Have Community Policing Initiatives Changed Police Perceptions of Accountability in Macquarie Fields and have they led to Better PoliceCommunity Relations?

Kenneth Ronald Wooden

BPolicing, GradCertUnivTeach&Learn, MSocSc(Crim)

School of Criminology & Criminal Justice

Arts, Education and Law

Griffith University

Submitted in fulfilment of the requirements of the degree of Doctor of Philosophy

February 2012

ABSTRACT

In February 2005, riots involving local youth against police erupted in Macquarie Fields following the deaths of two local young men who were in a stolen vehicle being pursued by police. The riots at the time were dismissed by the serving Government, the Opposition, NSWP police management and sections of the media, as merely a handful of young thugs behaving poorly. However, subsequent media coverage, political debate recorded in Hansard, academic literature and the findings of the Standing Committee on Social Issues (2006) revealed discontent amongst some residents concerning the behavior, attitudes and inconsistent actions of Macquarie Fields police. This study, through interviews conducted with government and non-government service providers servicing the Macquarie Fields community and interviews/observations conducted with Macquarie Fields police participants, examined perceptions held by Macquarie Fields police concerning their accountability and partnership with the community. It sought to discover whether police-community programs implemented following the 2005 riots impacted upon police perceptions of accountability to the community and led to improved relations between police and community.

Findings indicated that despite the attempts of Government and police management to improve relations between Macquarie Fields police and community, the relationship remained problematic. Police participants were found to hold variable notions of accountability and partnership towards the community. This combined negatively with the primary crime reduction strategy of 'stopping searching and moving on' local youth socializing in public places, which was reported by community service respondents as being conducted by younger inexperienced police in an adversarial manner.

Findings from this study also indicated that poor police attitudes towards the community were influenced by a problematic work environment in which police predominantly came into contact with a small percentage of the community, namely youths from the Department of Housing estates. Many of these interactions consisted of police being subjected to verbal and sometimes physical abuse. Furthermore, police considered they

were not respected, unappreciated and being used by these community members. These constant adversarial interactions have led to police negatively stereotyping other members of the Macquarie Fields community. In addition, police participants saw themselves different to the local community members with whom they came in contact. Police regarded these residents as 'others' and perceived vast dissimilarities between themselves and the residents in terms of: ambition; care of children; morals and values; drug usage; education; employment; hygiene; motivation and respect for authority and family. This impacted negatively upon the manner in which police interacted with community members.

Findings from this study are significant in light of the commitment of Australian police organisations to be more accountable to local communities through the implementation of community policing initiatives. The adverse impact of the socially disorganised Macquarie Fields community upon police perceptions of accountability to the community and subsequent fluctuation of service may be of relevance to the policing of other Australian disorganised communities where tensions exist between communities and police.

In terms of police policy and practice, this study recommends that police management at Macquarie Fields need to recognise the adverse impact of the socially disorganised Macquarie Fields community upon police attitudes. Furthermore, strategies need to be undertaken by management to address this issue. These include; addressing the 'crime fighting' mindset through the encouragement of a service-oriented approach; experienced police being paired with inexperienced officers; additional deployment of female officers; a greater emphasis placed upon problem oriented policing strategies. Also, the education of police plays a pivotal role in assisting to combat the adverse impact of social disorganisation upon police attitudes and behavior. Education, involving social difference; effective communication with young people; community policing; de-escalation and conflict management techniques; and an awareness of the negative impact of certain police defensive tactics, may assist police in their role and help alleviate the strained police-community relationship at Macquarie Fields.

CERTIFICATE OF AUTHORSHIP/ORIGINALITY

This work has not previously been submitted for a degree or diploma in any university. To the best of my knowledge and belief, the thesis contains no material previously published or written by any person except where due reference is made in the thesis itself.

Signature of Candidate

ACKNOWLEDGEMENTS

I would like to firstly thank my supervisors, Professor Tim Prenzler and Associate Professor Janet Ransley. Their guidance, support and encouragement was invaluable and without such I would not have been able to undertake such a huge task. Secondly, I would like to thank Drs Catherine Layton and Anna Corbo Crehan for their feedback and support. I would also like to thank my work supervisor, Associate Professor Rosemary Woolston for providing me with work flexibility which assisted me greatly in completing this thesis. In addition, I would like to thank Dr Chris Devery, Principal Research Officer, New South Wales Police, Macquarie Fields police and the government/non government providers servicing the Macquarie Fields community for the assistance they provided to me.

Finally, I would like to thank my family, especially my wife Lynette for their patience and support.

TABLE OF CONTENTS

ABSTRACT	I	
CERTIFICATE OF ORIGINALITY	III	
ACKNOWLEDGEMENTS		
APPENDICES	xi	
LIST OF DIAGRAMS	xii	
LIST OF TABLES	xiii	
GLOSSARY	xiv	
ABBREVIATIONS	XV	
CHAPTER 1: INTRODUCTION AND OVERVIEW		
Introduction	1	
Research aim	6	
Research question	7	
Overview of thesis	8	
Summary	15	
CHAPTER 2: LITERATURE REVIEW		
Introduction	16	
Overview of literature review	18	
Accountability in policing	20	
The meaning of the term 'police accountability'	20	
Bodies to which police are said to be accountable	22	
The need for police to be held accountable	26	
The problematic nature of policing for accountability mechanisms	30	
NSWP accountability reform	35	
The Lusher Inquiry (1981)	37	
The Wood Royal Commission (1994)	42	
The Wood Royal Commission's findings concerning community		
policing, community consultation and accountability	46	
Review of reform post Wood Royal Commission	48	
Facilitating accountability through community policing	56	
The use of community policing initiatives to facilitate police		
accountability	56	
Concerns regarding the effectiveness and practicality of community		
policing	59	

The commitment of Australian police organizations concerning	
accountability and community policing	64
The importance of public support for community policing	
and the policing role	67
Factors impacting upon the success of community policing initiatives	69
The effect of police misconduct	69
The negative impact of social disorganisation upon community	
attitudes towards police and support for community policing	72
Factors adversely impacting upon noble intentions of police recruits leading	
to negative attitudes and conduct in their policing role and a resultant	
decline of services to the community	78
The noble intentions of policing students and the positive impact of	
academy training	78
Attitudes and conduct of police towards communities affected by	
the socialisation of police recruits to the negative aspects of the	
police culture and the unconstructive experiences associated with	
operational policing	79
Detrimental impact of socially disorganised communities upon police	
misconduct and attitudes of victim deservedness	84
Social disorganisation and police perceptions of accountability	88
Summary	92
PTER 3: METHODOLOGY	
Introduction	95
Research design	103
Sources of data	103
Interview data collection design	105
Observation data collection design	107
Triangulation of data	109
Research Process	110
Ethics approval	110
Making contact with the field	111
Participants	114
Participants 'stories	114
Bias and Bracketing	119
Transcription of interviews	119
Data analysis and coding	120
Limitations of the research	124
Ethical considerations	128
Summary	131

CHAPTER 4: HISTORY OF MACQUARIE FIELDS RIOTS	
Introduction	133
Macquarie Fields riots	134
Analysis of police response to the Macquarie fields riots	137
Description of socio-economic factors concerning Macquarie Fields	142
The silencing of local community discontent	145
Causes of the Macquarie Fields riots	149
Brixton riots of 1981	154
American race riots of 1967	160
Summary	163
CHAPTER 5: STRUCTURES AND PROCESSES IN RELATION TO COM	MUNIY
POLICING AT MACQUARIE FIELDS	
Introduction	164
Community policing initiatives implemented at Macquarie Fields	
prior to and following the 2005 riots	164
Claims of improvements in relations between Macquarie Fields	
police and the local community	170
Standing Committee on Social Issues findings and recommendations	173
Indicators suggesting that police-community relations since the	
2005 riots remain problematic	177
Summary	181
CHAPTER 6: THE RELATIONSHIP BETWEEN MACQUARIE FIELDS P	OLICE
AND THEIR LOCAL COMMUNITY	
Introduction	182
Profile of respondents	185
Macquarie Fields police management	188
Relations between Macquarie Fields Police and their local community	198
Notions held by street police as to what constitutes effective police	
accountability	209
Understandings of street police as to what makes up a	
police-community partnership	213
Tactics employed by police to drive down local crime rate	218
Summary	225

CHAPTER 7: UNDERLYING FACTORS THAT EXPLAIN THE R	ELATIONSHIP
BETWEEN MACQUARIE FIELDS POLICE AND THE LOCAL C	COMMUNITY

Introduction	229
Police attitudes towards the Macquarie Fields community	230
Appreciation	231
Being used	232
Frustration	233
Respect	234
Belonging to the community	235
Deservedness of victims	236
Views of suspects	240
Observations of professional conduct	240
Motivation for professional conduct	242
Factors impacting upon police attitudes towards the Macquarie	244
Police contact with the Macquarie Fields community	244
Police-local youth interaction	245
Stereotyping	252
Police perceptions of difference between themselves and Macquarie	
Fields residents	253
Ambition	254
Care of children	254
Morals and values	255
Drug usage	256
Education	257
Employment	257
Hygiene	258
Motivation	259
Respect for authority and family	260
Police education	262
Initial shock	263
Police training to assist police interact effectively with youth	266
Summary	271
CHAPTER 8: DISCUSSION	
Introduction	275
Expectations concerning the relationship between police and community	276
Police managements' attempts	276
Continuation of poor relations between police and community	280
Crime reduction strategies implemented by Macquarie Fields police	283

	Surprises concerning the relationship between police and local community	288
	Accountability initiatives implemented by police management	
	not impacting upon attitudes of street police	289
	Community partnership initiatives failing to impact upon attitudes	
	and practices of street police	290
	Impact of 'stopping, searching and moving on' crime reduction	
	strategy upon the police-community relationship	296
	Impact of younger inexperienced police upon police-community	
	relations	302
	Underlying factors contributing to the problematic relationship	304
	Attitudes held by street police towards the local community	307
	Perceptions of difference held by police	311
	Summary	314
CH	IAPTER 9: IMPLICATIONS FOR POLICY, PRACTICE & RESEARCH	
	Introduction	317
	Recognition of the adverse impact of the socially disorganised local	
	community upon police attitudes	319
	Address 'crime-fighting' mindset	320
	Implications for police practice involving police training	334
	Training required to assist officers understand social difference	336
	Enhancements in police training required to assist young	
	inexperienced police communicate effectively with community	
	members, particularly youth	340
	Incorporation of community policing into the curriculum for new	
	police to be undertaken during the probationary phase of their	
	training	341
	Impact of certain police defensive tactics upon the	
	problematic police-community relationship	342
	Greater involvement of local disadvantaged youth in	
	police-community meetings	350
	Summary	352

CHAPTER 10: CONCLUSION Introduction 354 Limitations of the research 357 Research sample 358 Role of police management in the facilitation of accountability and community policing initiatives 359 Contribution of the research 360 Implications for future research 362 Summary 363 **REFERENCES** 365

APPENDICES

Appendix 1	List of government/non-government service providers who gave			
	evidence before the standing Committee on Social Issues	410		
Appendix 2	Ethics approval letter from Griffith University	412		
Appendix 3	Research approval letter New South Wales Police	413		
Appendix 4	Information sheet for community service participants	415		
Appendix 5	Information sheet for police participants	417		
Appendix 6	Informed consent statement	419		
Appendix 7	Demographic questions community service respondents	421		
Appendix 8	Demographic questions police participants	422		
Appendix 9	Interview schedule for community service participants	423		
Appendix 10	Interview schedule for police participants	427		
Appendix 11	Information sheet for Macquarie Fields residents	431		
Appendix 12	Nodes	432		

LIST OF DIAGRAMS

Diagram 1	The relationship between Macquarie Fields police and commun	nity184
Diagram 2	Factors adversely impacting upon police-community relationship	288
Diagram 3	The impact of cycles of rejection and disrespect upon police	305
Diagram 4	Attitudes of street police	308
Diagram 5	Practice and policy implications arising from this study	335

LIST OF TABLES

Table 1	Problems and events in NSWP leading up to 1981	36
Table 2	Problems and events experienced by NSWP (1982-1995)	39
Table 3	Profile of respondent's employment	114
Table 4	Profile of police participants	187
Table 5	Profile of community service provider participants	188
Table 6	Perceptions of difference held by street police towards residents	312

GLOSSARY

'COP' Community Oriented Policing

'Housos' Department of Housing residents

'Person of Interest' Suspect in a criminal matter

'Scheduling' A person suffering from a mental disorder which places them

at risk of harm to themselves or others being admitted to

hospital by police.

'Trog Juice' Antiseptic gel applied by police to their hands following

physical contact with Department of Housing residents.

ABBREVIATIONS

CMT Conflict Management Training

NSWP New South Wales Police

PARC/VERA Police Assessment Resource Centre and Vera Institute of Justice

POP Problem Oriented Policing

RBT Random Breath Test