 2002 to 2012 - Sentencing Advisory Council May 2013

https://sentencingcouncil.vic.gov.au/sites/sentencingcouncil.vic.gov.au/files/victorias_prison_population_2002_to_2012.pdf

³³ The Age, Crime crackdown leads to booming Victorian prison population, March 13, 2014

<http://www.theage.com.au/victoria/crime-crackdown-leads-to-booming-victorian-prison-population-20140313-34on2.html>

The total recurrent cost per Victorian prisoner in 2011–12 was over \$97,000, approximately \$267 per day (Steering Committee for the Review of Government Service Provision, 2013). Between 2002–03 and 2011–12, the real recurrent cost (in 2011–12 dollars) of prisons in Victoria grew from \$56.47 per year for every Victorian resident to \$83.95. This means that, even when the effects of inflation and population growth are taken into account, recurrent spending on prisons increased by 49% over that period. Alongside the costs of managing an increasing prison population, concerns have also been raised regarding Victoria's prison capacity. A recent report by the Victorian Auditor-General states that the Victorian prison system currently has a total funded capacity of 5,318 beds, based on the premise that it will operate at between 90 and 95 percent utilisation of operational capacity (Victorian Auditor-General, 2012, p. 1).

After examining the recent trends in imprisonment, the Auditor-General concluded that prison infrastructure has not kept pace with the increases in prisoner numbers over the past 10 years. The Auditor-General found that, in the near future, the prison system in Victoria will face increasing pressure to house male prisoners (Victorian Auditor-General, 2012, p. 1).

An increasing prison population also has flow-on effects for the workload of the parole system.

Almost twelve months on and with the election of a new government the state of play is this;

Budget estimates in 2014-2015 for statewide corrections operations anticipate spending of more than \$1 billion for the first time, almost double what was spent just five years before; a rate of increase outstripping almost every other area of government spending.....

And, as The Age reveals today, as yet unreleased figures show that the return to prison rate in Victoria nudging 40 per cent for the first time in a decade, putting it neck and neck with the national average. Victoria's target is to remain below the average.

A high recidivism rate further reinforces the problem of prisoner numbers, the need for more facilities and beds, overcrowding and, of course, the sapping of public funds.³⁴

with the new minister Wade Noonan stating;

So there was this dual problem, a rapid growth in prisons and rapid growth in certain crime categories. You've got crime up, you've got more people going to prison; more people returning to prison.

³⁴ The Age 24th January 2015, Jury out on Labor Prison Plan
<http://www.theage.com.au/national/investigations/jury-out-on-labor-prison-plan-20150123-12w1rn.html>

Prevention and People Centred Policing (PPCP)

You could almost draw a direct correlation between the drop in TAFE funding, and the growth of funding in the corrections area.

What happens when governments underspend on education and TAFE? What impacts might that have in terms of the number of people who end up in the corrections system?

The Liberals love to characterise Labor as going soft on crime but the statistics scream that we all have to be smarter in our approach on crime. Ultimately, I think the community wants the government to be smarter in their approach on crime. That's where I've arrived."

The spiralling cost of imprisonment is but one economic factor. In *Investment in Prisons: An investment in social exclusion?* The authors discuss options for increased public safety and reduced economic cost citing the model below³⁵.



More research and evaluation is required to demonstrate the increased public safety and reduced cost benefits of prevention. One such example being the independent evaluation of a program to re-engage youth in education, Operation Newstart Shepparton (ONS) which indicated a social return on investment³⁶ of \$3.68 for every dollar invested in the program. This calculation did not include the cost of criminal activity³⁷.

³⁵ Guthrie, J. Levy, M. Fforde, C. *Investment in Prisons: An investment in social exclusion?* p. 260 <http://apo.org.au/research/investment-prisons-investment-social-exclusion>

³⁶ The SROI Network. - SROI seeks to include the values of people that are often excluded from markets in the same terms as used in markets, that is money, in order to give people a voice in resource allocation decisions. SROI is a framework to structure thinking and understanding. It's a story not a number. The story should show how you understand the value created, manage it and can prove it. <http://www.thesroinetwork.org/what-is-sroi>

³⁷ Improving the lives of disadvantaged youth in rural Victoria; Nous Group <http://www.nousgroup.com.au/work/improving-the-lives-of-disadvantaged-youth-in-rural-victoria>

Social Drivers

As outlined in the opening comments social drivers, include, the current “ice” epidemic³⁸, family violence and home grown terrorism,³⁹ all involving youth disengagement⁴⁰.

Programs where police work in partnership with community groups in respect to various issues is a way of addressing prevention and empowering people to positively influence outcomes for their communities, e.g. The Good Sports Program, Operation Newstart, Pole Position, Police and Citizen Youth Clubs, Blue Light Discos, Kids on Track, etc, etc. The latest avenue has been via social media – Eyewatch. Such programs need to be valued, properly resourced, maintained and expanded and resources committed to evaluation. Such action is not “trying to be all things to all people” but is entirely consistent with policing’s core business of preventing offences and consistent with the Peelian principles, “that the police are the public and that the public are the police” giving “attention to duties which are incumbent on every citizen, in the interest of community welfare and existence.” Many such programs involve youth.

The impact of reported crime by and against youth is highlighted in the following charts drawn from the published Victoria Police Crime Statistics for 2009/2010. The first chart is expressed as a percentage and the second chart shows the actual number of offenders.

Operation Newstart Victoria – Save the Children - Evaluation of ONS Shepparton

The study found that, *“the positive outcomes arising from ONS are likely to reduce risk factors associated with criminality. However, the data that is available from the program does not extend over a long enough period to rigorously quantify these impacts. Therefore, we have identified this as a likely benefit in section 6.6 below, but do not explicitly add this to the SROI monetised benefits.”*

http://onv.org.au/wordpress/wp-content/uploads/2015/01/Evaluation%20of%20ON%20Shepparton_Nous.pdf

³⁸ An Ice Epidemic?, ABC, Wednesday, June 18, 2014

<http://www.abc.net.au/overnights/stories/s4027857.htm>

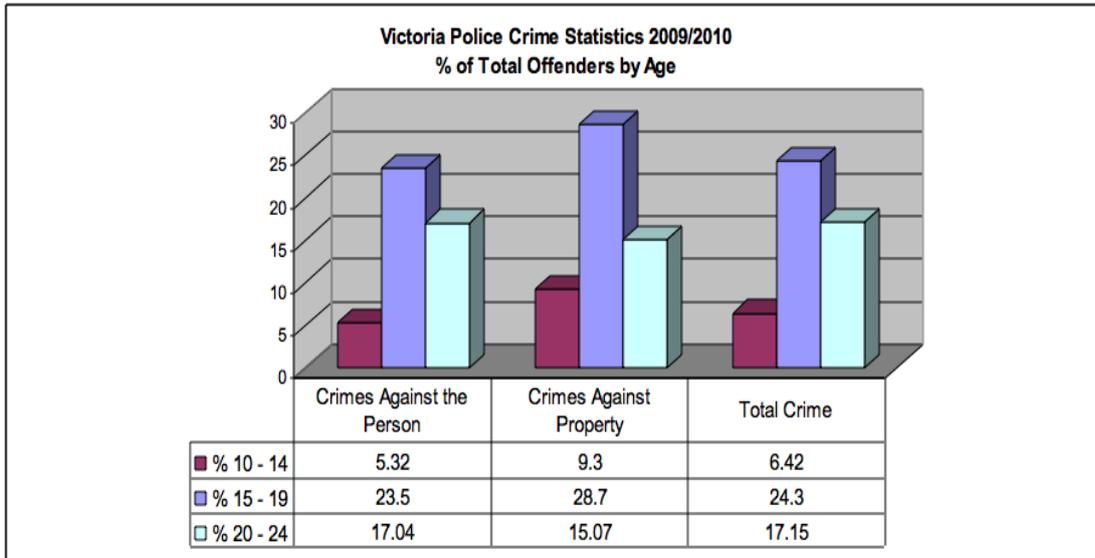
³⁹ Only way forward is standing together on terror, Greg Barton, Herald Sun, September 24, 2014

<http://www.heraldsun.com.au/news/opinion/only-way-forward-is-standing-together-on-terror/story-fni0ffsx-1227069568930>

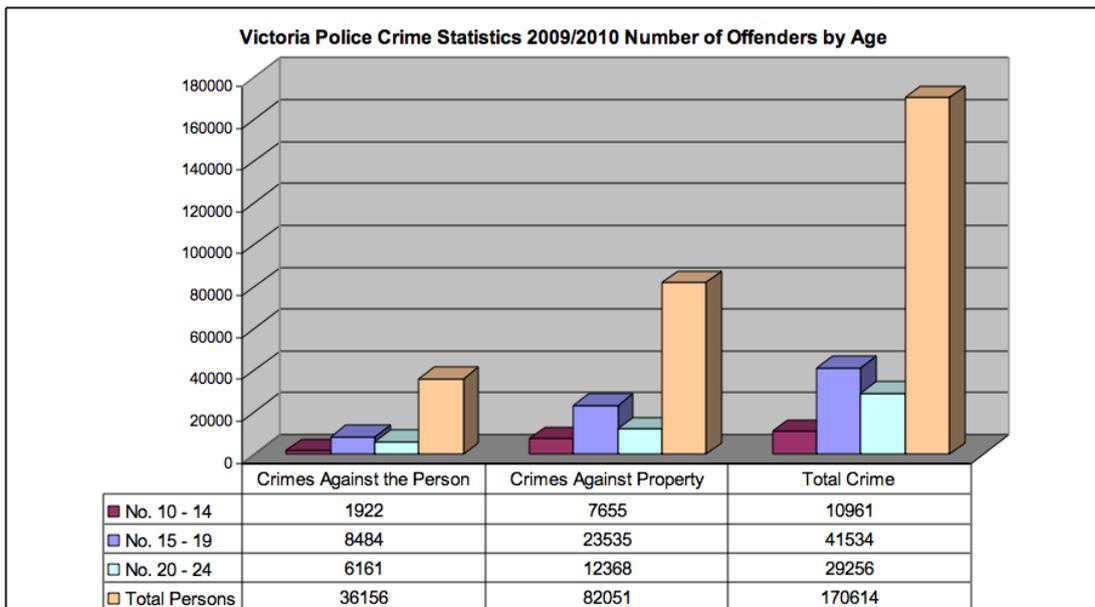
⁴⁰ Preventing Youth Disengagement and Promoting Engagement-Burns J Et Al August2008

<http://www.scribd.com/doc/146186233/Preventing-Youth-Disengagement-and-Promoting-Engagement-BurnsJ-Et-Al-August2008>

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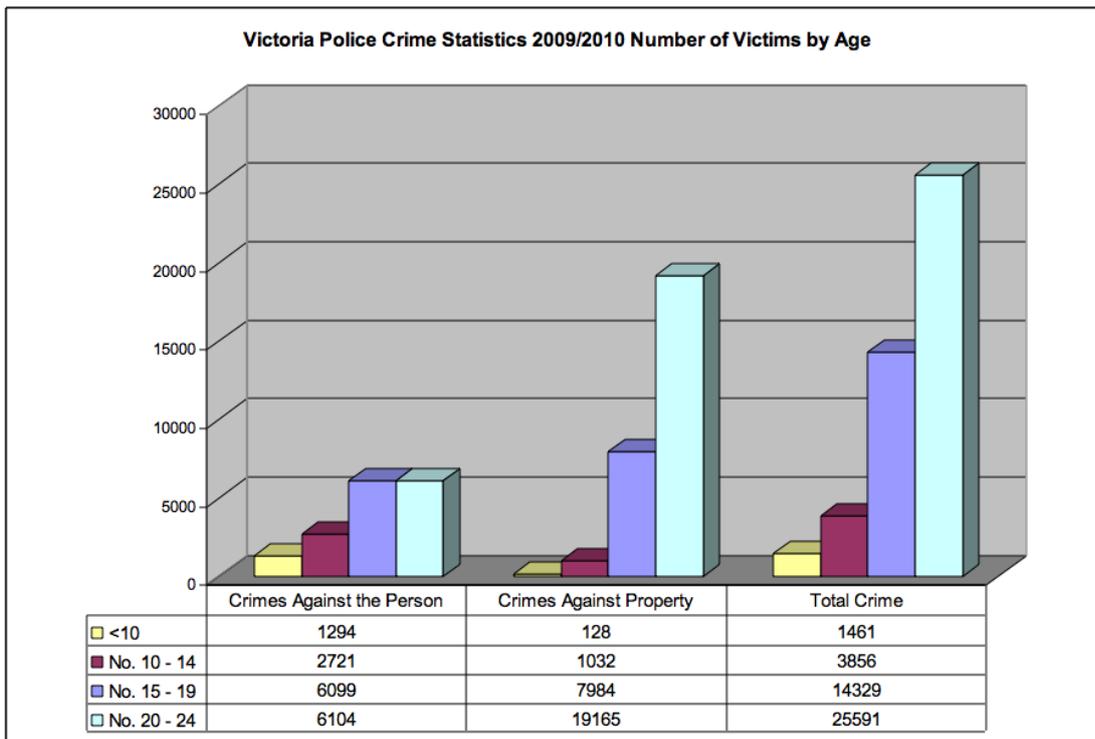
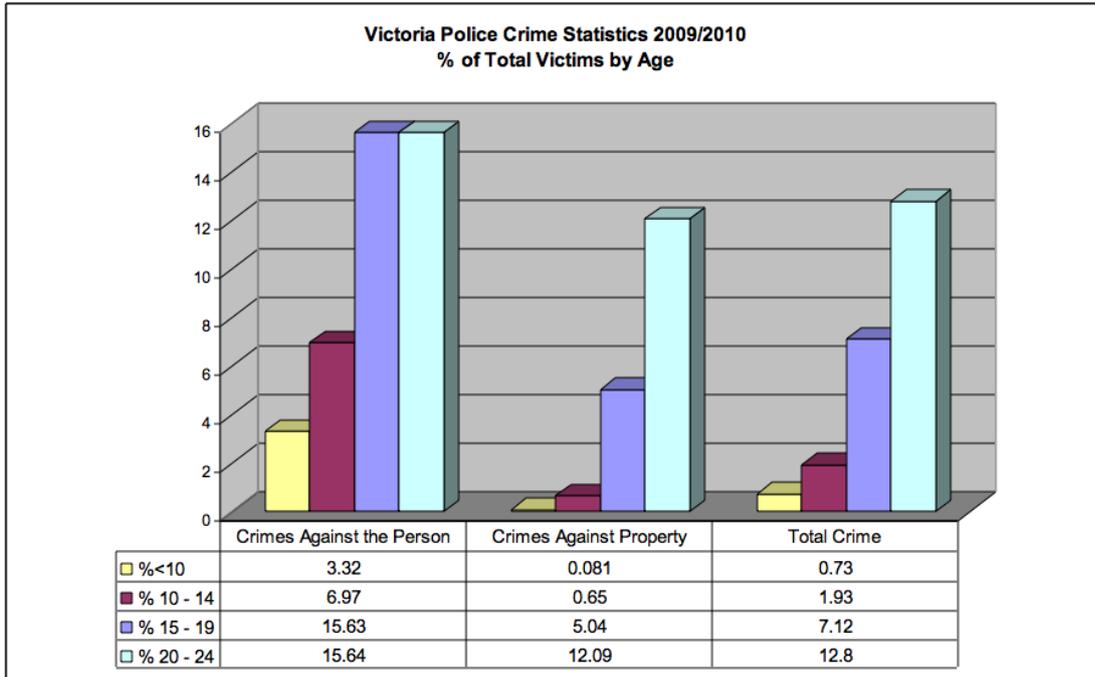


- 10-14 year olds accounted for 6.42% of the total number of offenders,
- 15-19 year olds made up 24.3%.
- 15-19 year olds made up the highest age category for those processed for Crimes Against the Person - Robbery, 52%, Assault, 22%, Rape, 20%,
- 15-19 year olds made up the highest age category for those processed for Crimes Against Property - Theft of motor car, 51%, Theft from motor car, 40%, Theft of bicycle 41%. Property Damage, 37%, Arson, 33%, Theft (shop steal) 26%, Theft (other) 25%, Burglary (other) 33%, Burglary Residential, 25%, Aggravated Burglary 25%, Handle Stolen Goods, 20% (see Appendix A – Alleged Offenders Process – Age Distribution 2009/10 Crime Statistics).
- 15-19 year olds made up the highest category in Going Equipped to Steal, 23%, Justice Procedures 18%, Regulated Public Order 54% and Weapons/Explosives 22%, Behaviour in Public 31%, Other, 28% (2009/10 Victoria Police Crime Statistics).



The following charts also drawn from the published Victoria Police Crime Statistics for 2009/2010 relate to victims.

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A similar differential applied to victims between the 10-14 & 15-19 age groups where

- 10-14 year olds accounted for 1.93% of total victims, whilst
- 15-19 year old accounted for 7.12%.

Clearly reducing youth crime will reduce the overall crime rate and reduce the rate of recidivism amongst adults.

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Ice - The recently published (September 2014) Law Reform, Drugs And Crime Prevention Committee Inquiry into the Supply And Use Of Methamphetamine, Particularly Ice, in Victoria found that In addition to the table of risk and protective factors listed below the committee also considered the related concept of resilience.

In other words, resilience may explain why some young people, including those coming from relatively disadvantaged or troubled backgrounds, may abstain from antisocial behaviours (including substance abuse) or criminal offending. Resilience can be viewed as a key protective factor. (p.285)

Table 13.2: Risk and protective factors associated with youth substance abuse and antisocial behaviour

Levels	Risk factors	Protective factors
Community	Poverty	Cultures of cooperation
	Transitions in schooling and into the community	Stability and connectedness
	Low neighbourhood attachment and community disorganisation	Good relationships with an adult outside the family
	Availability of drugs	Opportunities for meaningful contribution
School	Poor relationships in school	A sense of belonging and fitting in
	Academic failure, especially in middle years	Positive achievements and evaluations in school
	Early and persistent antisocial behaviour and bullying	Having someone outside your family that believes in you
	Low parental interest in children	Attendance at preschool
Family	History of problematic alcohol and drug use	A sense of connectedness to family
	Family conflict	Feeling loved and respected
	Inappropriate family management	Proactive problem solving and minimal conflict during infancy
	Alcohol/drugs interfering with family rituals	Maintenance of family rituals
	Harsh/coercive or inconsistent parenting	Warm relationship with at least one parent
	Marital instability or conflict	Absence of divorce during adolescence
	Favourable parental attitudes towards risk taking behaviour	A 'good fit' between parents and a child
Individual/Peer	Constitutional factors, alienation, rebelliousness, hyperactivity, aggression, novelty seeking	Temperament/activity level, social responsiveness, autonomy
	Seeing peers taking drugs	Development of special talents/hobbies and zest for life
	Friends engaging in problem behaviour	Work success during adolescence
	Favourable attitude toward problem behaviour	High intelligence (not paired with sensitive temperament)
	Early initiation of the problem behaviour.	

The Committee found that:

Schools can be particularly effective in developing programs that address risk factors leading to drug use and other antisocial behaviours of young people. The aim of any school or youth oriented prevention program should be to develop resilience and encourage school retention or provide pathways to employment opportunities.

Again policing clearly has a role in primary prevention, particularly in relation to youth.

Family Violence The need for the current Royal Commission into family violence in Victoria has largely been driven by the shocking events that arise from family violence. Less attention has focused on what we can do to prevent violence in the first instance. A PPCP model will refocus our efforts bringing prevention to the forefront and building on the work of organisations such as Berry Street and the work it has carried out over a decade in respect preventing violence particularly amongst boys into primary secondary and tertiary interventions⁴¹.

Home grown terrorism involving youth in Victoria is a reality with death of an 18 year old youth at Endeavour Hills in the South Eastern suburbs of Melbourne in September 2014⁴² and Jake Bilardi⁴³ March 2015. The pathway to radicalisation is described in The Counter-Terrorism Policing and Culturally Diverse Communities Final Report, 2007 which stated "a critical ingredient in becoming a terrorist is, "a steady intensification of feelings of powerlessness in the face of absolute authority. Moreover, the urge to violence accelerates if the alienated individual finds a spiritual home in the company of small collectives of similarly angry individuals". The report argues "that an effective counter-terrorism policing strategy must first and foremost consolidate, strengthen and build bridges between communities by maintaining and enhancing an inclusive community-policing strategy"

One of the issues that was highlighted in a trial of home grown terrorists⁴⁴ in Great Britain was that other family members had become aware of the plotters activities but had not contacted police preferring to attempt their own interventions. Assistant Commissioner Marcus Beale commented, "It would be fantastic if more information would come from the community. But if my child was going off the rails I would definitely be wanting to help them myself first rather than go to the police and any parent would want to do the same so I would not want to be critical."

⁴¹Berry Street - Helping boys to break the cycle of family violence.

<http://www.berrystreet.org.au/Assets/1846/1/Helpingboystobreakthecycleoffamilyviolence-literaturereview.pdf>

⁴²Melbourne shooting highlights tensions over possible terrorism and Australia's treatment of Muslims

<http://www.abc.net.au/news/2014-09-24/melbourne-shooting-highlights-tensions-over/5767344>

⁴³Daily Telegraph, 11 March 2015 Mum's death set Melbourne teen Jake Bilardi on path to Islamic State

<http://www.dailytelegraph.com.au/news/mums-death-set-melbourne-teen-jake-bilardi-on-path-to-islamic-state/story-fnii5smt-1227255870987>

⁴⁴ The Guardian 22/02/2013 Birmingham terror gang who thought 7/7 was not deadly enough found guilty <http://www.guardian.co.uk/uk/2013/feb/21/birmingham-terrorists-al-qaida-suicide-bombers>

Building trust between police and vulnerable families where a "child was going off the rails" makes the likelihood of parents having the confidence to approach police far more likely.

The building of trust was also highlighted in Building Trust - Working with Muslim communities in Australia: a review of the Community Policing Partnership Project where "the key learning from many of the projects was the need to primarily establish trust and to have a sustainable activity" which was published in December 2010⁴⁵. Operation Newstart programs aim to re-engage youth in education/learning and cater for a diverse range of cultures. Operation Newstart programs, along with a range of other pro-active policing and community initiatives can;

- act as a deradicalisation intervention.
- provide youth and families with sufficient confidence in police to enable them to approach police facilitators or other police if they become aware of other youth becoming radicalised.

How this can be achieved is discussed further when discussing human rights and cross cultural training.

Workplace Health and Safety

Workplace health and safety legislation places a requirement to provide systems of work that are as safe as practical⁴⁶, not only protecting police, but also people who come in contact with police. How we can improve systems of work and processes is being informed by research and therefore is constantly evolving. An area that is gaining public attention, often through the media are psychological injuries⁴⁷ including post traumatic stress disorder^{48 49}. The issue is becoming better acknowledged and treatment better developed⁵⁰, however, prevention strategies are still underdeveloped⁵¹. A PPCP model has the potential to provide an atmosphere and culture where the development of prevention strategies can be accelerated. As an example

⁴⁵ Australian Human Rights Commission, Building Trust - Foreword and Executive Summary (2010) http://www.humanrights.gov.au/racial_discrimination/publications/police/foreword.html#exec_summary

⁴⁶ Occupational Health and Safety Act 2004, The concept of ensuring health and safety s. 20. [http://www.legislation.vic.gov.au/Domino/Web_Notes/LDMS/PubStatbook.nsf/f932b66241ecf1b7ca256e92000e23be/750E0D9E0B2B387FCA256F71001FA7BE/\\$FILE/04-107A.pdf](http://www.legislation.vic.gov.au/Domino/Web_Notes/LDMS/PubStatbook.nsf/f932b66241ecf1b7ca256e92000e23be/750E0D9E0B2B387FCA256F71001FA7BE/$FILE/04-107A.pdf)

⁴⁷ Depression is a high risk factor for suicide and, in Australia, there are approximately 2,200 suicides each year. 80 per cent are by men – with an average of 5 men taking their lives every single day. Suicide is the leading cause of death for men under the age of 44, significantly exceeding the national road toll. Around 1 million Australians experience PTSD in any one year, and 12 per cent of Australians will experience PTSD in their lifetime. Serious accidents are one of the leading causes of PTSD in Australia. <http://www.beyondblue.org.au/>

⁴⁸ Our shameful silence on police suicide **Opinion** By [William Verity](#) Updated 6 Mar 2014, 6:38am Thu 6 Mar 2014, 6:38am <http://www.abc.net.au/news/2014-03-03/verity-our-shameful-silence-on-police-suicide/5294142>

⁴⁹ PTSD: Statement from the NSW Police Minister Sunday Night November 16, 2014, 6:47 pm <https://au.news.yahoo.com/sunday-night/features/a/25529512/ptsd-statement-from-the-nsw-police-minister/>

⁵⁰ Australian Centre for Posttraumatic Mental Health <http://www.acpmh.unimelb.edu.au/>

⁵¹ Emotional Self-Care Training <http://www.policesuicidestudy.com/id5.html>

research has identified that risk and protective factors influence the development of adolescents as outlined above⁵². It may be that risk and protective factors may also be applicable to the development of mental health issues amongst police, including the development of PTSD. As already canvassed a PPCP model could see all police officers as part of their yearly performance assessment contributing to prevention of offences by involvement in prevention initiatives including mentoring youth. This may provide police with a more positive outlook⁵³ and therefore act as a protective factor in what has been acknowledged as a profession that has a higher risk for the development of mental health issues including PTSD.

Human Rights

The Victorian Charter of Human Rights and Responsibilities Act 2006 states it is unlawful for a government authority, which include police, in making a decision, to fail to give proper consideration to a relevant human right⁵⁴. It logically follows then that police should;

- articulate any human right a decision may impact and
- articulate what consideration was given to any impact the decision may have on that particular right.

The likelihood is that the level of accountability in this area will grow and again a PPCP model will provide the best foundation to acquit those responsibilities.

In late 2013 and early 2014 Victoria Police withdrew involvement from a number locally based community partnerships, one such partnership being with the Department of Education and Early Childhood Development and Operation Newstart Victoria. The following is a case study.

Under the Human Rights and Responsibilities Act the following section relates to the rights of children and families;

s.17. Protection of families and children

- (1) Families are the fundamental group unit of society and are entitled to be protected by society and the State.
- (2) Every child has the right, without discrimination, to such protection as is in his or her best interests and is needed by him or her by reason of being a child.

The value of the Operation Newstart concept in protecting young people has been acknowledged on numerous occasions by members of Victoria Police, including two previous Chief Commissioners. Chief Commissioner Nixon was the Patron of Operation Newstart and

⁵² MEASURING RISK AND PROTECTIVEFACTORS FOR SUBSTANCE USE, DELINQUENCY, AND OTHER ADOLESCENT PROBLEM BEHAVIORS

http://www.pridesurveys.com/supportfiles/CTC_reliability.pdf accessed 11th March 2015

⁵³ Positive personality traits may protect police at high risk for PTSD

<http://www.sciencedaily.com/releases/2015/01/150106104136.htm>

⁵⁴ S.38 Conduct of public authorities

(1) Subject to this section, it is unlawful for a public authority to act in a way that is incompatible with a human right or, in making a decision, to fail to give proper consideration to a relevant human right.

[http://www.legislation.vic.gov.au/Domino/Web_Notes/LDMS/LTObject_Store/LTObjSt8.nsf/DDE300B846EED9C7CA257616000A3571/FDAB8CC011B06E87CA257D07000520E5/\\$FILE/06-43a013.pdfbookmarked.pdf](http://www.legislation.vic.gov.au/Domino/Web_Notes/LDMS/LTObject_Store/LTObjSt8.nsf/DDE300B846EED9C7CA257616000A3571/FDAB8CC011B06E87CA257D07000520E5/$FILE/06-43a013.pdfbookmarked.pdf)

Chief Commissioner Overland attended the opening of Operation Newstart Eastern, as well as, several Newstart Graduations. In a letter to Operation Newstart Victoria dated 13/7/2011, then Deputy Commissioner Kieran Walshe stated,

From the outset, I acknowledge that Operation Newstart programs are of benefit to the community and we are supportive of the role that they play in addressing issues relating to the cohort that they are directed at.

Superintendent Shane Patton, now Acting Deputy Commissioner was reported on 9th October 2010 in an article in the Herald Sun⁵⁵ and nationally as follows;

Superintendent Shane Patton, of Victoria Police's southern metropolitan region, says the program has been successful in forging relationships between police and at-risk young people in areas such as Dandenong, which has attracted more than its share of media headlines related to youth violence and speeding.

Dandenong has always had crime prevention programs, he says, but these have increased following the attack that led to the death of a Sudanese teenager, Liep Gone, in 2007. He says multicultural liaison and youth resource officers have been reassuring youth from 156 different nationalities in the area that, following media reports of alleged racism within the force, no one group is being targeted by police. The focus on attacks on international students on public transport has also led to a strong police presence at transport hubs.

Superintendent Patton says Operation Newstart has become a key element in the campaign to keep young people out of trouble. He would like to see it rolled out across Victoria with full government funding.....

Superintendent Patton says he regards the program as one of the most creative things Victoria Police has done. "We now identify issues in an area and work out how to fix them."

In the same article then Chief Commissioner Overland was reported as follows;

Victoria Police Chief Commissioner Simon Overland says at-risk youth are a key priority and he has seen first-hand the positive impact Operation Newstart has had on young lives.

In addition Operation Newstart has been awarded nationally in the Australian Crime and Violence Prevention Awards for protecting children.

Victoria Police facilitators contributed to providing this protection to the cohort of youth involved in the programs and their families. The Victoria Police decision to discontinue the equal partnership with the Department of Education and Early Childhood Development led directly to the closure of programs in the eastern and southern suburbs of Melbourne being Operation Newstart Eastern and Operation Newstart Southern, (Frankston & Mornington Peninsula) and to the closure of two programs in regional Victoria being Operation Newstart Shepparton, and Operation Newstart Central Victoria (Bendigo). The decision continues to jeopardise the sustainability of the remaining five programs at Casey, South Eastern (Dandenong), Western

⁵⁵ When a Helping Hand is Just the Start <http://www.smh.com.au/national/education/when-a-helping-hand-is-just-the-start-20101008-16buc.html>

and Northern, thus reducing or jeopardising the level of protection to this cohort of youth and their families.

In the letter notifying Operation Newstart Victoria of the Victoria Police decision Deputy Commissioner Cartwright spoke of;

developing a new strategic approach to policing young people. This, in combination with our commitment to building a stronger and more integrated approach to community (including youth) engagement we believe will provide a robust and holistic policing approach to all young people across Victoria; in particular those young people at risk of harm, offending and or disengaging from key protective pathways and institutions such as education.

These were all future actions which were not in place there and then. It is contended that for Victoria Police to act in a lawful manner in compliance with Section 38 making a decision giving proper consideration to a human right would reasonably include the following;

- consideration that a continued level of protection for the cohort of at risk youth and their families is dependent upon the future sustainability of all current Operation Newstart programs,
- consideration of how Victoria Police can contribute to Operation Newstart Victoria achieving a transition to a sustainable model e.g. providing support in funding applications to replace the police officer facilitators with suitably qualified personnel, developing a transition plan in consultation with all relevant stakeholders,
- consideration that the level of support to Operation Newstart programs continue until the new strategies are implemented and seen to be effective for this cohort of at risk youth and their families.
- consideration to accede to numerous offers by Operation Newstart Victoria to provide a presentation to any review of youth policy and/or executive command where these could have been fully canvassed (see previous correspondence with then Deputy Commissioner Walshe and others).
- consideration that any decision would be made in accordance with Victoria Police corporate governance model. Victoria Police has adopted an Integrated Planning & Risk Management Model. One of the key foci of the model is Working with Our Stakeholders. The Victoria Police Blueprint 2012-2015 Year 2 under Working With Our Stakeholders Priority 1 states; "Take a collaborative and responsive approach to building relationships and communicating with stakeholders to better understand their priorities." Therefore it would be expected that any decision making process would follow this process and include the views of stakeholders. In the case of Operation Newstart those stakeholders include, the at risk youth involved in the programs, their parents and families, other Government and Non-Government Agencies, including the Department of Education and Early Childhood Development (DEECD) and Local Government and Operation Newstart Victoria as the overarching governing body. The Community views are expressed in surveys of youth who have participated in the programs and their families. The views of DEECD professionals from the schools in which at risk youth are/were enrolled are similarly expressed. All overwhelmingly support the value of having Victoria Police involved. These comments are readily available from Operation Newstart Victoria or many can be viewed on the Operation Newstart Victoria website at www.onv.org.au. The level of support from Local Government can be found in a letter from the City of Geelong, the City of Casey and a letter from the Mayor of the Mornington Peninsula Shire quoted previously. There is no mention of any consultation with these key stakeholders.

- Consideration that under the Charter of Human Rights and Responsibilities Act s.41. (c) it is open to a Public Authority to request the Victoria Equal Opportunity and Human Rights Commission to review practices to determine their compatibility.
- Consideration that under the IBAC Act s.15 (3) part of the IBAC function is to ensure that members of the police force have regard to the human rights set out in the Charter of Human Rights and Responsibilities Act 2006.

Another aspect of the relationship between Operation Newstart programs and Human Rights relates to the out of court settlement in Haile-Michael and Others v Commissioner of Police and Others [Court no. VID 969 of 2010] where Victoria Police agreed to

(1) Invite community comment about, and then undertake an examination of

- The policy of Victoria Police on field contacts, including the collection of data concerning field contacts; and
- Cross Cultural training provided within Victoria Police

(2) Publish a public report on the results of this examination and announce what actions will be taken in response to these results, by 31 December 2013.

Such training is compatible and consistent with Victoria Police compliance and promotion of Section 8⁵⁶ and Section 19⁵⁷, Cultural Rights of the Act.

Following the settlement in February 2013, Chief Commissioner Lay described some of the activities undertaken by police outside an operational setting stating,

These activities give police and community groups an opportunity to form relationships, understand each other and build trust. Police members work hard to build these relationships, so we can improve the safety of our whole community by keeping it free from violence.”

Chief Commissioner Lay’s comments are supported by a publication in June 2012, from the Youth Affairs Council of Victoria⁵⁸, “Cop That”: Bridging the Gap between young people and law enforcement officers which concluded from their research that:

⁵⁶ **8. Recognition and equality before the law**

- (1) Every person has the right to recognition as a person before the law.
- (2) Every person has the right to enjoy his or her human rights without discrimination.
- (3) Every person is equal before the law and is entitled to the equal protection of the law without discrimination and has the right to equal and effective protection against discrimination.
- (4) Measures taken for the purpose of assisting or advancing persons or groups of persons disadvantaged because of discrimination do not constitute discrimination.

⁵⁷ **19. Cultural rights**

- (1) All persons with a particular cultural, religious, racial or linguistic background must not be denied the right, in community with other persons of that background, to enjoy his or her culture, to declare and practise his or her religion and to use his or her language.
- (2) Aboriginal persons hold distinct cultural rights and must not be denied the right, with other members of their community—
 - (a) to enjoy their identity and culture; and
 - (b) to maintain and use their language; and
 - (c) to maintain their kinship ties; and
 - (d) to maintain their distinctive spiritual, material and economic relationship with the land and waters and other resources with which they have a connection under traditional laws and customs.

Opportunities to engage with police officers outside of a law enforcement context are an important means to breaking down stereotypes that young people hold about police and vice versa. This includes programs in both school and community contexts”

In December 2013 Victoria Police published Learning to Engage: A review of Victoria Police Cross-Cultural Training Practices⁵⁹, where the importance of experiential learning is highlighted and Equality is not the same - Victoria Police Response to Community Consultation and Reviews on Field Contact Policy and Data Collection and Cross Cultural Training where Recommendation 26 states;

Move education and training approaches toward more active learner engagement through field based experiential learning and away from passive learning models based on instructional rather than facilitative approaches to student learning and engagement (consistent with Continuous Improvement in Foundation Training, Point 5.22, Recommendation 4, p. 34).⁶⁰

As an organisation Victoria Police through the Education Master Plan (EMP) is committed to an experiential learning culture of “learning by doing”. This has seen Victoria Police initial recruit training go from 20 weeks to 33 weeks where members as part of their training attend Dedicated Training Workplaces. “The goals of the EMP will be delivered through the Learning Model with Continuous Professional Development at its core.” For this to become reality the EMP recognises that appropriate organisational structures need to exist or be put in place.

Operation Newstart programs are very well placed as existing organisational structures to complement the classroom components of cross-cultural training. Operation Newstart participants are not only “at risk” which increases the likelihood of their contact with police but also come from culturally diverse backgrounds. Over many years the Western program rotated operational members through the program for a week. During this time the members gained a first hand personal appreciation of the cultural differences and issues and challenges facing these young people. It also provided them the opportunity to observe and engage in the development of conflict resolution skills with these “at risk” youth. It also broke down barriers for when the members met these youth in an operational setting.

An adoption of a formalised “learning by doing” approach utilising Operation Newstart Programs would further enhance understanding and trust and cross cultural awareness. The ability of Newstart programs to build trust is very much reflected in the comments made by participants, parents and other significant persons associated with the programs through Operation Newstart surveys. Comments made in those surveys, as well as, the independent evaluations are all available on the Operation Newstart Victoria website www.onv.org.au.

⁵⁸ Youth Affairs Council of Victoria, <http://www.yacvic.org.au/policy-publications/publications-listed-by-policy-area/35-youth-justice-and-child-protection/82-cop-that-bridging-the-gap-between-young-people-and-law-enforcement-officers>

⁵⁹ Learning to Engage: A review of Victoria Police Cross-Cultural Training Practices_Dec 2013 http://www.police.vic.gov.au/content.asp?a=internetBridgingPage&Media_ID=99359

⁶⁰ Equality-is-not-the-same_Victoria-Police-Response-to-Community-Consultation-and-Reviews http://www.police.vic.gov.au/content.asp?a=internetBridgingPage&Media_ID=99361

People Centred

Empowering people to be involved in both prevention and community safety is essential if we are to efficiently and effectively utilise limited resources. There is enormous scope to empower people in respect to further reducing the road toll, e.g. every day numerous calls are made to 000 reporting erratic drivers where there is a strong possibility of identifying the driver, usually via a registration number that matches the description of the vehicle (these calls do not include calls made to the Hoon Hotline¹). Each call is recorded as an event on the Computer Aided Dispatch (CAD) Database. Policy states each of these calls is assigned to a police unit to investigate. However in reality if there is not a unit able to respond a supervisor directs that a KALOF (Keep A Look Out For) is broadcast and no further action is taken. This means that for an overwhelming number of reports there is no further investigation and the information from concerned road users is not even captured for intelligence purposes, where it could be analysed to detect vehicles involved in multiple incidents over time. We do not know how many calls are related to recidivist behaviour or how many involved unlicensed or disqualified drivers. We do know that failure to have in place a process to effectively investigate reports of erratic driving has costs lives⁶¹

The behaviour being witnessed is more and more often being captured on electronic recording devices, ie, dash/helmet mounted recorders, smart phones or other devices. These recordings provide greater corroboration of what took place and are potentially of strong evidentiary value. A consistent business process to more effectively deal with these calls which are recorded on the CAD database would better identify and prosecute recidivist offenders. The number of calls recorded on the CAD database, the degree of investigation and the outcomes are not published and are therefore not open to public scrutiny. Unlike other reports of crime these reports are not likely to be recorded on the Law Enforcement Assistance Program (LEAP) Database which would enable active oversight and to measure the effectiveness of any investigation undertaken. This was highlighted by Ombudsman George Brouwer in his 2009 report Crime Statistics and police numbers⁶². He was also critical of a failure to utilise CAD data⁶³.

Not surprisingly research indicates there is a relationship between bad driver behaviour and other antisocial, criminal and dysfunctional behaviours which also bring this cohort to the attention of police^{64,65}. Effectively and efficiently developing a business process to deal with

⁶¹ Director of Public Prosecutions V Joseph Anthony Brigante. "In the ten days preceding this fatality, you were observed by motorists driving erratically on a number of occasions." <http://www.austlii.edu.au/cgi-bin/sinodisp/au/cases/vic/VCC/2011/727.html?stem=0&synonyms=0&query=brigante>

⁶² Brouwer, G. 2009, Crime statistic and police numbers, p.9. "My investigation found significant differences between the calls for service or Computer Aided Dispatch (CAD) data and what was recorded on LEAP."

⁶³ "Not fully using this information undermines Victoria Police's commitment to a reform agenda that emphasises performance management, evidence-based and intelligence-led policing and resource allocation which is flexible to respond to public demands."

⁶⁴ The Relationship between Crime and Road Safety, Monash University Accident Research Centre Nov. 2010. <http://www.monash.edu.au/miri/research/reports/muarc284.html>

⁶⁵ Rose, G (2000) *The criminal histories of serious traffic offenders*, Research Study 206, London: Home Office <http://webarchive.nationalarchives.gov.uk/20110218135832/http://rds.homeoffice.gov.uk/rds/pdfs/hors206.pdf>

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these reports from others road users will hold these drivers much more accountable and reduce risk on our roads, as well as, an opportunity to impact their other behaviours. By empowering people to act in relation to this issue also addresses more general current community concerns in relation to driver behaviour. A recent quarterly National Survey of Community Satisfaction with Policing (NSCSP) of perceptions of neighbourhood problems puts “Driving” as being a “somewhat or major problem” as the highest concern far in excess of other issues;

Location	Disorderly	Driving	Drugs	Gangs	Vandalism	Average	Threaten	Noise
Victoria	35.6	64.2	38.7	24.1	45.6	41.6	23.2	22.0
Metro	35.3	65.4	37.6	25.8	50.9	43.0	24.3	23.3
Rural	36.6	59.9	42.4	18.3	27.1	36.9	19.2	17.7
Eastern	32.1	61.7	36.3	21.3	42.5	38.8	20.3	20.1
NorthWest Metro	36.2	69.3	41.5	29.8	53.8	46.1	28.0	24.2
Southern	39.9	63.2	39.4	26.1	52.2	44.2	24.5	23.4
Western	34.4	60.9	36.8	16.3	27.3	35.1	17.8	19.6

When broken down further areas of high rates of calls correlate with higher concerns re driving behaviour. Actively addressing this issue in all likelihood would be reflected in the NSCSP surveys with lowering concerns relating to driver behaviour and increases in both Confidence in Police and Perceptions of Safety. Technology has provided a new way to connect and empower members of the public which Victoria Police should seek to utilise to its full potential.

Interdisciplinary teams

Interdisciplinary teams are developing synergies that produce positive outcomes beyond organisations working outside a team environment. Strong examples in other areas can be found in Healthcare⁶⁶. In policing the Sexual Offences and Child Abuse Investigation Teams (SOCIT) where Detectives and Department of Human Service Officers work in a team environment in units across the State are examples of this approach. Similarly PACER Units where a police officer and a mental health clinical work in a team are being established in various areas after a successful pilot based in the Melbourne municipalities of Kingston, Glen Eira and Bayside.

Another example relating directly to prevention is Operation Newstart, www.onv.org.au a partnership between Victoria Police and the Department of Education and Early Childhood Development. Currently 5 programs successfully re-engage youth in education. Before withdrawal of support by Victoria Police command there were nine programs in some the most disadvantaged areas of metropolitan Melbourne and regional Victoria. The programs are based on research that indicates that retaining young people in education reduces the risk of

⁶⁶ Ten principles of good interdisciplinary team work
<http://www.human-resources-health.com/content/pdf/1478-4491-11-19.pdf>

involvement with police, as a offender/victim, in reckless risk taking behaviour, e.g. getting into a car with a drunk/drug effected driver or self harm and improves overall social inclusion⁶⁷. However, this provokes questions of the like of; Is this Police core business? Shouldn't Education be doing this? Do we have the resources to do this? What is the cost and the like. Perhaps the question we should be asking is not, what is the cost of doing this, but, what is the cost of not doing it, a question perhaps reflected in the first Peelian principles.

Action Required

1. Conduct further research to develop the Prevention and People Centred Policing model for Victoria
2. Engage with government at all levels, in particular local government academia, policing and other agencies.
3. Resources allocated to prevention and evaluation – partnerships formed with tertiary institutions to this end and involvement of the Victoria Crime Statistics Agency Research role.
4. Victoria Police take a lead role in prevention and develop expertise in prevention of offences.
5. Establish an Operational Support Command with a specific mandate to assist and support Local Area Commands to develop new, existing and emerging programs.
6. In keeping with Victoria Police recruit training of incorporating learning by doing as a key component of training, have operational members participate in programs such as PACER and Operation Newstart. This will provide police with better insights into the issues and preventive measures that can be employed to reduce further involvement with Police, thus contributing to a reduction in service demand (subject to evaluation).
7. every police officer as part of their performance appraisal to demonstrate how they are involved in the prevention of offences. This may involve spending a week at programs such as Operation Newstart where they critique their involvement and their commitment is assessed by the program facilitators or assisting the elderly or involvement in mentoring programs. Such an initiative would also be consistent with the recommendations relating to cross cultural training for Victoria Police which will be discussed under social drivers.
8. Aim to establish an Operation Newstart program in every municipality in Victoria, utilising a bottom-up roll out where communities demonstrate their readiness, need which would include indicators such as the Australia Bureau of Statistics, Socio Economic Index for Areas data and sustainability.
9. Improved IT to support people centred policing:
 - a. to enable electronic reporting including uploading of multi-media,
 - b. to track progress of reports and
 - c. to provide feedback to reporting members of the public
 - d. to enable improved surveying of community satisfaction – after every contact
 - e. there should be the ability to complete an electronic satisfaction survey.

This overall approach could be implemented as a pilot over a two year period in a PSA or Division and evaluated including statistics relating to crime, traffic, public order, community satisfaction with policing and perceptions of safety and member satisfaction and time lost to personal leave and injury. A division suitable for such a pilot where two Operation Newstart

⁶⁷Machin S, Olivier M, Vujić S, Youth Crime and Education Expansion - Discussion Paper No. 6582, May 2012

<http://ftp.iza.org/dp6582.pdf>

programs already operate is highly culturally diverse and has high levels of reports and concerns regarding erratic driving is the Division comprising Greater Dandenong, Casey and Cardinia.

Concluding comments

There are strong economic, social, workplace health and safety and human rights drivers to develop a prevention and people centred policing model. With visionary leadership we are now in a position to more fully harness and implement the Peelian Principles of prevention and contribute to the creation of a more socially inclusive and safer community. Victoria Police needs to empower people to be involved in both prevention and community safety which is essential if we are to efficiently and effectively utilise limited resources. We can create a future that is not simply a rehash of the recent past where policing resources committed to a reactive approach clearly outweigh resources committed to the prevention of offences. To address this imbalance input needs to come from the public, all levels of government, in particular local government, academia, policing and other agencies. Alternatively, we can risk fulfilling one of Albert Einstein's definitions; insanity: doing the same thing over and over again and expecting a different result.