



PARLIAMENT OF VICTORIA

CRIME PREVENTION COMMITTEE

DEVELOPING A SAFER PUBLIC TRANSPORT SYSTEM

SECOND AND FINAL REPORT

upon the

INQUIRY INTO PERSONAL SAFETY ON THE PUBLIC TRANSPORT SYSTEM

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Parliamentary Committees Act 1968

**FUNCTIONS OF THE CRIME PREVENTION
COMMITTEE**

Section 4EF.

To inquire into, consider and report to the Parliament on any proposal, matter or thing concerned with the level or causes of crime or violent behaviour, if the Committee is required or permitted so to do by or under this Act.

The Crime Prevention Committee's address is:

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Parliamentary Committees Act 1968

**INQUIRY INTO PERSONAL SAFETY ON
THE PUBLIC TRANSPORT SYSTEM**

The Governor in Council under section 4F of the *Parliamentary Committees Act 1968* makes an order requiring the Parliamentary Crime Prevention Committee to enquire into and make recommendations upon personal safety on the public transport system and in particular to:

1. Report on the incidence of assaults and other crimes on the public transport system and the methodology of compiling statistics relating to the above.
2. Analyse the rate of crime on the different transport modes and on particular routes.
3. The scope for introducing new strategies and initiatives for improving the safety of public transport users.
4. Investigate the effectiveness of the current penalties and the level of prosecution under the current legislative arrangements.

Dated 22 December 1992

Responsible Minister:

The Honourable Alan Brown, M.P.
Minister for Public Transport

Damien O'Shea
Clerk of the Executive Council

PREAMBLE

This report is the Second and Final Report of this Inquiry. The First Report "Developing a Safer Taxi Industry" was tabled in the Parliament on 6th October, 1993.

To assist the reader, the recommendations of the First Report are reprinted in this report and may be found as Appendix "5".

CHAIRMAN'S FOREWORD

This second report of the Crime prevention Committee addresses the balance of our inquiry into 'Personal Safety on the Public Transport System' and makes recommendations regarding Rail Stations, Trains, Trams and Buses.

An earlier report 'Developing a Safer Taxi Industry' was tabled in the Victorian Parliament in October 1993.

The Committee found that the biggest problem facing the Public Transport System was a public perception that it is not safe to travel on public transport at night.

We believe there are many ways to change that perception including the upgrading of services and facilities by using new technology, better lighting, a higher uniformed police visibility and taking stronger action against those in our community who are prepared to vandalise our property and attack other people.

Graffiti not only costs the community millions of dollars to remove, but creates a perception of lawlessness.

The Committee believes that Police and the Courts should be given more power to deal with the perpetrators of crimes against the community and our recommendations reflect our position.

The Committee appreciates the time and effort taken by our witnesses, the Transit Police, the Public Transport Corporation and members of the general public who have contributed in written and verbal form and attended our Public and In Camera hearings.

I would also like to thank my Committee and staff members who have given so generously of their time, particularly at night when we have made site visits which allowed us to have a true appreciation of the difficulties faced by the travelling public.

This report I consider to be a very workable document that will, if implemented, take Victorian Public Transport to the highest possible standard in public safety.

*The Honourable Ken Smith, M.L.C.
Chairman,
Crime Prevention Committee*

RECOMMENDATIONS OF THE FINAL REPORT

1. That the authorised strength of the Transit Police District be altered to ensure that the actual strength of the District is 233 at all times. *(Section 3.3.1)*
2. That adequate public service support staff be attached to the Transit Police District to reduce administrative duties undertaken by sworn Police. *(Section 3.3.2)*
3. That the primary focus of Transit Police District be passenger safety. *(Section 3.4)*
4. That all duties performed by transit police which are not focused on passenger safety be reviewed and where possible devolved to other service providers. *(Section 3.4)*
5. That protection of P.T.C. property, especially after hours, be undertaken by District Police and private security companies. *(Section 3.4.1)*

6. That Transit Police District conduct a performance review to identify the factors which impinge on the level of uniformed patrols of trains. (*Section 3.4.2*)
7. That Transit Police District institute practices which will increase uniformed patrol of trains to a minimum 80% of patrol time. (*Section 3.4.3*)
8. That Victoria Police regionalise transit police in line with the first Service and Facility enhancement program pilot for a trial period. (*Section 3.5*)
9. That regionalised transit police, in line with the Service and Facility enhancement Program pilot operate from both staffed and unstaffed Stations. (*Section 3.5*)
10. That an independent evaluation of the impact of transit police regionalisation be undertaken. (*Section 3.5.1*)
11. That transit police participate in P.T.C. station audits as part of the Service and Facility enhancement Program. (*Section 3.6.1*)

12. That transit police be consulted regarding Closed Circuit Television Video application, installation and operation.
(Section 3.6.2)
13. That the P.T.C. provide timely, accurate incident information to the Transit Police District. *(Section 3.6.3)*
14. That Transit Police District provide incident analysis data to the P.T.C. on a regular basis. *(Section 3.6.4)*
15. That the P.T.C. have immediate access to incident data for the purpose of policy and program development.
(Section 3.6.4)
16. That transit police provide training support to Customer Service Officers. *(Section 3.6.5)*
17. That Victoria Police and P.T.C. management work co-operatively to provide a safer transport system.
(Section 3.6.6)
18. That a Service and Facility Enhancement Program be implemented. *(Section 4.1)*

19. That the P.T.C. introduce a program to encourage appropriate commercial enterprises to establish businesses within or adjacent to stations in order to create a human presence. *(Section 4.2)*
20. That a CCTV monitoring centre be established.
(Section 4.3)
21. That the central monitoring centre is to operate 24 hours a day and be staffed at a level to ensure that all CCTV units installed at Premium Stations be monitored.
(Section 4.3.1)
22. That all CCTV cameras be motion sensitive and record upon activation. *(Section 4.3.2)*
23. That the operation and serviceability of each duress alarm and CCTV unit be tested on a twice daily basis.
(Section 4.3.3.)
24. That all CCTV units be fitted with an alarm system so that the relevant monitoring office is automatically notified if damaged. *(Section 4.3.4)*

25. That CCTV units on activation automatically record and that recorded tapes be held for a period of not less than two weeks.
(Section 4.3.5)
26. That the P.T.C. immediately conduct environment safety audits at all Rail Stations to ensure all areas have maximum visibility for passengers, staff and where applicable, surveillance cameras. *(Section 4.4)*
27. That the P.T.C. institute an environment redesign program to address matters identified during safety audits.
(Section 4.4)
28. That the P.T.C. upgrade the standard of lighting to a standard determined by safety audits at all stations, with particular emphasis being placed on platforms, pedestrian walkways, carparks and waiting areas. *(Section 4.5)*
29. That all stations maintain full lighting levels until at least 30 minutes after the last train and 30 minutes prior to the

first train, after which time lights revert to a minimum level. *(Section 4.5.1)*

30. That after hours lighting be controlled by motion sensors to illuminate environs when movement is detected.

(Section 4.5.1)

31. That current and accurate timetables be clearly displayed in large print on all platforms, waiting areas, ticket areas and carparks. *(Section 4.6)*

32. That the P.T.C. ensure that timetables of all connecting transport modes are co-ordinated. *(Section 4.6)*

33. That Service and Facility Enhancement Program waiting areas be established on all platforms. *(Section 4.7)*

34. That all waiting areas have installed direct dial telephones with free call facilities to emergency services and a local taxi company. *(Section 4.7.1)*

35. That the operation and serviceability of all telephones be tested daily. *(Section 4.7.2)*

36. That local police shall patrol unstaffed stations. (*Section 4.8*)
37. That all waiting areas and platforms be fitted with a duress alarm. (*Section 4.9.1*)
38. That all duress alarms be connected to monitored CCTV cameras.
(*Section 4.9.2*)
39. That sufficient motion sensitive CCTV cameras are installed so that all public areas are visible. (*Section 4.9.3*)
40. That 'dummy' cameras shall not be used as part of the Service and Facility Enhancement Program.
(*Section 4.9.4*)
41. That all waiting areas and platforms be fitted with a speaker/microphone unit to enable direct communication between travellers and security staff in an emergency situation. (*Section 4.9.7*)

42. That a flashing green emergency dome light linked to the monitoring unit be installed at a high, clearly visible point on all stations. (Section 4.9.8)
43. That activation of a duress alarm will automatically and instantaneously alert the monitoring station for action. (Section 4.9.9)
44. That when necessary, police shall be notified and a unit dispatched to the location. (Section 4.9.9)
45. That Premium Stations will have the same safety features as other stations including direct dial telephones, duress alarms and lighting, (Section 4.10)
46. That Premium Stations be established on a line by line basis commencing with a trial line. (Section 4.10)
47. That Premium Stations will be staffed until at least 30 minutes after the last train. (Section 4.10.1)
48. That the P.T.C. ensure all Premium Stations have adequate access to convenient connecting transport. (Section 4.10.2)

49. That Premium Stations be installed with CCTV surveillance cameras on platforms and waiting areas which will be constantly viewed at the central monitoring unit until 1 hour after the last train. *(Section 4.10.3)*
50. That Premium Station CCTV units shall revert to motion sensor and duress alarm activation 1 hour after the last train. *(Section 4.10.4)*
51. That Premium Stations will have a CCTV surveillance unit suitably located in the carpark. *(Section 4.10.5)*
52. That Premium Station Car Parks shall be equipped with duress alarms *(Section 4.10.6)*
53. That Premium Station carparks be expanded where required. *(Section 4.10.6)*
54. That a security escort be made available to passengers from a Premium Station to the carpark and that the carpark be randomly patrolled between trains. *(Section 4.10.6)*

55. That Premium Stations be signed and clearly marked on train timetables. (*Section 4.10.7*)
56. That the Service and Facility Enhancement Program be extensively marketed both locally and state wide to ensure all patrons are aware of what the program entails.
(*Section 4.11*)
57. That the Premium Station section of the Service and Facility Enhancement Program be independently evaluated and any necessary modifications be made. (*Section 4.12*)
58. That the Transport Act (1983) be amended to prohibit the carriage of prescribed graffiti implements on the Public Transport System. (Section 5.2)
59. That the Transport Act (1983) be amended to permit authorised officers to search persons and seize graffiti implements. (*Section 5.2.1*)
60. That the Transport Act (1983) be amended to allow Victoria Police to gain a warrant to search property and seize

suspected items used for offences against or on P.T.C. property.

(Section 5.2.2)

61. That the Public Transport Corporation shall cease funding Graffiti Programs. *(Section 5.2.3)*
62. That an immediate review be undertaken into existing prescribed weapons legislation with the intention of increasing the number and types of weapons prohibited on Public Transport. *(Section 5.3)*
63. That the Transport Act (1983) be amended to provide for mandatory restitution orders. *(Section 5.4)*
64. That parents of juvenile offenders be held financially accountable for their child's actions *(Section 5.4.1)*
65. That CCTV cameras shall be installed on selected suburban trains. *(Section 5.5)*
66. That the Public Transport Corporation shall install patron activated duress alarms on board all trains *(Section 5.5)*

67. That the Public Transport Corporation shall upgrade security at train stabling locations. *(Section 5.6)*
68. That the Public Transport Corporation develop a set of Standard Operating Procedures to deal with crime prevention and victim assistance. *(Section 5.7)*
69. That the Public Transport Corporation, The State Electricity Commission, local Councils and the private sector be encouraged to work collectively to improve the lighting standards at bus and tram stops throughout metropolitan Melbourne. *(Section 5.8)*
70. That the P.T.C. undertake a review and increase where possible the establishment of multi modal interchanges. *(Section 5.9)*
71. That the Public Transport Corporation provide an updated timetable facility at tram and bus stops throughout Melbourne. *(Section 5.10)*

72. That the Department of Transport encourage school councils to accept greater responsibility for the behaviour of their students on bus services. *(Section 5.11)*
73. That when wilful damage to such bus services is attributable to identifiable students, those students or their parents pay for the damage to the bus. *(Section 5.11)*
74. That an education program co-ordinated between the Police Schools Involvement Program, the Transit Police District, and the P.T.C., be provided to schools in Victoria.
(Section 5.12)
75. That the Public Transport Corporation shall provide training to staff in the areas of customer relations and crime prevention. *(Section 5.13)*
76. That the Transit Police District ensure members receive additional court work training. *(Section 6.1.1)*
77. That the Victoria Police Force and the Department of Justice work collectively to maintain records on repeat offender trends and frequency. *(Section 6.4)*

78. That the penalty for fare evasion be increased to a two stage \$500 fine. (*Section 6.4*)
79. That the Transport Act (1983) be amended to prescribe mandatory 'Clean Up' orders for proven criminal damage offenders. (*Section 6.5*)
80. That the P.T.C. in co-operation with the Victoria Police conduct a detailed review into the appropriateness of existing fines for transport related offences. (*Section 6.6*)
81. That in the absence of adequate restitution orders, the P.T.C. should actively seek vandalism repair costs, against offenders, through civil litigation where appropriate. (*Section 6.7*)

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CHAPTER ONE

INTRODUCTION

1.1 Background

The Parliamentary Crime Prevention Committee was ordered by the Governor in Council on the 22nd December, 1993 to enquire into and make recommendations upon Personal Safety on the Public Transport System. The Committee was asked to include comment regarding the incidence of crime, prosecution, penalties and new initiatives for improving safety.

In its investigation of personal safety on the public transport system the Committee identified a level of public concern with the incidence of both serious crime and minor offences. Public concern focused on being a victim of crime, but also witnessing or suffering intimidation or an environment of threat. Alcohol or drug affected individuals were regarded as frequent causes of concern.

An examination of statistics relative to public transport revealed poor quality and unreliable data. One finding arising from the analysis of available data was that serious crime and even minor crime, such as language, behavioural and street offences, are relatively low in frequency. A total of 4,072 crimes were reported to police during the 1992/93 financial year, representing a 17.3% decrease on 1991/92.¹ When this figure is examined in comparison with the 300,000,000 plus passenger journeys the incidence of reported crime should properly be regarded as minimal.

Because the incidence of serious crime on public transport is low² relative to the number of journeys undertaken. the investigations of the Committee addressed the issue of public perceptions.

The incidence of unreported crime was raised in many forums by police and public transport users. The accurate accounting for unreported crime was beyond the resource scope of the Committee, but when Victoria Police Deputy Commissioner (Operations) Bob Falconer, at a public forum launching Vic Safe, described an unreported

incident involving harassment of his own daughter on a train, the magnitude of unreported crime it is suggested, is of concern.

1.2 Media Impact

The dichotomy between the level of reported crime and the community perception of crime is partially explained by the impact of the media in the presentation of incidents or events. The radio, television and print media have significant influence on the perceptions of individuals in the community. Instances of media-hype, either through exaggeration or unnecessary connection of crime to public transport and inaccurate reporting were presented to the Committee at both public and "in camera" hearings.³ Transport facilities, especially rail stations, were used as locators within media stories where there was often no direct relationship between the station and the offence. Both print and radio media representatives appeared before a public hearing and explained that they were only as good as the information received from sources and that their reporters or journalists attempted to verify information.⁴

The Committee expresses concern about whether there are appropriate self regulatory control mechanisms on television, radio and the print media regarding their impact on crime and the community perception of crime.

The relationship between media reporting of crime and community perception of crime appears strong and requires further investigation. The public transport system is safe by national and international standards and yet there is a public perception that the system is unsafe. The Community Attitudes survey conducted in 1992 found that "Although survey respondents felt generally safe on transport during the day (72%), many fewer felt safe at night (18%) and a majority felt unsafe (51%)."⁵ The role the media plays in creating such perceptions should be identified and if necessary corrective measures put in place to prevent or minimise an incorrect perception.

Conversely the media can be an essential ingredient in the promotion and marketing of service initiatives and system changes. A number of initiatives has been developed within recent years for each of the transport modes and yet

little if anything is known of them. Improved lighting and increased patrols, though marketed, are barely known to the public which they aim to serve. The development of new initiatives, many of which are mentioned in this report should be fully explained. There was unanimous agreement from witnesses and within submissions that increased patronage reduces the incidence of crime, increases the chance of apprehension and enhances the public perception of the safety of the system. Effective marketing forms an intrinsic part of any personal safety, crime prevention strategy.

1.3 Judicial Impact

The past as well as present performance of critical areas of Government service delivery have been investigated during the course of the inquiry and where appropriate comment and recommendations made. Respondents to the Community Attitudes survey nominated "harsher penalties" as the equal top priority means of reducing crime.⁶

The Committee expresses reservations about the effectiveness of Court judgements and their impact on re-offenders, victims and police.

The tendency of Courts to find charges proven but not to convict offenders has been raised by Victoria Police, Vic Roads, Department of Transport and Public Transport Corporation personnel and members of the public. The frustration felt by victims and enforcement officers and the failure to reduce re-offending in both juveniles and adults requires further investigation. The appropriateness of offenders being found guilty and yet not convicted of an offence and the repercussions on the public and other offenders of such judgements should be established and where necessary rectified.

1.4 Report Aim

The aim of this report is to address each of the key components of the reference and make recommendations to the Parliament which the Committee believes will rectify and overcome identified problems or discrepancies in existing service provision, regulation and enforcement.

The Committee acknowledges that the public transport system within this state is safe, relative to comparable services of other states or countries, but recognises that there remains potential to enhance the service and public perception of the safety level of the system, particularly in the difficult area of the "low level environment of threat" felt by many travellers.

The focus of the Committee and its recommendations has been on improving real safety levels as well as the perception of safety for all transport users and service providers within the state.

CHAPTER TWO

STATISTICS

2.1 Preamble

A variety of government, semi-government and non-government organisations are charged to or voluntarily, collect, disseminate and collate data on the incidence of assaults and other crime on public transport. For the purposes of official record the Committee has sought the most comprehensive range of statistics and have found the Victoria Police, through the Transit Police District maintain an extensive crime data system.

Prior to 1990 the Public Transport Corporation maintained a data base of transport related crime occurring on their network. Since the beginning of 1990 the great majority of crimes reported on public transport modes has been collated at the Transit Police District.⁷

With the assistance of computerisation and other support facilities, transit police are now able to accurately analyse

available raw data on offences and use computer matching to monitor trends in crime and investigate likely offenders. Like any intelligence database, transit police require timely and accurate reporting of all offences, suspect activities, and incidents in order to maintain the long term efficiency of their operation.

Improvements are still required in the availability of accurate, consistent, timely, and credible information of offences committed on the Public Transport System. This is despite a concerted effort by transit police, including requesting the appointment of a P.T.C. liaison officer, to overcome communication difficulties. The volume and diversity of origins of information has contributed to the less than satisfactory information flow.

2.2 Police Patrol Reports

All members of the Victoria Police Force engaged in patrol activities are required by police instruction to submit a patrol report at the completion of the shift. All members, including geographically based police, attending a crime on the transit system are also required to forward a copy of

the crime report to the Transit Police District without delay.

A patrol report provides a summary of the patrol activities during a particular shift. A report may contain information about the locations visited, suspects spoken to, property damaged, offenders cautioned, timings, and any other relevant information, likely to help the Force to compile statistical data and monitor crime trends.

Within the Transit Police District a summary of patrol reports is prepared daily. This document enables a snapshot analysis of all data. The number of trains patrolled, stations visited, car parks checked, and complaints received is of particular significance on summary reports. The reports also provide identification of the patrol members and details of the penalty notices issued. Copies of these summary sheets are forwarded to the district statistician.

For collating purposes each suburban train line and each rail station is allocated a reference number which is then entered into a computer database. The database is capable

of providing total crime figures, the break down of each category of crime, the rail line and or station on which the crime occurred, the specific location at a station, the month, day, time of day and comparative tables. Identification is available to determine whether the offence occurred on a city bound or outbound train or between identified stations.

2.3 Other Sources of Information

Police gather information from other sources to supplement the existing database as follows:

a) P.T.C. car/carriage cleaners record all graffiti 'tags'. A 'tag' is commonly used by offenders to provide a personalised distinguishing mark of their own work on a particular piece of property. Examples of 'tags' can be surnames, symbols, captions, or just signatures. The tag aims to be easily recognisable to the offender's peers. Car cleaners supply the Transit Police District Support Group (D.S.G.) with all raw data recorded which includes date, carriage details and 'tag'. The information is then entered

on the database for checking and comparisons with offender profiles.

(b) P.T.C. painting/cleaning crews are also required to report graffiti on stations and other static property.

(c) Currently the P.T.C. employs private security firms to conduct regular patrols of train stabling yards and environs. Transit police receive regular detailed reports of their activities and findings. Like police mobile returns, the reports show actual patrol locations, times, suspicious activity, property condition, and other damage condition discovered. Like police graffiti reports, the patrol reports indicate the condition of the 'tags' including the type of instrument used, placement and colour.

Police have devised a variety of internal communication mechanisms in an attempt to increase the accuracy of crime statistics which include the following:

(a) Copies of all suburban newspapers are obtained and scrutinised for relevant articles with follow up enquires made with local police on crimes as required.

(b) Police Information Bureau Records now forward all crime reports with a connection to public transport to the Transit Police District office; these are then forwarded to the internal collator for logging and subsequent cross checking with other files to ensure accuracy.

(c) Regular reminders are sent to Police District Commanders and C.I.B. divisions regarding their obligations and responsibilities to the Transit Police District, on public transport matters.

(d) Frequent scrutiny of a number of internal P.T.C. documents and operational reports.

(e) The conduct of weekly police/P.T.C. liaison meetings to discuss crime related issues and inter agency communications.⁸

2.4 Crime Statistics

Before 1987 the Public Transport Corporation, then known as the State Transport Authority and the Metropolitan

Transit Authority, maintained its own Railway Investigation Division to police and patrol the state-wide system. Until 1987 the transport authority maintained no records of reported crime incidence leaving this task to the Victoria Police statistics department. In early 1987 Rail Investigations Officers (R.I.O.'s) were amalgamated with existing police resources and a jointly staffed district was formed. The Transit Police District commenced data collation specific to its operational activities in June 1987.

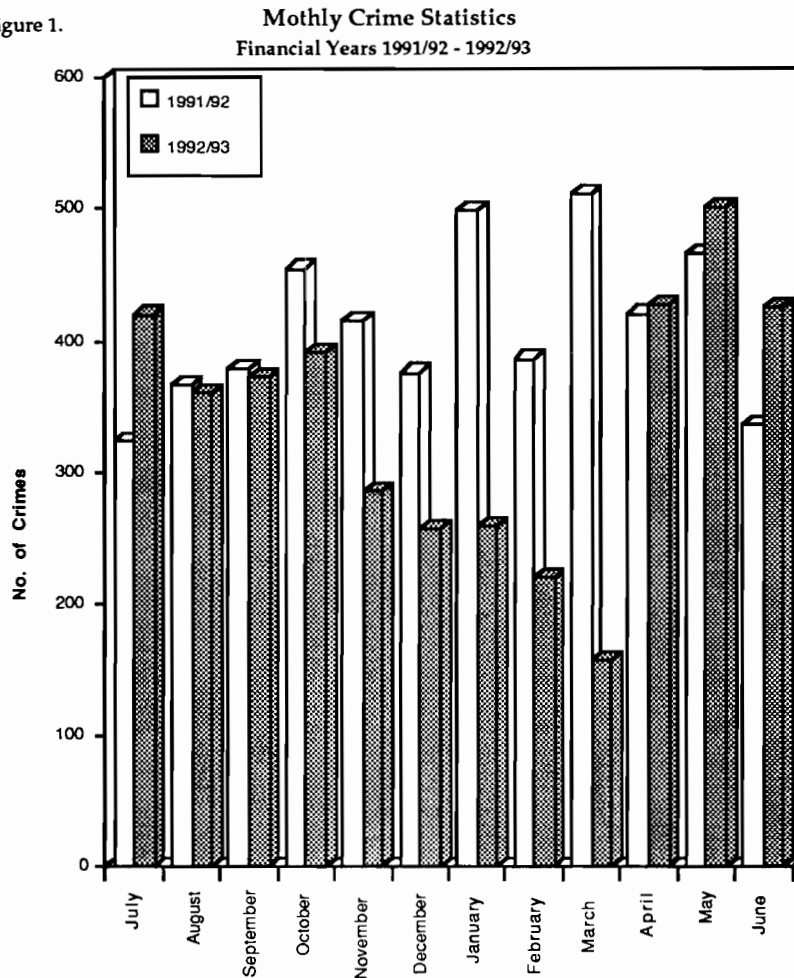
The Committee has been unable to obtain records relating to Rail Investigation Division's operational activities prior to 1987.

Comparison between police and R.I.O.s impossible, except by using actual crime statistics which indicate reduced crime rates since police took total responsibility for policing of the system.

2.4.1 Monthly Comparison 1992/93

The following chart provides a monthly analysis of the number of crimes reported on the public transport system during 1991/92 and 1992/93:

Figure 1.



Source: Victoria Police Transit District

The reduction in reported crime in March 1993 may be attributed in part to the implementation state wide of the new police computer system L.E.A.P. and the difficulties with its implementation. The sharp rise in reported crime after March 1993 is explained by police as resulting from the implementation of L.E.A.P. causing more crime to be

recorded. Police have indicated that they believe actual crime has not changed, but that the reporting level has increased. The Committee was unable to verify this information and considers that the level of reported crime prior to March may in fact be inaccurate.

A breakdown of reported crime by months is provided at Appendix "1".

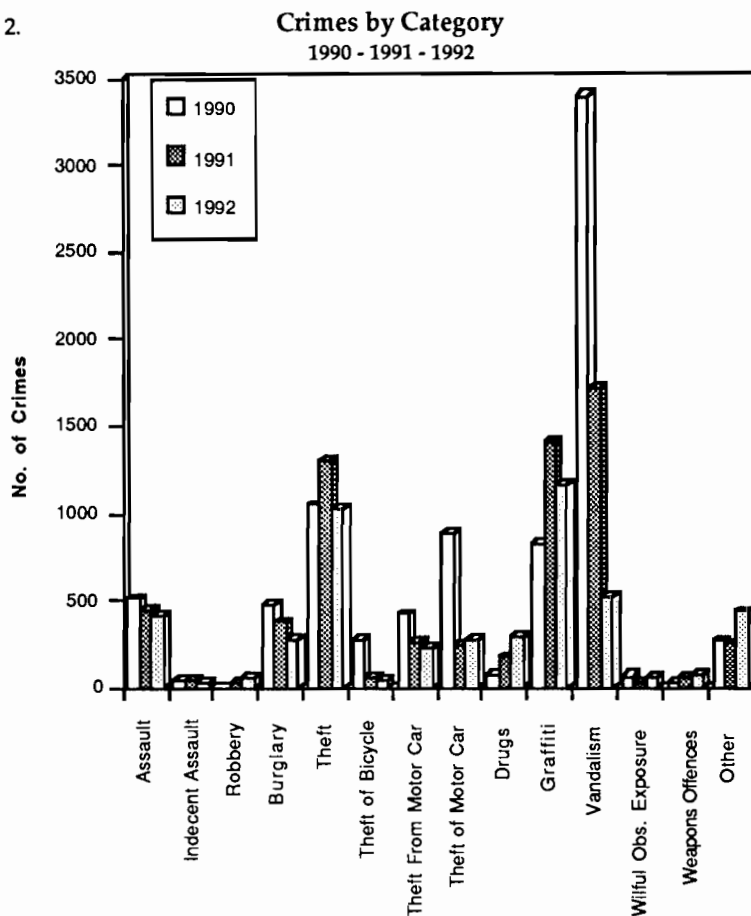
Offences reported to police occurring on the public transport system were recorded and collated by police. Figure 2 indicates a general decrease in reported crime, in most categories, over a three year period.

There is no evidence which suggests public perception of the system's safety has proportionately increased with the decrease in reported crime. Anecdotal evidence received by the Committee suggests that there is still a strong perception that the system is unsafe.

2.4.2 Crime Categories 1990/91/92

The figures shown provide a calendar year breakdown of reported crime figures commencing 1990 as categorised.

Figure 2.



It is noted that commencing July 1991 robbery was introduced as a distinct category for the purposes of statistical collation by the Transit Police District. Prior to July 1991 reported robbery offences were included and recorded as either theft or burglary or both.⁹ An actual breakdown of all reported crime, by category, is provided at Appendix "1".

The Victoria Police attribute the annual decrease in reported crime to a number of initiatives. Amongst these is a greater uniformed police patrol presence on the system, particularly in those periods where offences are likely to occur. **Large public gatherings combined with excessive alcohol consumption by attendees are of specific concern.**

Transit police employ District Support Group personnel in covert operations to detect and detain offenders on the network where required. This method appears to provide a very sound complement to the uniformed presence whilst confusing likely offenders as to the whereabouts and presence of active police officers, decreasing the likelihood of criminal offence. A more detailed analysis of Transit Police District performance is provided in subsequent chapters.

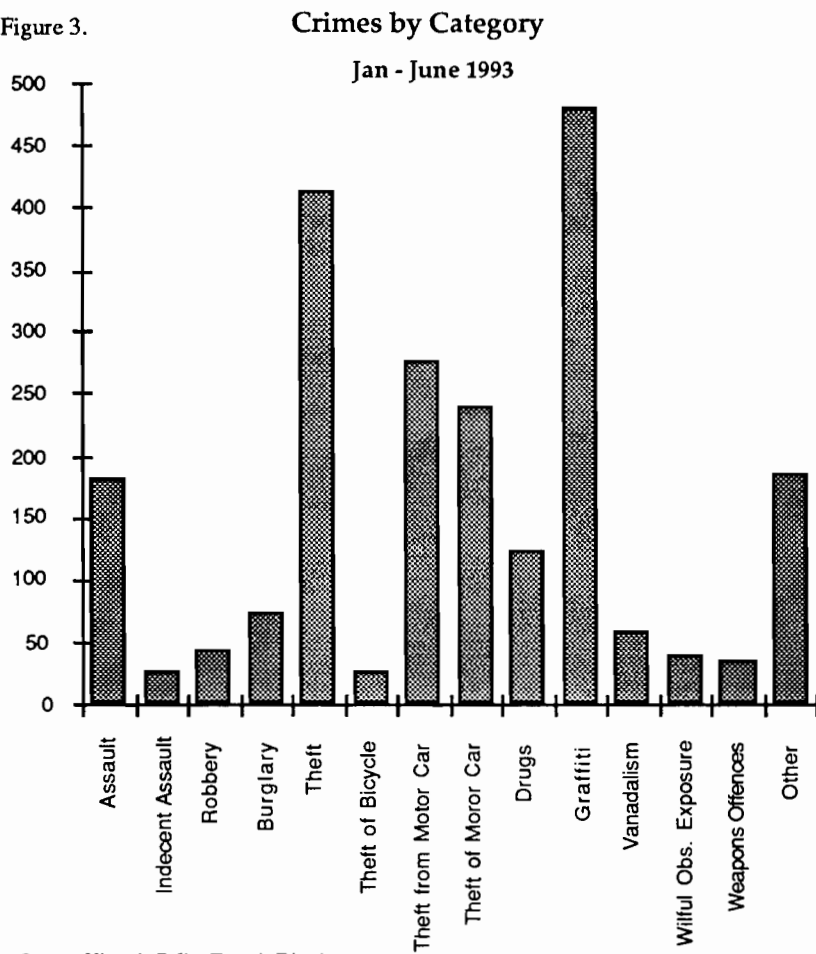
It is apparent that the Transit Police District information management and crime data systems have been designed, developed and refined to a stage where all crime data received is now computerised. Police advise that their current collating systems are very effective and provide valuable criminal data to all other police districts and C.I.B.

divisions. It follows that the maintenance of a comprehensive crime statistics database for transit operations must now be regarded as an essential element in the long term strategic plan for combating crime on the public transport system in Victoria. It is therefore important that this database is adequately resourced.

2.4.3 Crime Categories 1993

The following figures provide a further breakdown of reported offences on the public transport system for the period January to June 1993. This data is now considered the latest available statistical information on reported offences on the Victorian transport network and a complete breakdown of data is provided at Appendix "1".

Figure 3.



Source: Victoria Police Transit District

Reported crimes on public transport for the fiscal year 1991-92 total 4925 with January being the month where the highest number of crimes were reported to police, 498 in total.

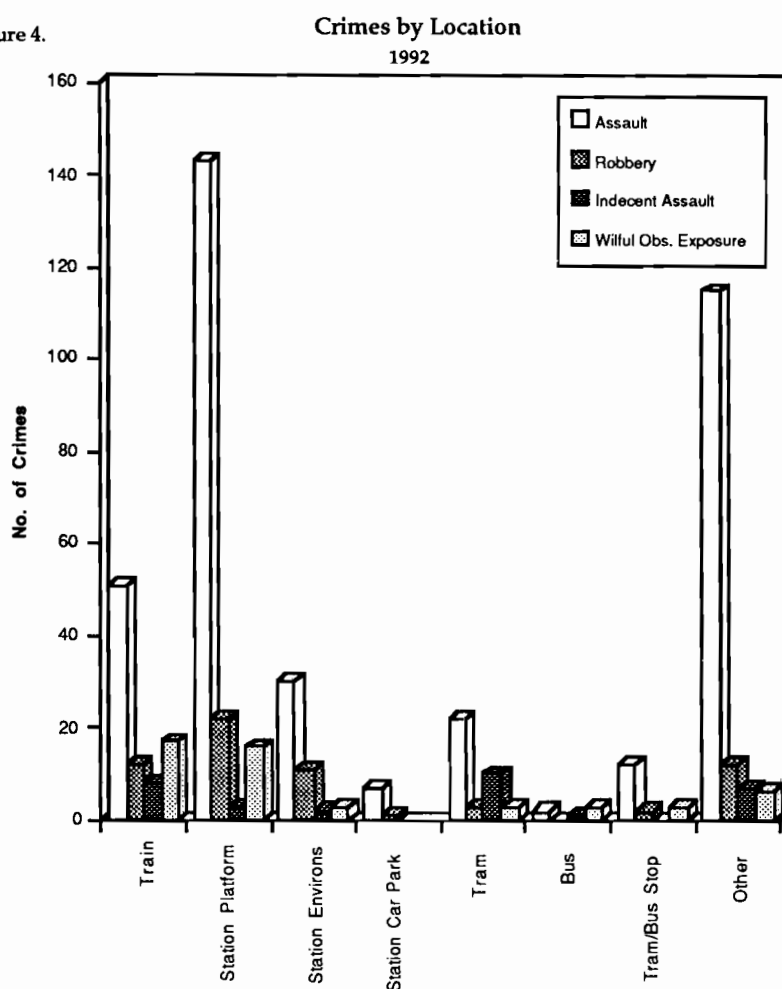
For the financial year 1992-93 a total of 4072 crimes were committed; May was the highest recorded month with 501 reported offences.

This represents a reduction of 17.32% in reported crime over the two year period. Although encouraging, changes in the reporting mechanism with the introduction of L.E.A.P. and the drastic increase in reported crime in April, May and June 1993 throw doubt on the accuracy of the data.

2.4.4 Crime Locations 1992/93

The following chart provides a breakdown of selected crime categories reported by location on Public Transport Corporation vehicles and property. The crimes chosen are against the person and are therefore particularly relevant to the Committee.

Figure 4.

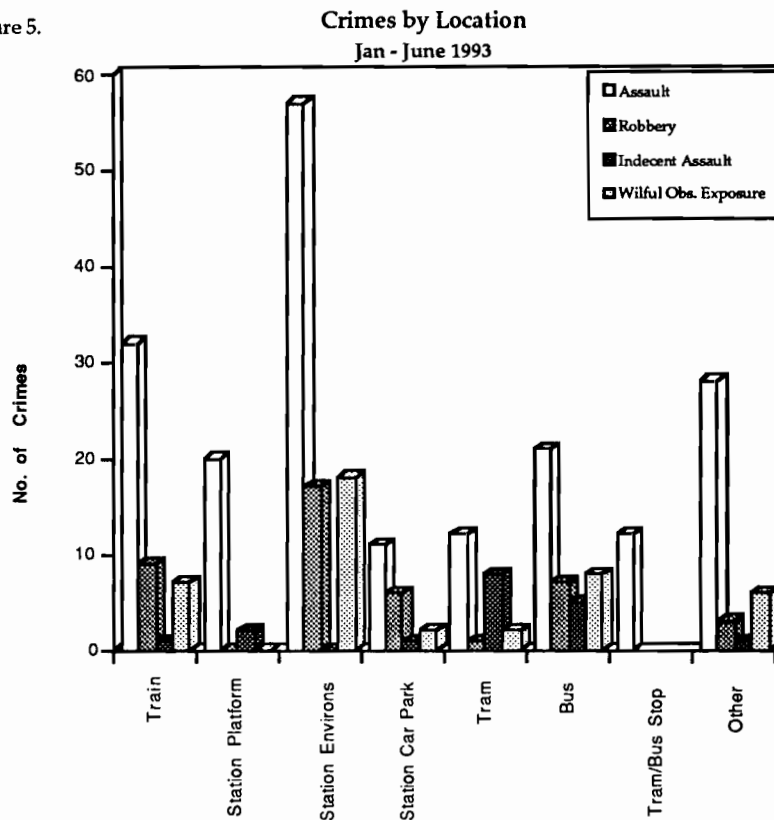


Source: Victoria Police Transit District

The above chart reflects the location where crimes against the person were committed during the calendar year 1992. Station platforms, station environs, and trains were the highest specific categories. The "other" locations category includes a mix of areas around stations and car parks and walk ways to station. Police have advised that the "other" category is largely related to rail services.

A complete breakdown of crimes by location figures can be found at Appendix "1"

Figure 5.



Source: Victoria Police Transit District

In the first half of 1993 reported assaults on station platforms have decreased, whereas the same offence has increased in the station environs areas. Police attribute the decrease in platform offences to their increased patrol presence. Changes to counting rules through the

implementation of L.E.A.P. and definitional changes may also explain the change of location of crime. Across the board the crime figures by location appear to be reasonably constant with similar numbers of crimes committed in slightly different locations.

The motive for some assaults on station platforms and other environs may be robbery; however this remains difficult to substantiate if the offender does not complete the crime. The attempt is categorised as assault rather than attempted robbery.

2.4.5 Crime by Rail Station

The following 13 rail stations for periods 1.7.1992 to 30.6.1993. These stations are listed by the number of overall offences reported by location and not merely by category or the seriousness of crime offence reported.

The number of patrons frequenting Flinders Street Station creates the higher number of reported crimes. Spencer Street Station is also within this category. Apart from the

top six stations listed the remainder vary considerably in reported crime offences.

<u>STATION</u>	<u>NUMBER OF OFFENCES</u>
Flinders Street	256
Spencer Street	117
Frankston	82
Dandenong	71
Cheltenham	66
Ringwood	59
Watsonia	48
Newport	48
Essendon	46
Werribee	43
Richmond	42
Glenroy	41
Albion	41

When analysing reported crime data on the public transport system it is important to note that reported crime for locations and or rolling stock must be interpreted within a relative informed context. For example a given station may have a high assault rate against person and a

low theft from, or of motor cars; this may be because a given station may not have a station car park at all, or in the case of high levels of assault against the person, the station may possess some inherent design flaw.

Transit police advise that the line which currently requires the most attention is the Belgrave - Lilydale lines. For reported crime the Belgrave - Lilydale lines appear constantly above other metropolitan lines and thus require the greatest emphasis of physical police resources available at most times. Young offenders make up the majority of reported difficulties on this route.

2.5 Trams

Assault offences on trams mainly involve intoxicated passengers assaulting conductors, with a minority of other assaults occurring between individual passengers.¹⁰ No tram route has a disproportionately frequent number of assault, indecent assault, robbery, or wilful obscene exposure offences that the transit police are aware of; however football or major sporting event crowds riding on

trams will often result in an increase in reported assault offences on person.

2.6 Alcohol and Crime

There is a direct correlation between excessive alcohol consumption, attendance at major entertainment events, particularly in the warmer months, the use of public transport, and increasing numbers of reported assaults on staff and other passengers. The combination of volatile ingredients and those offenders with a pre disposition towards violence will more than likely lead to offences being committed on the public transport system. A police presence will deter such offending as would the removal of one or more of the volatile ingredients, particularly alcohol.

2.7 Graffiti and Vandalism -Pro Active Measures

Evidence received by the Committee from the P.T.C. indicates that graffiti vandalism on the metropolitan network alone has contributed to the corporation having to fund programs including improved lighting, fencing and

video monitoring in the 92/93 fiscal year costing Victorian Taxpayers approximately \$1,220,000. Increased wear and tear on rolling stock and costs associated with consequent train cancellations are unable to be costed by the P.T.C.

In addition to costs incurred by the P.T.C. resulting from graffiti vandalism, other agencies such as the Victoria Police also incur labour and non labour costs. Ultimately the Victorian community must directly and indirectly fund the hidden costs associated with any form of illegal vandalism. Graffiti damage is no exception.

According to the P.T.C., an analysis of current graffiti vandalism trends on the metropolitan system indicates that similar costs are likely to be incurred during the next fiscal year ending June 1994.

The following information provides a breakdown of other cost factors associated with Graffiti Vandalism for the 92/93 fiscal year:¹¹

Pro Active Measures:

Installation of Video Surveillance

(C.C.T.V.) \$280,000

Installation of Public Telephones on all

Stations \$268,000

Station Lighting Upgrading Programs

\$365,000

Research/ Education Programs

\$190,773

Total costs incurred 92/93 Fiscal Year

\$1,103,773

The following information provides a breakdown of projected expenditure for the above mentioned, however for the fiscal year 93/94:

Installation of Video Surveillance

(C.C.T.V.) \$41,000

Installation of Public Telephones on
Stations \$120,000

Station Lighting Upgrading Programs
\$365,000

Research/ Education Programs
\$325,000

Total costs projected 93/94 Fiscal Year
\$1, 486,000

Education Programs, including legal graffiti programs are currently being reviewed by the by the P.T.C.; the projected expenditure of \$325,000 (labour & non-labour) for 93/94 is based on new strategies currently being considered. The Committee has not been advised of any final decision relating to this funding matter.

2.8 Law Enforcement Assistance Program L.E.A.P.

Before March 1993 the Victoria Police maintained a variety of databases to capture offender and reported crime

activities state wide. It was common to find some Police Districts and individual departments maintaining their own local area networks and or select databases on various crime related activities.

On March 1st, 1993 the Law Enforcement Assistance Program (L.E.A.P.) was implemented state-wide replacing the majority of existing police crime/victim/offender databases available at that time. The L.E.A.P. system became the only official source of police crime statistics information from 1 July 1993.

The implementation of L.E.A.P., caused no further requirement for the Victoria Police to maintain the Crimes Victims Register, Family Incident Reports and Cautions databases, and the Reported Crime (weekly) and offender register databases.¹²

L.E.A.P. is an integrated, fully relational computer based information system that covers virtually all police investigatory record keeping and reporting activities. The system is incident based which refers to either a crime,

series of crimes or other events which have come to the notice of Police.

The L.E.A.P. system has the following key components according to the Victoria Police Statistics department:¹³

(a) Incident Report:

File of all incidents attended by Police. Links to property, Modus Operandi, Case Progress, vehicle, bicycle and master name files.

(b) Master Name:

File linking all names recorded on system modules.

(c) Master Vehicle:

File linking all identified as stolen, identified in relation to other offences, involved in accidents etc.

(d) Field Contacts:

Details on complainants, suspects and offenders contacted in the course of operations.

(e) Persons Of Interest:

Links field contacts with incidents, offenders and Master Name File.

As part of L.E.A.P. a new format of crime report has been introduced designed to collect a much more extensive range of information about the offence, offenders and victims. Information like victim demographics and details of the modus operandi are now included in all police reports. The majority of crime reports are processed by the police central data entry bureau within 48 hours of receipt.

The purpose of L.E.A.P. is to provide an investigative tool for police members; to enable detailed recording of all reported crimes and other events; and to allow management reporting including statistics and research.

2.9 Additional Statistical Data Bases

Other agencies which maintain reported crime records in various formats are as follows:¹⁴

<u>Agency</u>	<u>Data-bases</u>
<u>Department of Justice (Courts)</u>	Courtlink Higher Courts Sentencing Higher Courts elapsed times Children's Court Coroner's Court Crimes (Family Violence) Act
<u>Office of the Director of Public Prosecutions</u>	County Court Case Management System
<u>Legal Aid Commission</u>	Computerised legal Aid Services System
<u>Crimes Compensation Tribunal</u>	Crimes Compensation Tribunal (Courtlink)

Office Of Corrections
(Department of Justice)

Prisoners (P.I.M.S.) and
Offenders (OASIS)
systems

Community Services Victoria

Statutory Client
Information System

One weakness of police statistical data is accurate determination of trend analysis. Some of the so called "Counting Rules" used to determine how offence data is compiled have changed over the years as reported by the Victorian Bureau Of Crime Statistics And Research in October 1992. The Bureau reported that most of the Victoria Police recent modifications to the "counting rules" have been recorded however there remains no comprehensive record of previous rule changes. Hence it is now difficult to accurately gauge the impact of these past changes on reported offence trends. To this end the Victoria Police have taken pro active measures to ensure any similar problems with the recording of data base statistics is unlikely to occur again.¹⁵

2.10 Summary

The availability and veracity of historical data especially that reasonably expected to be kept by the Rail Investigations Division has been questionable at best. Requests for historical data, made to the P.T.C. have revealed the information sought is not available on the basis that the police have all existing information. The police advised they do not have historical data relating to Transit Patrol activities, other than official crime statistics. Transit Patrol activity returns have not been made available to the Committee. It was noted by the Committee that a union official who gave evidence before the Committee displayed an intimate knowledge of historical data.¹⁶

Changes in counting rules and data collection methods, conflicting data and a reluctance in some areas to provide quality responses has impacted on the Committee's ability to fully address the issues of statistics relevant to public transport.

The available information indicates Victoria operates a safe, secure system by national and international

comparisons. There is however room for improvement in key areas. Station and on-train security may be enhanced through increased uniformed police presence and the extensive use of remote monitored Closed Circuit Television Video (C.C.T.V.). These and other initiatives are provided in following chapters to suggest and describe a complete integrated security package.

CHAPTER THREE

POLICING THE SYSTEM

3.1 Preamble

The Victoria Police assumed total responsibility for the policing of the public transport system following the October 1992 State Election. Prior to this they had a joint responsibility with the Transit Patrol who were P.T.C. employees.

From 1987 while the Transit Patrol was functioning, it was supposedly under the control of the Victoria Police. The relationship between the Transit Patrol and police management was strained and the effectiveness of both organisations suffered. An example of the breakdown of management was the expansion and regionalisation of the Transit Patrol in defiance of Victoria Police executive command¹⁷.

The Committee has received many anecdotal examples from both police and former Transit Patrol Officers who

were less than complimentary about each other's performance. Former Transit Patrol Officers have inferred that police have little interest or expertise on the transport system. There may be some basis for this, as passenger safety on trains is not viewed as a traditional policing function by some officers.

Police are available to respond to urgent calls off the system. "It is difficult to concentrate police resources on the public transport system because they have a broader responsibility to the Community"¹⁸

Conversely police have indicated that there were many operational problems with the Transit Patrol including management, shift hours and availability and an assertive disposition which aggravated some situations.

The abolition of the Transit Patrol has made an evaluation of its effectiveness meaningless within the context of the current reference and the Committee therefore has focused on the current status of sworn police officers having complete responsibility for the system.

3.2 Current Police Service

The Transit Police District patrol program is intended to provide a regular uniformed and non uniformed (D.S.G.) police patrol presence on a wide range of public transport network resources primarily within the metropolitan area of Melbourne. Patrol tasks are generally assigned to the following categories:

- (a) On board trains, trams, light rail vehicles, and buses;
- (b) On rail stations at platforms, in offices, lavatories, waiting rooms, environs and car parks;
- (c) In P.T.C. workshops, stabling and shunting yards, and to a lesser extent administration buildings.

Whilst it remains apparent to this Committee that all modes of public transport in Victoria are targeted for law enforcement activity, most attention is directed at the suburban train system. The transit police advise that the suburban system represents the single greatest task for

their available resources and the most difficult in which to acquire strategic data.¹⁹

Chief Superintendent Tom Gillett, Commander of the Transit Police District, advised the Committee in evidence that he had, "proposed an emergency plan... which included increasing the authorised strength of the police by 100 to replace the 200 Transit Patrol Officers."²⁰ This increased the authorised strength of Transit Police District to its current level of 233 which was 100 fewer than the combined size of the Transit Patrol Officers and Victoria Police. District police are also expected to patrol the transport system within their area.

There is no doubt that the quality of service at an individual officer level is extremely high and meets the expectation of the community and the P.T.C. Sergeant Beaumont, an operational member of the Transit Police District advised the Committee that in his view, "police were a more efficient, more qualified and more professional group of men to patrol the system..."²¹

The overall performance of the Victoria Police in providing a safe transport system must be questioned when a strong public perception that the system is unsafe, especially at night, exists. The existing police framework is not seen to meet the expectations of the community and in some instances the Committee.

Many submissions to the Committee suggested that the visible presence of uniformed officers had reduced significantly since the police had taken over security of the system.

"I never see Transit Police or Met officers on the train after dark..."²²

"In my experience, one virtually never sees police patrols"²³

"I have never seen a police person on the trains since the transit patrol were removed"²⁴

The Committee considers the visible presence of uniformed members of the Victoria Police to be an integral

part of increasing personal safety on the transport system thus a deeper analysis of police patrol methods and staff deployment is necessary.

3.3 Staffing Levels

3.3.1 Sworn Staff

The Victoria Police Transit District has an authorised strength of 233. The actual strength (being the actual number of sworn police officers attached at a given point) was only 175 as at the 25th August, 1993. That number dropped by another 15 members the following day. The actual strength as at the 1st November was 175 with over 40% of Constable vacancies unfilled. Of the actual strength of 175 only 132 were Uniform Patrol Sector Police of whom and additional 29 were on recreational leave and three were on sick leave.²⁵

The Committee is most concerned that the Transit Police District has up to 70 or more vacancies at any one time. This reduction in actual strength makes service provision most difficult.

The Committee considers that the Victoria Police must address how the status with which members regard the transit police, including giving due consideration to prospects of promotion, job satisfaction and attracting further committed, enthusiastic personnel.

That the authorised strength of the Transit Police District be altered to ensure that the actual strength of the District is 233 at all times.

Transfers, secondments, appeals and promotional systems are some of the reasons for the large discrepancy between authorised and actual strengths. All Police Districts carry some vacancies as a result of these factors although Transit Police District would appear to have a more acute staffing problem.

Chief Superintendent Gillett indicated that the same service could be provided as when the Transit Patrol was in existence with 233 staff, not 165.

The Victoria Police shall make whatever adjustments are required to staffing levels to ensure that the actual strength of the Transit Police District is 233.

3.3.2 Unsworn Staff

That adequate public service support staff be attached to the Transit Police District to reduce administrative duties undertaken by sworn Police.

Chief Superintendent Gillett advised the Committee that approximately 65% of available man-hours are devoted to patrols. The remaining 35% is allocated to leave commitments, training, transfers and administration. An increase in Unsworn staff (public servants) would reduce the requirements for police to perform clerical and administrative functions thus allowing them to be better utilised on patrol

3.4. Policing

Transit police currently perform a myriad of duties within the public transport system including passenger

protection, property protection, community education, customer service, data collection and administration.

The objectives of the District are:

to increase the feeling of safety and security among the travelling public on transit networks;

to increase the safety and security of the working environment of the employees of the Victoria transit networks;

to reduce the incidence of criminal damage against publicly owned transit vehicles and other property;

to increase detection rates of crimes against persons and property committed on transit networks;

to provide a visible presence on transit networks;

to initiate effective loss prevention programs; and

through the achievement of the above objectives to create an environment conducive to the improvement of public transit systems.²⁶

These objectives are meaningful and realistic and yet fail to place sufficient importance on passenger safety as the single highest priority of the District.

The Mission of the Transit Police District is as follows:

"To ensure the safety and security of all persons using public transport"²⁷

It appears to the Committee that although the mission statement focuses policing towards passenger safety, the objectives spread the deployment much wider.

That the primary focus of Transit Police District be passenger safety.

If the focus of transit police was narrowed to address passenger safety then a change in policing methodology would follow. The first and greatest change to the Transit

Police District needs to be the strengthening of its commitment and focus to passenger safety.

That all duties performed by transit police which are not focused on passenger safety be reviewed and where possible devolved to other service providers.

Police need to establish which duties are not directly related to passenger safety by conducting a review of current duties. Night shift, divisional van and watch house duties make little or no direct contribution to passenger safety. These duties may be undertaken by P.T.C. staff, other agencies, or other police.

3.4.1 Property Protection

That protection of P.T.C. property, especially after hours, be undertaken by District Police and private security companies.

The protection of P.T.C. property including carriages and buildings are a responsibility which private security and geographically located police would be better positioned

to perform. Mobile patrols of stations and stabling yards can be undertaken by private security companies and supplemented by local police.

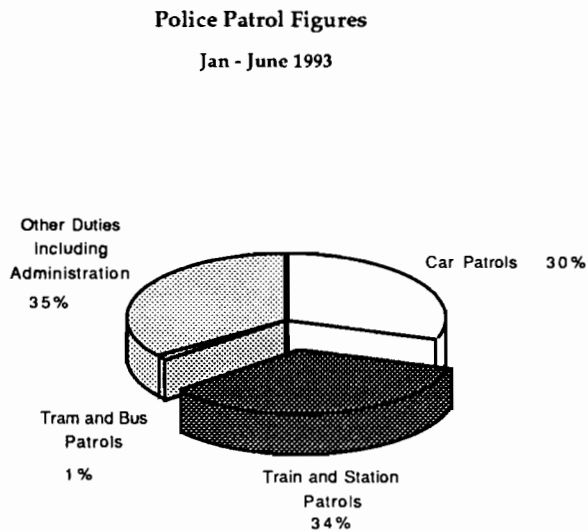
3.4.2 Performance Review

That Transit Police District conduct a performance review to identify the factors which impinge on the level of uniformed patrols of trains.

An examination of police rostering revealed that between 50 and 60 uniformed police are rostered to patrol the rail system on an average day. This includes 8 to 10 members rostered for night shift who work almost exclusively in cars and should therefore not be included in consideration of passenger safety. These 50 or so members, out of an authorised strength of 233, provide protection to passengers over the course of the day. About half of this number, 25, patrol through the evening when the system is considered by the community to be unsafe. This number of uniformed police is considered totally inadequate to patrol the network and every effort is to be made to increase this number. Phil. Lane, a Station Master with the

P.T.C. stated in evidence that, "... the biggest deterrent is the presence of uniform police officers."²⁸

Figure 6.



Source: Victoria Police Transit District

3.4.3 Increased Patrols

That Transit Police District institute practices which will increase uniformed patrol of trains to a minimum 80% of patrol time.

Another area of concern to the Committee was the actual time a patrolling member would spend on trains or stations. With only around one third of patrol time actually spent on the system it is not difficult to understand why members of the general public reported to the Committee that they never saw police patrolling trains. In the 1992/93 fiscal year police travelled over 355,000 kilometres in vehicle patrols which had little effect on passenger safety.

3.5 Regionalisation

The Committee received evidence from Trevor McCullough, a former Transit Patrol Officer regarding regionalisation of the Transit Patrol. Mr. McCullough advised that "...officers were located generally in the same area all the time so they began to get to know a lot of the local people and local offenders and also understand some of the issues that were - in the case of graffiti - very much local issues. So, they became more effective in controlling crime, particularly graffiti, in local areas".

The Committee recognises a number of additional benefits from regionalisation including:

- (a) A more intimate knowledge of specific locations rather than a general knowledge of the network.
- (b) A closer relationship with local P.T.C. staff and businesses within a smaller area.
- (c) Improved communication networks within a smaller patrol area.
- (d) Less travel for police members to and from work.
- (e) A closer relationship with local police for information and co-operation.
- (f) Improved morale resulting from a more defined role in a better work environment through a sense of control of their own problems, work practices and environment.

(g) The most significant benefit would be the potential to increase uniformed patrols of trains through reduced administration of smaller regionalised groups.

Chief Superintendent Gillett advised the Committee that "If I were to try to regionalise our operation at the moment, the number of police actually working on the system would drop because I would have to duplicate some administration and so on."

The Committee acknowledges the expert evidence provided by the Transit Police District Commander but is concerned that a potentially more effective management structure with regionalised transit police may be overlooked.

The Committee is concerned to focus on identified shortcomings in operational efficiency: to focus on getting transit police onto the system as extensively as possible. The Committee argues that regionalisation is a viable option for greater operational efficiency. It considers that: if transit police are dedicated to work on the public transport system as a first priority; and it is emphasised

that a trial period, followed by exhaustive independent analysis of the result of the trial is necessary, then regionalisation may help to address the shortcomings identified by the Committee.

Whilst in New South Wales the Committee visited a regionalised Transit office and spoke at length with officers there. The localised knowledge of the system and its users appeared to be of significant benefit without a cumbersome duplicated administrative requirement.

That Victoria Police regionalise transit police in line with the first Service and Facility Enhancement Program pilot, for a trial period.

The regionalisation of transit police services shall be piloted in conjunction with the establishment of the Service and Facility Enhancement Program which is described in detail in subsequent chapters. A total integrated package incorporating police regionalisation will have the desired impact upon crime and the perception of safe travel.

That regionalised transit police, in line with the Service and Facility Enhancement Program pilot, operate from both staffed and unstaffed Stations.

As part of the trial period, regionalised police should operate from rail stations rather than police stations. This would again increase visibility and encourage police to patrol the system. Both staffed and non-staffed stations should be trialed. Adequate resources will be required to establish the regionalised groups but offices shall be made available by the P.T.C. at staffed and unstaffed stations. Planned and co-ordinated patrols involving multiple train inspections within a District will allow maximum visibility. The aim is to increase uniformed presence on trains and stations and therefore a vehicle would not be required.

Both staffed and unstaffed stations should be utilised during the pilot period to establish if one provides a better policing service to customers. The needs of police, P.T.C. and passengers must be considered.

3.5.1 Evaluation

That an independent evaluation of the impact of transit police regionalisation be undertaken.

The true impact of regionalisation will be adduced from patrons and their perceived safety level under the new system. An important element of the evaluation will be a benchmark of existing customer satisfaction with policing services as well as general train travel. The complexity of the evaluation and the number of organisations involved necessitates it be undertaken by an independent group with the skills necessary to provide advice regarding further regionalisation.

3.6 Communication

3.6.1 Station Audits

That transit police participate in P.T.C. station audits as part of the Service and Facility Enhancement Program .

Police have a significant level of expertise in environment audit and yet seem to have little or no involvement in

P.T.C. audits. Police know what to look for from an offender management perspective, and that knowledge should be employed by the P.T.C. to better enhance their own audit process. Any animosity between the P.T.C. and Police, which has become evident to the Committee during this inquiry, shall be set aside and a co-operative approach taken to all matters of safety and customer satisfaction.

3.6.2 Closed Circuit Television & Video

That transit police be consulted regarding Closed Circuit Television Video application, installation and operation.

Police who patrol trains, stations and interact with the public, offenders and victims have knowledge which is currently not used by the P.T.C. The co-operation between both organisations shall improve and police shall be involved in C.C.T.V. matters.

3.6.3 Information to Police

That the P.T.C. provide timely, accurate incident information to the Transit Police District.

As discussed in the statistics chapter the provision of timely, quality data is most important to effective policing. Information flow to the Transit Police from P.T.C. staff including cleaners, maintenance and security staff is sporadic, delayed and sometimes filtered by management. This shall cease and the P.T.C. shall ensure that information required by police is provided without delay and without management filtering. The P.T.C. is to provide training of its employees in relevant areas to ensure that the information sought is provided.

3.6.4 Information from Police

That Transit Police District provide incident analysis data to the P.T.C. on a regular basis.

The Police shall provide regular incident and trend analysis data to the P.T.C. The desired spirit of co-operation will come from free and open exchanges of information between police and the P.T.C. and their mutual addressing of public perception of safety and actual criminal activity.

That the P.T.C. have immediate access to incident data for the purpose of policy and program development.

The P.T.C. will require from time to time urgent information regarding a specific problem or incident to allow for policy change or staff action. This must be provided on a needs basis by police with follow-up information and support being provided as required.

3.6.5 Customer Service Officers

That transit police provide training support to Customer Service Officers.

The skills and experience gained by police from interfacing with the general public as well as offenders should be shared with Customer Service Officers in a training forum. The role of the officers should be clearly understood by everybody including police and co-operation and skill sharing should exist between the two groups.

3.6.6 General Communication

That Victoria Police and P.T.C. management work co-operatively to provide a safer transport system.

There appears little or no team work, co-operation, co-ordination or integration of police and P.T.C. services. Decisions which impact on both groups are made without consultation. Indirect approaches to the Committee to have matters of dispute resolved highlighted the tension between the two organisations. In the view of the Committee this lack of coherence is having a negative effect on the effectiveness of both groups. They must both adjust to a common purpose and work together at all levels.

There is no evidence to suggest that the abolition of the former Transit Patrol has had any adverse impact on the reported crime figures on public transport in Victoria.

The P.T.C. require information of accurate analysis of crime problem areas when planning capital and recurrent expenditure programs to improve existing infrastructure and provide a safer service. L.E.A.P. data and subsequent crime trend analysis will mean the P.T.C. will now be able

to directly target problem crime areas and allocate sufficient resources to correct the problems confident, that the crime data is the best available to date.

3.7 Summary

The Victoria Police Transit District has been most co-operative with the Committee and has provided extensive statistical data for consideration. The Committee had the opportunity to ride the late night train service with plain clothes police and experienced first hand the interception of youths carrying graffiti implements as well as alcohol affected rowdy groups of youth.

The professionalism of both plain clothed and uniformed police officers is acknowledged and the recommendations and comments made regarding structural changes are aimed at providing alternatives which may enhance the community perception of the system.

The Committee's expectation from the Police, like that of the P.T.C. and the community is for a uniformed police presence on trains and rail stations far in excess of the current service. A better utilisation of existing resources

along with improved communication with the P.T.C. are necessary.

CHAPTER FOUR

ENVIRONS

4.1 Preamble

The Committee has received evidence from members of the public, as well as experiencing travel on trains, and has identified that the part of travel which the transport using public approaches with the most trepidation is not the actual period spent within the confines of a moving vehicle, but rather waiting for, or travelling between connecting modes of public transportation.

Whilst travelling on trains, the presence of other passengers offers the comfort of human companionship plus the perceived strength of numbers. Carriages are usually well lit and therefore any potential threat is readily visible and assessable.²⁹

Alternately, whilst waiting for a train or a connecting mode of transport passengers often feel at their most vulnerable because they are clearly visible and in an

enforced stationary position. They are often alone and an element of personal uneasiness is felt even if there is no sign or evidence of danger.

Proposed reduction in staffing of stations may further add to passenger concerns despite the fact that there is no evidence to prove that the transport system is any less safe because of reduced staffing levels yet many transport users perceive it to be so. Such concern highlights the importance of a security focused station, carpark, bus and tram stop design.

The Committee acknowledges that much has already been done by the relevant authorities. There are still additional positive programs and initiatives designed to increase user confidence which must be implemented.

A transport service without adequate co-ordination, integration and control will never change patron perception, as is desirable in Victoria.

Increased customer satisfaction, confidence and safety are central to the Committee's recipe for a safer transport system as too, are facility improvements in key areas.

The Service and Facility Enhancement Program is the foundation of the Committee's recommendations.

That a Service and Facility Enhancement Program be implemented.

The program incorporates the development of uniform, minimum standards for all rail stations. In addition selected stations on each line will be upgraded to be **Premium Stations** with additional facilities as detailed in para. 4.10.

The program aims to provide for an integrated service incorporating highly trained staff, remote monitored C.C.T.V., increased police presence on the transport network and other initiatives which individually will have substantial impact. When combined, the results will help the service establish total customer confidence throughout the transport network.

4.2 Commercial Development

That the P.T.C. introduce a program to encourage appropriate commercial enterprises to establish businesses within or adjacent to stations in order to create a human presence.

Suburban rail stations are often isolated from commercial enterprises and social gathering points. Furthermore, station design often means waiting areas, platforms and walkways are not visible to the passer-by. This means that when unstaffed, the only people present are those actually travelling.

The absence of large numbers of people for extended periods of time further adds to commuter insecurity and isolation.

This observation led to the Committee's consideration of ways to introduce non-travellers to the station environment to make it less threatening. The most obvious way to encourage an influx of people is to establish business enterprises within or adjacent to stations.

"Development should include commercial, residential and social development."³⁰ Flinders Street steps have become a traditional meeting place which incorporates appropriate commercial facilities and is well policed.

In the inner city and many of the larger regional stations, such developments are already in existence and have proved quite successful, with few exceptions. In Dandenong, the establishment of a hotel next to the rail station proved a major problem. Whilst it introduced people to the station area, it also resulted in intoxicated and sometimes aggressive patrons being an additional threat.

Despite such difficulties, the Committee is of the belief that these schemes are effective where sufficient consideration is given to the appropriateness of the enterprises concerned.

Late closing enterprises which are non-threatening, will not only encourage additional non travellers to the environment, but also provide useful services for public transport users.

4.3 Closed Circuit Television (C.C.T.V.) Monitoring Centre

That a C.C.T.V. monitoring centre be established.

The Service and Facility Enhancement Program relies heavily on the use of C.C.T.V. monitoring and in order for this to work effectively a C.C.T.V. monitoring centre must be established. The operation of the monitoring centre must be undertaken by skilled and professional monitoring experts who are able to provide a cost effective quality service.

4.3.1 Hours of Operation

That the central monitoring centre is to operate 24 hours a day and be staffed at a level to ensure that all C.C.T.V. units installed at Premium Stations be monitored.

The effectiveness of C.C.T.V. depends largely on the way it is used. Images being transmitted must be viewed consistently in order for irregularities to be detected. The central monitoring centre shall therefore be required to

operate 24 hours a day and be staffed at a level to ensure that all C.C.T.V. units installed at Premium stations, as described in para4.10, can be monitored and all alarm activations can be attended to immediately.

4.3.2 C.C.T.V. Operation.

That all C.C.T.V. cameras be motion sensitive and record upon activation.

The C.C.T.V. monitoring segment of the Program uses several different types of monitoring - duress alarm activation, motion sensitive camera and those which are constantly viewed.

Unless otherwise specified, all C.C.T.V. units will be motion sensitive and so commence to record and transmit as soon as movement consistent with human activity occurs in range.

4.3.3 C.C.T.V. Testing

That the operation and serviceability of each duress alarm and C.C.T.V. unit be tested on a twice daily basis.

As previously mentioned in order to maintain the public's trust in the system all aspects and facilities must be consistently reliable. Duress alarms and C.C.T.V. systems shall be checked on a twice daily basis. This can be done from the central monitoring centre routinely each morning and evening. Any faults should be immediately reported and repaired as soon as possible

In addition local police patrolling the area, P.T.C. staff and transit police should all be encouraged to check the operation of such equipment when inspecting stations.

4.3.4 C.C.T.V. Damage

That all C.C.T.V. units be fitted with an alarm system so that the relevant monitoring office is automatically notified if damaged.

In the past, one of the major problems with C.C.T.V. systems has been the deliberate vandalism of the cameras. Through discussions with C.C.T.V. security consultants,

the Committee has confirmed that reinforced C.C.T.V. units can be built to withstand and continue to record/transmit during a direct attack.

Using a vibration sensitive trembler switch, the monitoring cameras will automatically project an image to the monitoring unit if any attempt is made to damage the camera, duress alarm or microphone/speaker unit.

This will be displayed within the monitoring room with a signal to draw attention to the particular visual display.

This way monitoring staff can continue to view what is happening at the station, talk to participants/victims, record for later identification or evidence and dispatch a police unit and repair team where necessary.

4.3.5 C.C.T.V. Recordings

That C.C.T.V. units on activation automatically record and that recorded tapes be held for a period of not less than two weeks.

In the past C.C.T.V. tapes have frequently been used to identify perpetrators or as evidence against them; however tapes cannot be stored indefinitely. In order to ensure these are available to the police, P.T.C. and other relevant organisations when needed and are not prematurely deleted, it is felt that the monitoring centre should be required to hold the tapes for at least two weeks after recording.

4.4 Rail Stations

That the P.T.C. immediately conduct environment safety audits at all Rail Stations to ensure all areas have maximum visibility for passengers, staff and where applicable, surveillance cameras.

In the past a number of safety audits were conducted on rail stations, however recent changes in the industry means that information gathered may be old or inconsistent.

To ensure the success of the Service and Facility Enhancement Program it is the Committee's opinion that decisions should be based on the most current data

possible and for this reason, new audits shall be conducted by the P.T.C., with the active involvement of police. It is also felt that audits should be conducted with consideration given to the specific goals of the program and the recommendations set out in this document.

In conducting the safety audits, particular consideration must be given to lighting levels and camera visibility to aid in the introduction of C.C.T.V..

That the P.T.C. institute an environment redesign program to address matters identified during safety audits.

Once all difficulties have been located by the safety audits then a plan of redesign must be developed and followed to ensure that the necessary alterations are successfully completed at each station to eradicate these problems.

4.5 Lighting

That the P.T.C. upgrade the standard of lighting to a standard determined by safety audits at all stations, with

particular emphasis being placed on platforms, pedestrian walkways, carparks and waiting areas.

Improved lighting is one of the best ways to increase both personal safety and the public's perception of safety in most environments. If visibility is high, further risk assessment by the individual becomes easier, allowing them to deal with a known quantity as opposed to an imagined terror.

This is true of rail station environs and indeed in recent times the P.T.C. has substantially upgraded its station lighting throughout the system.³¹ Whilst the Committee wishes to congratulate the P.T.C. on work already carried out in this area, site visits by the Committee revealed the requirement for additional lighting work.

During this inquiry, the Committee, accompanied by plain clothes members of the Transit Police District visited many metropolitan and suburban rail stations. These inspections occurred from dusk to the early hours of the morning and provided the perfect opportunity to view stations at a time when many passengers feel most vulnerable.

Such visits drew the Committee's attention to the standard of lighting, which appears to vary from station to station. At some stations all areas are well lit, while at others gaps in the lighting system mean sections may be shadowed.

This view was confirmed by Ian Dobbs, Chief Executive Officer, P.T.C. in evidence given to the Committee at a public hearing on 25 August 1993 at which he stated that he was, "... not happy with the standard a lighting that we (the P.T.C.) have put in on some stations."³²

4.5.1 Lighting Times

That all stations maintain full lighting levels until at least 30 minutes after the last train and 30 minutes prior to the first train, after which time lights revert to a minimum level.

As trains cease to operate shortly after midnight, it is apparent that these lighting levels do not need to be maintained all night, but rather could be reduced to a minimum level at a time when all patrons could reasonably be expected to have left station's environs. This

will conserve energy as well as offset some of the costs of additional lighting installation.

After consideration of connecting transport time tabling, and vehicle difficulties the Committee was of the opinion that all legitimate patrons should, even in the most extenuating circumstances have left the stations' environs within thirty minutes of the last train.

That after hours lighting be controlled by motion sensors to illuminate environs when movement is detected.

After hours, the non-key lights shall revert to a motion sensitive activation system. This shall ensure that should someone enter the station environs the lights will be activated providing light for the benefit of not only the person entering, but also for C.C.T.V. monitoring. Motion activated lighting will remain on until a reasonable period after the movement ceases.

4.6 Time Tabling

That current and accurate timetables be clearly displayed in large print on all platforms, waiting areas, ticket areas and carparks.

In order to provide an adequate service it is important for patrons to be aware of operation times. An essential ingredient of the Service and Facility Enhancement Program is for the system to be perceived as reliable.

From a personal safety perspective, the frequent display of accurate time tabling will help avoid long and needless waiting periods for individuals and their associated perception of vulnerability. For the convenience of patrons, timetables should be readily visible on all platforms, ticket areas, waiting areas and carparks.

That the P.T.C. ensure timetables of all connecting transport modes are co-ordinated.

As stated previously, many people find it inconvenient and perceive it as unsafe, to travel on foot to and from a

connecting mode of transport or to wait for prolonged periods of time. This is particularly so after dark.

Patron's perceptions of an unsafe system can be improved by reducing opportunities where they may feel vulnerable. This can in part be achieved by ensuring that the time tabling of all connecting modes of transport is co-ordinated.

Tim Grant, Public Transport Users Association stated in evidence to the Committee that, "... connections between public transport modes (must) be improved to reduce waiting times."³³

Other modes of public transport should run directly to and from rail stations where possible and timetables shall be designed to produce the effect of passengers having a near continuous journey where practical.

4.7 Waiting Areas

That Service and Facility Enhancement Program waiting areas be established on all platforms.

Waiting areas shall be established on all station platforms. The Committee considers that a suitable area should be selected on each platform during the safety audit and improved to the minimum waiting area standard.

This will simplify the installation of security features as they will be concentrated in one area and offer all passengers an area to wait where they are guaranteed the accessibility of certain comfort and security features.

Waiting areas need not be enclosed, but should offer comfort features such as shelter, seating and disabled access. There should be one on each platform to ensure that they are easily accessible and convenient for all passengers irrespective of the direction in which they are travelling.

It is the Committee's belief that when using a rail station, passengers should be assured of the availability of a consistent and minimum number of features.

4.7.1 Telephones

That all waiting areas have installed direct dial public telephones with free call facilities to emergency services and a local taxi company.

During inspections, Committee Members found some telephones to be situated in remote or isolated sections of the stations. The P.T.C. in conjunction with Telecom have already installed quick dial facilities in some telephones. This is an excellent idea, as it reduces the call time in an emergency situation; however for patron reassurance, they should be available on all waiting area telephones. These should provide quick-dial, free call facilities to all emergency services, R.A.C.V., the C.C.T.V. central viewing unit and a local taxi company.

4.7.2 Telephone Operation

That the operation and serviceability of all telephones be tested daily.

Once the public's perception of stations has been altered through the facilities provided as part of the Service and Facility Enhancement Program, it is important to ensure that all equipment is operational on a daily basis. Should a telephone be found to be out of order, this must be reported immediately and repairs undertaken as soon as possible.

The underlying idea of the Program is that patrons will be guaranteed a minimum standard of safety features, consistently provided. If equipment doesn't work then public perception will again deteriorate.

4.8 Local Police Patrols

That local police shall patrol unstaffed stations.

Some Police Districts in Victoria such as Dandenong already routinely patrol rail stations and surrounding environs. This is in addition to transit police patrols and helps reassure patrons by providing a higher uniformed police presence on the system.

This appears to have been successful in targeting and combating specific trouble spots on the transport system. The regionalisation of transit police to rail stations, both staffed and unstaffed, will not reduce the need for local police to patrol and visit stations.

4.9 Safety Features

4.9.1 Duress Alarms

That all waiting areas and platforms be fitted with a duress alarm .

All waiting areas shall be fitted with a monitored and voice responsive duress alarm positioned so as to be easily reached by children, adults and the disabled.

4.9.2 Closed Circuit Television Video (C.C.T.V.)

That all duress alarms be connected to monitored C.C.T.V. cameras.

C.C.T.V. shall be installed in all waiting areas and on platforms, in sufficient numbers to ensure that the whole area is visible.

In the past C.C.T.V. cameras have been used on the Victorian transport system to enhance security. These cameras have been useful to identify offenders however they only record events; they do not transmit directly to surveillance staff. Whilst the presence of these cameras may have prevented some offences, those committed were only recorded for action to be taken at a later date.

The Committee was advised that, "A video surveillance system is of no value for taping crimes where the only benefit is the punishment of the perpetrator; it does not provide the victim with immediate help."³⁴ Although the recording images provides physical evidence which is important in the apprehension and conviction of offenders it does little to prevent crime. It also does nothing to make passengers feel safer.

Whilst interstate the Committee inspected sites where C.C.T.V. units capable of filming through a very small hole

are installed and transmitting directly to a remote monitoring base.³⁵ The picture quality was first rate even in subdued lighting. This technology is far superior to the cameras currently installed on P.T.C. property which appear dated.

Information gathered during this inquiry shows that such cameras are being used successfully interstate. They are harder for vandals to detect and disable than traditional mounted cameras.

4.9.3 C.C.T.V. Location

That sufficient motion sensitive C.C.T.V. cameras are installed so that all public areas are visible.

Rail passengers should be able to feel safe in the entire environment, not just in designated waiting areas. To achieve this motion sensitive C.C.T.V. cameras shall be installed so that all public areas are visible. This will include all areas of the station frequented by the public, such as pedestrian walkways and access ramps.

Furthermore, site visits have made it apparent to the Committee that some station areas are visually obscured from the road, businesses and public waiting areas. These blind spots result from flaws in station design and are of particular concern, because even if people are present in other parts of the station, they will remain out of sight.

Members of the travelling public often perceive these areas unsafe; seeing them as potential areas for attacks, and it is therefore clear that preventative steps must be taken to stop these fears becoming a reality.

The Committee acknowledges that it is unrealistic to rebuild all stations and so recommends that such areas which are detected in safety audits be fitted with motion sensitive C.C.T.V. units.

4.9.4 'Dummy Cameras'

That 'dummy' cameras shall not be used as part of the Service and Facility Enhancement Program.

Large cameras are often displayed in the hope of acting as a deterrent and 'dummy' cameras used for the same reason at a more economical cost. The Committee has considered the appropriateness of 'dummy' cameras within the Service and Facility Enhancement Program and believe that they are counter-productive in building consumer confidence in the transport system. It is felt that the use of inoperable devices undermines further the confidence of patrons and may ultimately lead to felons 'taking a gamble' on them not working. Even if this scenario were only to occur once during the Service and Facility Enhancement Program's operation, it would put its effectiveness into doubt and user confidence would decline. The P.T.C. cannot afford to "pretend" to offer a safe system.

Concealed cameras which are guaranteed to be functional shall be used with an extensive advertising and signage program to market their placement and effect.

4.9.5 Camera Monitoring

Not all C.C.T.V. units will be constantly viewed, but rather, will be motion sensitive so they will automatically

activate whenever movement is detected in their viewing range, or when a duress alarm is activated, and continue to film for a period of 30 minutes following activation.

Monitoring staff will also have the option of activating the cameras periodically to test them or to verify reports from members of the public.

As a back-up facility, cameras in waiting areas will also be activated by a duress alarm. Such buttons must be placed in an easily accessible position and be clearly displayed.

When the duress alarm is activated, the image transmitted to the monitoring station will automatically appear on the screen with notification that it is an emergency activation, and demand precedence over routine monitoring.

4.9.6 Testing C.C.T.V. and False Alarms

It is not the Committee's intention that the activation of duress alarms, when no emergency exists, should be an offence. Rather it is felt that in order for security

technology such as C.C.T.V. units to be reassuring, test activation by patrons should be encouraged.

Passenger testing will prove to patrons that the cameras installed are not 'dummies', are actually working and that security personnel are viewing transmissions should they require assistance.

It should be emphasised that patrons should not have to wait for a legitimate 'emergency' situation to find out if a camera is working.³⁶

4.9.7 Direct Communication

That all waiting areas and platforms be fitted with a speaker/microphone unit to enable direct communication between travellers and security staff in an emergency situation.

Once a camera is activated, especially by duress alarm, it is important for monitoring staff to be able to evaluate the situation which they are witnessing. This is not always

possible through viewing alone. Staff need to be able to communicate with the person activating the alarm.

This can be achieved by installing a two way speaker /microphone unit which would be activated when the duress alarm button is pushed. The existence of such equipment will enable the person monitoring to reassure travellers who are simply testing the button, discuss the nature of the problem or attempt to discourage aggressors if need be. Noise signifying activity not visible in the cameras field of view will also be audible so staff may be able to detect if someone is hiding.

It is important that monitoring staff be trained in negotiation and crisis management as they will be the only ones in direct contact with attackers/victims should a life threatening situation ever arise .

4.9.8 Station Emergency Lights

That a flashing green emergency dome light linked to the monitoring unit be installed at a high, clearly visible point on all stations.

In New South Wales and Queensland the Committee gathered information relating to the use of flashing green emergency lights on taxis and feels it appropriate to extend this practice to the rail system of the public transport network in Victoria.

This light would be situated at a high point on the station where it would be visible to passing motorists including police vehicles and pedestrians. It would not be activated automatically, but rather by C.C.T.V. monitoring staff once the situation has been evaluated and identified as a genuine emergency.

Research in other states found a flashing green light most appropriate because it is not commonly used by emergency service groups and is easily recognisable.

A public education program will be required to ensure members of the public do not become vigilantes. The community should however be encouraged to support each other in times of need. In some circumstances the mere presence of other people will often diffuse a situation.

4.9.9 Alarm Activation

That activation of a duress alarm will automatically and instantaneously alert the monitoring station for action.

All duress alarm activation will be assessed by the monitoring point. This process may include discussions via microphone/speaker unit with the passenger activating the button to ascertain the exact scenario prior to action.

This will also serve to help identify prank or experimental calls and warn off attackers.

That when necessary, police shall be notified and a unit dispatched to the location.

Monitoring staff will after assessment of an emergency call contact police when there is any danger to those present at the station. It is important that staff in this position be appropriately trained in emergency procedures to ensure that their judgements are correct.

Monitoring staff shall also call any other emergency services required and ensure that transit police are notified in writing of all crimes and reports on the system.

4.10 Premium Stations

In addition to upgrading all stations to meet the requirements of the Service and Facility Enhancement Program, the Committee considers it essential to develop key or 'node' stations to an even higher standard.

That Premium Stations will have the same safety features as other stations including direct dial telephones, duress alarms and lighting,

Premium Stations shall incorporate all of the quality safety features of Service and Facility Enhancement Program stations but shall have additional features which will allow passengers to make a personal choice: of using stations upgraded under the Service and Facility Enhancement Program; or to take advantage of the facilities incorporated in a Premium Station.

That Premium Stations be established on a line by line basis commencing with a trial line.

The establishment of Premium Stations should be on a line by line basis to maximise the program's potential. Selecting and upgrading the appropriate stations of an entire line allows proper evaluation of the results of the program.

A number of Premium Station shall be established on each line after consideration of accessibility distance, other modes of transport and car parking.

The Committee feels that the implementation of this program should be adopted in conjunction with the P.T.C.'s existing staffing policy and the introduction of ticket vending machines. This should ensure a smooth transition to an enhanced customer service based network.

4.10.1 Staffing

That Premium stations will be staffed until at least 30 minutes after the last train.

The Committee considers that the travelling public should have the option of being able to elect to travel to or from a staffed station and have incorporated this as one of the features of Premium Stations .

The service provided by station staff can be enhanced by staff being moved from station offices into high visibility information booths placed on platforms.

To enable passengers enough time to exit Premium Stations they must be staffed consistently during operational hours. This means that staff must be present thirty minutes prior to the first train and until thirty minutes after the last train.

It is unreasonable to expect patrons to travel long distances to a Premium Station so the Committee feels that these stations should be situated on each line at regular intervals. This will also help to ensure that Premium Stations are well patronised. Whilst the Committee sees that it is not appropriate for it to designate which stations should be made Premium Stations, it does wish to emphasise that the success of this Program hinges on the

careful consideration and positioning of these stations within the system as a whole.

Early and late train users can feel more vulnerable as user numbers are low during these times.

4.10.2 Connecting Services

That the P.T.C. ensure all Premium Stations have adequate access to convenient connecting transport.

Public transport patrons must feel secure in travelling to and from Premium Stations and furthermore access to these stations must be convenient. It is necessary to ensure that connecting modes of public transport are available in close proximity to Premium Stations, and that transport modes are co-ordinated. Waiting times must be kept to a minimum.

4.10.3 C.C.T.V. Monitoring

That Premium Stations be installed with C.C.T.V. surveillance cameras on platforms and waiting areas

which will be constantly viewed at the central monitoring unit until 1 hour after the last train.

As previously mentioned, even when a station is staffed, patrons spend the majority of their time out of the view of staff and for this reason C.C.T.V. must be used as a back-up security measure. An increased staff profile as discussed in para. 4.10.1 is required in conjunction with C.C.T.V. installation.

The Committee considers it important that all areas of Premium Stations be under constant surveillance when people are using the facilities to ensure the immediate identification of any problems.

The remote monitoring centre will monitor cameras on a short rotational basis. Duress alarm activation's are to take priority.

4.10.4 After Hours Monitoring

That Premium Station C.C.T.V. units shall revert to motion sensor and duress alarm activation 1 hour after the last train.

After hours, C.C.T.V. units in Premium Station environs will revert to motion sensitive activation. Duress alarms will be located in the waiting areas and car parks of Premium Stations and these will also be operable during these hours.

4.10.5 Car Parks.

That Premium Stations will have a C.C.T.V. surveillance unit suitably located in the carpark.

Premium Stations will have C.C.T.V. cameras in the carpark to offer added security to those patrons who have elected to travel by car to a Premium Station. These cameras shall also be monitored throughout operating hours.

Premium Station Car Parks shall be equipped with Duress Alarms.

Duress alarms are required in car parks which are felt to be unsafe at the present time and are often some distance from the waiting area button.

That Premium Station carparks be expanded where required.

It is important that Premium Stations be available to those commuters wishing to use them . The Committee does not wish such patrons to be discouraged from their use because of a lack of parking space. It is therefore a recommendation that, where possible, Premium Station carparks be expanded to meet expected demands.

4.10.6 Passenger Escorts

That a security escort be made available to passengers from a Premium Station to the carpark and that the carpark be randomly patrolled between trains.

The use of security escorts to carparks was trialed with several Victorian Higher Education campuses including R.M.I.T. (formerly Philip Institute of Technology) during the late 1980's and early 1990's. These services were found quite successful in easing user concerns over safety, particularly among female students.

Such services are not time consuming, nor dangerous. They are a tool to alter the perception of the public. The Committee feels that it is therefore appropriate that such facilities be offered at Premium Stations. A Security escort should be made available from a designated and advertised point, most likely the waiting area after each train.³⁷ Staff who undertake these escorts and patrols may require additional training in order to carry out these tasks.

4.10.7 Station Signage

Premium Stations be signed and clearly marked on train timetables.

Premium Stations must be clearly identifiable to the general public. They must be clearly signed and be identified on all train timetables be they audio or visual.

4.11 Marketing

That the Service and Facility Enhancement Program be extensively marketed both locally and state wide to ensure all patrons are aware of what the program offers.

Success of the Service and Facility Enhancement Program including Premium stations depends on the support of those organisations involved and the travelling public. The program must therefore be widely marketed, to ensure that members of the public are aware of what it entails and how the facilities it provides can be of assistance to them.

4.12 Program Evaluation

That the Premium Station section of the Service and Facility Enhancement Program be independently evaluated and any necessary modifications made.

Once an entire line has been upgraded and in operation for a reasonable period of time, for example 6 months, the Program should be independently evaluated. It is important that all relevant parties including police, patrons, unions and the P.T.C. are involved in this process.

It is likely that many problems with the Premium Program will not be identified until the trial line is completed. It is hoped therefore, that the evaluation phase will identify

any required modifications to the program's structure or implementation process.

There should be some form of ongoing performance audit of Premium Stations - to include compliance with all the random checks or duress buttons, phones and Automatic Ticket Machines.

CHAPTER FIVE

GENERAL

5.1 Preamble

The Committee has identified scope to modify current transport legislation in order to deter criminal offenders and provide safer public transport.

It is apparent that laws relating to the possession of prescribed weapons and items like graffiti implements are too ambiguous or loose in definition. Present laws provide no real deterrent to persons offending on Victoria's public transport system.

5.2 Graffiti

Ian Dobbs, Chief Executive Officer of the P.T.C advised the Committee that at least sixty-five trains per week are damaged through vandalism. Mr Dobbs also reported the cost to the Victorian taxpayer in 1992-93 for vandalism and graffiti on public transport was approximately \$11.2

million dollars; other costs like negative public perception are difficult to define. Approximately 1000 rail carriages require fresh graffiti paint removal each working week.³⁸

That the Transport Act (1983) be amended to prohibit the carriage of prescribed graffiti implements on the public transport system.

The Transport Act (1983) currently allows any person with a 'lawful excuse' to possess graffiti implements on trams, trains, buses, or P.T.C. property.

The Committee considers that persons who commit acts of vandalism by graffiti or other means should not be permitted on the network. The first step down this path is to prohibit graffiti implements to be carried. The aim of these changes will be to eradicate any ambiguity in current law relating to the possession of any prescribed graffiti implements and to give a clear message to potential offenders.

5.2.1 Search Powers

That the Transport Act (1983) be amended to permit authorised officers to search persons and seize graffiti implements.

The Committee accepts that people may have a lawful purpose for possession of prescribed graffiti implements. However the Committee is concerned that currently the Transport Act provides little authority for Police or any other authorised person to search and or confiscate from any suspect on P.T.C. property, any graffiti implement which may have or is intended for use in crime against Corporation property.

Police have insufficient powers for dealing with known graffiti vandals operating on the public transport system. Persons carrying multiple graffiti implements on P.T.C. vehicles or property, late at night in particular, are virtually untouchable unless observed and detected committing an actual offence. The Committee considers it reasonable to assume that suspects in possession of large numbers of prescribed graffiti implements have previously

committed crimes against property or that it is their intention. Predictably it will be against public transport assets.

It remains important for the police and the P.T.C. to monitor the impact of proposed new police powers to ensure patrons with legitimate possession of graffiti implements are not disadvantaged or their rights infringed. The Committee expects that police shall exercise discretion when assessing the criminality of persons found with graffiti implements.

5.2.2 Search Warrant

That the Transport Act (1983) be amended to allow Victoria Police to gain a warrant to search property and seize suspected items used for offences against or on P.T.C. property.

Currently transit police regularly use search warrant provisions obtained under the Crimes Act to search the premises of suspects thought to have committed offences like graffiti vandalism on P.T.C. property. As most graffiti

damage constitutes a summary offence under the Transport Act a specific power to gain a search warrant is required to enable any police to carry out their duties.

As transit police in the execution of a search warrant are generally searching private or commercial premises for evidence of offences committed against the Transport Act. The Committee believes that they should be provided with such a warrant provision under the appropriate Act, thus avoiding potential challenge in court or future ambiguity.

5.2.3 Funding Graffiti Programs

That the Public Transport Corporation shall cease funding Graffiti Programs.

Currently the Public Transport Corporation continues to fund graffiti programs. The P.T.C., as a victim of 'graffiti vandalism', should cease funding graffiti painting programs.

Transit police evidence suggests that the distribution of graffiti implements, aided by P.T.C. funding, is poorly

monitored by youth agencies. Often spray cans intended for 'legal' work finish in the hands of offenders vandalising P.T.C. property.

5.3 Weapons

That an immediate review be undertaken into existing prescribed weapons legislation with the intention of increasing the number and types of weapons prohibited on public transport.

It is acknowledged by the Committee that many implements are used for illegal purpose on public transport. At present suspected offenders on public transport are entitled to possess a variety of weapons, such as large knives, without contravening legislation.

Unfortunately current legislative provisions detailing the types and or varieties of prescribed weapons prohibited for cartage on public transport do little to prevent suspected offenders possessing large knives or similar military style combat implements, providing any such suspect has a reasonable excuse for possession and has not

demonstrated an immediate attempt to use the implement unlawfully.

Transit police have advised that likely suspects rarely display unlawful behaviour in the presence of uniformed or suspected non uniformed police members and thus the weapon is only used against victims when the offender suspects he or she is not likely to be detected.³⁹

This inquiry believes any suspect found in possession of a prescribed weapon should be required to prove beyond reasonable doubt that the weapon is possessed for lawful purposes exclusively; failure to do so should mean that the weapon is confiscated by authorities and the suspect duly charged.

5.4 Restitution Orders.

That the Transport Act (1983) be amended to provide for mandatory restitution orders.

The cost of replacement of damaged property and graffiti, estimated as in excess of 11.2 million dollars is currently

born by the community through P.T.C. expenditure. Where offenders are charged and subsequently the case found proven in a court of law, the offender shall be ordered by the Court to make financial restitution to the Corporation.

At present preliminary evidence suggests Victorian courts rarely award costs in favour of the Public Transport Corporation when graffiti offenders are brought before trial. Most graffiti vandals charged with such offences under the crimes act are processed before the Children's Court as the age of many suspects is below sixteen years. A separate chapter of this report will deal with the appropriateness of existing penalties and their effectiveness with particular focus on the Children's Court.

It is recommended that charges proven against any offender found to have deliberately damaged public transport property whether by graffiti vandalism or other means shall make the offender financially responsible for the repair and or replacement cost of such property.

5.4.1 Parental Responsibility

That parents of juvenile offenders be held financially accountable for their child's actions.

Many parents already assume responsibility for the actions of their children as is appropriate. When children are very young, perhaps eight or nine years, parents pay for the broken window or the damaged plant which their child caused. As children get older some parents abrogate their parental responsibility and take the easy way out. The Committee views this as unacceptable and considers that parents are in fact responsible for their children until the children reach the legal status of adults.

Some parents of young offenders adopt a careless and irresponsible attitude towards the supervision of their children. Evidence cited to the Committee provided alarming and disturbing examples of children remaining unchecked for prolonged periods, and a lack of sound guidance and parental discipline.

The Committee strongly believes that minors in our community should identify with behaviour of adults which encourages respect for other people's property and personal liberties. To this end parents who care little about supervision and reasonable discipline of their children must assume ultimate responsibility for offences committed by their children.

It is unfortunate that a recommendation forcing liability on parents in default of a minor for restitution where ordered, is required. Nevertheless it now seems timely for the community to demand a proper level of responsibility from parents who fail to do so of their own accord. It is the wider, responsible community who are inconvenienced and financially penalised by the actions or inaction of the irresponsible and this inequity must be addressed.

This recommendation will impact on the minority of parents, and the Committee feels that the vast majority shall welcome such reform.

5.5 Safety Features on Trains

That C.C.T.V. cameras shall be installed on selected suburban trains.

In evidence on 25th August 1993, Mr Ian Dobbs endorsed the use of C.C.T.V. and other technical aids to assist in crime prevention. Mr Dobbs also stated that C.C.T.V. systems are deterrents particularly if people, especially suspected offenders, believe they are being watched.⁴⁰

To curb crime on trains the installation of monitored closed circuit television cameras is a positive step. It follows that the use of C.C.T.V. cameras on trains be in conjunction with other initiatives to ensure an appropriate balance of security.

Where possible C.C.T.V. monitors shall be installed in at least one carriage of each train and advertised on that carriage. The Committee witnessed "Blue Light" carriages in New South Wales where enhanced facilities are targeted to individual carriages. A similar system incorporating

better services on at least one carriage per train, shall be provided for during the hours of darkness.

The Public Transport Corporation shall install patron activated duress alarms on board all trains.

Both regional and suburban trains shall have duress alarms for passengers. Logically, such alarms shall be sign-posted and positioned in conjunction with on board C.C.T.V..

By installing cameras and duress alarms in the designated carriage of every train, for example, you effectively create a Service and Facility Enhanced carriage. Women in particular should benefit from such facilities and may well be encouraged to patronise trains more at night.

Duress alarms must be monitored by a central agency who shall respond immediately to calls for assistance. The monitored C.C.T.V. will help in assessing the urgency of the situation.

Announcement and loud speaking facilities for the single carriage should be evaluated as a complementary safety measure to the C.C.T.V.

A monitor may be placed in the driver's compartment to enable the driver to assess duress alarm activations. Where the driver or the remote monitor is able to establish a false alarm the duress alarm may be reset.

The Committee has been advised that the technology to transmit from moving trains exists but may still be in need of refinement in the long term.

At present only one train has C.C.T.V. operating on the Met system. It therefore remains difficult to thoroughly assess the value of C.C.T.V. on trains until a proper trial with more units is undertaken.

5.6 Stabling Yards

That the Public Transport Corporation shall upgrade security at train stabling locations.

At present the most extensive graffiti damage to trains occur when they are stationary in stabling yards awaiting their next turn of service.

Trains stabled overnight are often targeted by graffiti vandals seeking the cover of darkness and easy access to vehicles.

Unfortunately many existing secured stabling yards like North Melbourne are ineffective as staff frequently leave gates and access points open at the end of shifts. Graffiti vandals are given easy access to stabled trains. Design flaws like overhanging trees near fences are too commonly found at stabling facilities like North Melbourne. In this instance transit police advise this Inquiry that despite repeated complaints to the P.T.C. remedial action has not been undertaken.

Amongst the most serious of design flaws within existing stabling yards is the lack of C.C.T.V. monitoring. Like any security system, often the best preventative crime measure is a balance of different complementary resources. Graffiti attacks on many trains occur if the offender believes he or

she has little chance of being detected. Even at locations like Flinders Street Yard stabled trains are frequently attacked by vandals who avoid detection by hiding between parked carriages.

An increase in stabling yard security, which must include staff diligence, C.C.T.V. monitoring, positioning of trains, lighting improvements, and increased police patrolling is overdue. C.C.T.V. can be set up to trigger an alarm activated by human motion, yet not set off the alarm when a train passes through the camera's view.

5.7 P.T.C. Standard Operating Procedures

That the Public Transport Corporation develop a set of Standard Operating Procedures to deal with crime prevention and victim assistance.

Evidence received by this inquiry indicates that no well publicised and adopted Standard Operating Procedures exist in the public transport system apart from those governing Train movement and signalling practices commonly termed 'Safe working Regulations'.

It is considered necessary that the P.T.C. Standard Operating Procedures include aspects and advice for staff dealing with unruly passengers, victims of crime, damage to P.T.C. property, Police attendance and emergency situations. Training may be required following the development of the procedures to ensure that staff are familiar with components relevant to their work place.

For staff dealing with victims of crime, a complete check list detailed within the Standard Operating Procedures manual should enable all legal and P.T.C. procedural matters to be satisfied. Incident reports should be explained in Standard Operating Procedures enabling the Police to commence maintaining accurate statistics on reported offences occurring on the network.

5.8 Bus and Tram Stop Lighting

That the Public Transport Corporation, The State Electricity Commission, local Councils and the private sector be encouraged to work collectively to improve the

lighting standards at bus and tram stops throughout metropolitan Melbourne.

Much concern relating to personal safety on public transport can be linked with perception as discussed in earlier parts of this report. Poorly lit bus and tram stops portray a less than safe impression to intending patrons particularly late at night.

It is noted that P.T.C. resources are not infinite and thus lighting upgrade programs are often slow. Lighting upgrades of bus and tram stops, normally situated on main roads and in well patronised areas of most municipalities, should be the joint responsibility of local Councils, the P.T.C., the State Electricity Commission and the private sector.

To this end funding for such programs should not be the exclusive responsibility of the Public Transport Corporation but rather the collective responsibility of all four bodies. It is suspected that once lighting inadequacies are identified on tram and bus stops a multi agency contribution will expedite the required upgrades far more

quickly than if the P.T.C. were to retain exclusive responsibility for such program capitalisation.

The Secretary of the Department of Transport should take responsibility for co-ordination of this program.

5.9 Multi Modal Interchanges

That the P.T.C. undertake a review and increase where possible the establishment of multi modal interchanges.

Undoubtedly the establishment of multi modal interchanges will enable increased centralised transport patronage within metropolitan and regional Victoria. The benefits of sizeable interchange points within any transport network are being realised world-wide including Australia. Locations like Roma Street in Brisbane, Sydney Central Station, and our own Spencer Street Station are all fine examples of the security benefits derived from concentrated multi modal facilities. Given the limitations of Tram routes it is advisable that any planned future interchanges in Melbourne be located near to existing tram

and train lines. Many areas in Melbourne have tram and train routes running parallel.

As the Melbourne population demographics indicate growing residential de-centralisation the concept of multi modal transport facilities positioned in outer Melbourne suburbs is logical. From a personal safety aspect the convenience and security features generally associated with multi modal interchange facilities will enhance the attitudinal and perception factor of most patrons regarding isolated tram or bus stops.

It is thought that the long term cost benefits associated with multi model interchange facilities achieved through increased patronage and concentration of security resources should significantly offset the construction cost of such facilities.

5.10 Tram and Bus Stop Information

That the Public Transport Corporation provide an updated timetable facility at tram and bus stops throughout Melbourne.

Already it is understood by this inquiry that the P.T.C. have engaged a minor review of audio on line time tabling for tram and bus stops.

Apart from the obvious information benefits of updated on line audio time tabling availability at tram and bus stops, a further benefit would be the positive impact on patrons' perception of personal safety because of the knowledge that a bus or tram is approaching.

Patrons' precise knowledge of tram or bus whereabouts may well help people to make informed decisions whether to await the vehicle's arrival or leave the stop, particularly if they feel in any way unsafe or threatened.

With available technology this inquiry believes that the incorporation of some form of patron activated distress alarm monitored by a central agency could be incorporated into the audio timetable technology.

If print timetables remain in use, a bold, large print feature is strongly recommended.

5.11 School Buses

That the Department of Transport encourage school councils to accept greater responsibility for the behaviour of their students on bus services.

That when wilful damage to such bus services is attributable to identifiable students, those students or their parents should pay for the damage to the bus.

At present some School Councils appear to accept little consistent responsibility for student wilful damage to bus services providing transport for known school groups to and from school locations.

It is recognised by this inquiry that at times it remains difficult to accurately determine the identity of offenders when investigating property offences against School Bus Vehicles, however it is also determined that Bus providers should not bear the entire responsibility for investigation and subsequent penalty administration.

Clearly School Councils are in a better position than Bus Companies to administer a penalty for students known to have disrupted lawful transport through actions of improper behaviour or vandalism. To this end the above recommendation should relieve the existing unfair burden on bus proprietors.

5.12 Student Education

That an education program co-ordinated between the Police Schools Involvement Program, the Transit Police District, and the P.T.C., be provided to schools in Victoria.

At present the Public Transport Corporation, the Transit Police District and elements of the Victoria Police conduct schools education programs.

It appears that individual agencies prepare literature and visit schools in a fragmented manner. All are trying to achieve the same objectives: to inform children about safety on Victoria's public transport service.

To this end this Committee feels that the Victorian Police and P.T.C. should focus resources and provide common literature briefings to targeted schools.

The Committee feels a unified school based transport education campaign will achieve the best results.

5.13 Staff Training

That the Public Transport Corporation shall provide training to staff in the areas of customer relations and crime prevention.

In line with previous recommendations it is important that all staff especially those working at Premium Stations have sufficient training to deal with customers and their problems.

At present many operational staff appear to lack adequate knowledge to deal with victims of crime on the system. Women victims of crime are an area of particular concern to the Committee.

As stations are developed under the Service and Facility Enhancement Program staff will be required to carry out a wide range of additional duties which relate directly to customer needs. It follows that staff training should be of an increased standard to ensure a better level of service is provided.

5.14 Summary

With a revised balance of changes to public transport facilities and legislation in Victoria, many passenger safety benefits can be achieved in a relatively short time.

On trams, trains and buses, a visible reduction in unsightly graffiti and other vandal damage should ensure a much improved level of public perception and promote wider community usage of public transport services.

Increased availability and visibility of duress alarms, monitored close circuit television, better lighting and reliable timetables will all assist passenger confidence and undoubtedly provide added comfort for those choosing to use the service at night.

Mandatory restitution orders combined with parents taking responsibility for their children will greatly reduce the financial burden of transport crime on the community.

A balance of modifications to existing law and practice should ensure a safer, more attractive public transport service in Victoria; one which is accessible to all in the community.

CHAPTER SIX

PROSECUTION AND PENALTY

6.1 Prosecutions

Like statistics relating to the taxi industry, it remains very difficult to accurately gauge crime trends, in particular repeat offender information, from the current databases available in Victoria.

Unless details of a specific case are known the Victoria Police L.E.A.P. System provides no records of the number of repeat offenders, even by crime category.

To determine the effectiveness of any penalty, as a deterrent, it is vital to gauge how many offenders repeat their offence.

In addition, the Justice Department's Courtlink System was unable to supply details on repeat offence trends or penalty effectiveness.

Further research has not identified any examples where Police prosecutions under the existing legislative arrangements have not occurred where required. Undoubtedly the level of prosecutions will rise if more offenders are caught through a more efficient use of police resources and/or an increase in law enforcement numbers.

6.1.1 Court Experience

That the Transit Police District ensure members receive additional court work training.

As discussed previously, this inquiry feels transit police require more court work exposure and training. Transit members should have a thorough understanding of Court practice, rules and protocol in order to assist them with future Court appearances.

Ideally Transit Police District training will include moot court practice which will allow expert examiners to assess the performance standards of participating members. Of particular benefit would be experienced criminal defence counsel assessing Police exercises.

It is recognised by Victoria Police that many members receive inadequate courtroom exposure. At present most court training is conducted at recruit training courses and occasionally when members attend promotion classes.

If a police member were to never appear in Court, the lack of courtroom familiarity would not pose a problem; however police are often informants or witnesses in criminal cases which require Court knowledge and a relaxed confident manner and provide expert evidence.

Transit police require a greater exposure to Court work. Combined with operational 'beat' knowledge, increased Court training should assist police members with future court appearances.

6.2 Penalties and Deterrents

The deterrent value of penalties for offenders guilty of crimes on public transport in Victoria can vary from offender to offender, depending on individual values.

Transit police evidence to this Inquiry claims that the greatest deterrent for most offenders is the fear of being caught rather than existing penalties. Amongst habitual graffiti offenders it appears existing penalties are of little deterrent value, with some offenders appearing before the courts more than twenty times in five years or less. In two cases amputation of both legs in train accidents have not stopped offenders from vandalising public transport.

6.3 Fines/Court Orders

Unfortunately in most cases Court/Police imposed fines are simply not paid by young offenders. The capacity of young offenders to pay fines is normally very limited and thus parents often pay the fines on behalf of the child or young person. The deterrent value of small fines on young offenders is questionable.

It is suggested that enforced 'clean up' orders for graffiti offenders would be of greater deterrent value than monetary fines.

The imposition of mandatory restitution orders is deemed most appropriate for repeat offenders. At present the Children's Court in particular imposes too few orders of restitution on juvenile criminals who often cause thousands of dollars vandalism damage to public transport.

It appears the Magistrates' Courts in Victoria rarely consider the cost of vandalism repairs to the Victorian public when passing sentence on offenders.

Many Court imposed fines do not reflect the cost of vandalism damage or the negative long term impact on public perception criminal damage to public transport has.

Penalties for offenders found guilty of crimes against public transport in Victoria often vary in consistency and severity without any apparent reasoning, particularly for similar or identical proven offences.

At times sentencing of transport offenders in the Magistrates' Courts is inconsistent and surprisingly

lenient. Some randomly selected examples of similar offences are listed as follows:

(a) Melbourne Magistrates' Court 2.7.1993

Offender (with prior convictions) Charged with 69 Criminal Damage offences (Primarily Stations and approximately 300 trains)

Sentence: Good Behaviour Bond to 1.7.1994
(No Surety nominated)
\$4,344.00 Restitution
NO CONVICTION RECORDED

(b) Heidelberg Magistrates' Court, 26.3.1992

Offender (no prior convictions) Charged with Criminal Damage and Trespass at Hurstbridge, Rail Station (Arrested)

Sentence: Six Months Jail
\$200.00 Restitution
CONVICTED.

On Appeal to County Court:

Reduced to \$1,000.00 x 2 charges

\$200.00 Restitution upheld.

(c) Frankston Magistrates' Court, 12.7.1993

Offender (with prior convictions) Charged with Six Counts
Criminal Damage (Extensive)

Sentence: Good Behaviour Bond to 11.7.1994

Pay Court Fund \$200.00

NO RESTITUTION

NO CONVICTION RECORDED

(d) Preston Magistrates' Court 3.9.1993

Offender (with prior convictions) Charged with Criminal
Damage of 207 Trains, 50 Counts of Theft, 4 Counts of
Criminal Damage to P.T.C. Property (Murals) Extensive.

Sentence: Good Behaviour Bond to 1.4.1994

(with Surety)

Pay Court Fund \$300.00

NO RESTITUTION ORDER

CONVICTION RECORDED

It is apparent from the above examples that Victorian Magistrates' Courts often fail to demand adequate restitution for the P.T.C. Such sentences are of questionable deterrent to potential offenders or repeat offenders.

6.4 Fare Evasion

Compared with other Australian states like South Australia, penalties for fare evasion in Victoria appear rather lenient. The current penalty for failing to possess a valid ticket in Victoria is \$100.00. For a deliberate act of fare avoidance this seems a meagre fine.

In South Australia, fare evasion on public transport carries a penalty of up to \$5,000.00. In addition tickets can be validated on the train, leaving little excuse for not having a correctly validated ticket.

It is important as an adjunct to the introduction of Automatic Ticket Machines in Victoria that enforcement and fare evasion penalties be strengthened.

It is not advised that concessional fines for fare evasion apply to minors as the act if proven constitutes identical intent to that of an adult.

That the Victoria Police Force and the Department of Justice work collectively to maintain records on repeat offender trends and frequency.

As discussed previously this Inquiry has been impeded by the poor statistical trend analysis maintained by many government agencies.

In gauging the effectiveness of current penalties against offenders on Victorian public transport it is essential that trend data for re-offenders be analysed.

It is incumbent on the Victoria Police Force to review crime trends in line with offender profiles to plan anti-crime strategies and advise on the appropriateness of existing penalties; such advice needs to rely extensively on trend type analysis.

To determine re-offending data this Inquiry had to identify individual offender cases and undertake a laborious time consuming analysis process. If penalties for offences on public transport are to be reviewed then re-offending must be monitored properly.

That the penalty for fare evasion be increased to a two stage \$500 fine.

Balanced with the likely losses from ongoing fare evasion, it is recommended the \$100.00 existing fine be abolished and increased to \$500.00. The initial on the spot fine would ideally be \$200.00 and increased by an additional \$300.00 upon failure to pay. New penalties will require proper enforcement by authorities and wide publicity.

6.5 'Clean Up' Orders

That the Transport Act (1983) be amended to prescribe mandatory 'Clean Up' orders for proven criminal damage offenders

At present Courts are reluctant to impose fines on transport offenders, particularly young criminals because they possess little capacity to pay.

It follows that offenders must either receive a custodial sentence in lieu or be ordered to repair/clean up the damage they inflicted if the penalty is at all effective.

As Magistrates' Courts appear reluctant to impose appropriate sentences, the requirement for statutory enforcement must be strengthened. 'Clean Up' orders may well have a positive deterrent value on offenders and duly benefit the broader community.

6.6 Penalty Review

That the P.T.C. in co-operation with the Victoria Police conduct a detailed review into the appropriateness of existing fines for Transport related offences.

The P.T.C. and police are best placed to determine the financial impact crime is having on their system.

To this end the P.T.C. should review all existing fines for minor offences and where appropriate, in line with recommendations contained in this report, periodically advise further changes if needed. Ideally a review should

be conducted every two years to ensure all prescribed fines are appropriate to the times.

It remains important that the penalties for offences on public transport reflect a balanced judgement and community expectations.

6.7 Civil Litigation

That in the absence of adequate restitution orders, the P.T.C. should actively seek vandalism repair costs, against offenders, through civil litigation where appropriate.

It is important for the P.T.C. to pursue offenders relentlessly in order to recover costs for damages caused through deliberate and thoughtless actions.

Unfortunately Magistrates' Courts appear to convey a perception of offender tolerance in existing sentencing practice. It is doubtful this leniency is of any deterrent value to offenders at all; in some cases it may inadvertently encourage further criminal behaviour.

In cases where irrational leniency in sentencing is evidence the P.T.C. should seek to recover damage costs in litigation and send a firm message of intolerance towards offenders.

CHAPTER SEVEN

CONCLUSION

7.1 Preamble

The Crime Prevention Committee has conducted an extensive inquiry into personal safety on the public transport system over the last eight months. Evidence has been gathered from a wide range of sources including the Victoria Police, the Public Transport Corporation and organisations with vested interests in the transport system. The general public including some who are not prepared to use the transport system have been canvassed to identify shortfalls in passenger safety and possible solutions. Available statistics have been analysed to identify trends and problem areas to target. The Committee has travelled on the transport system including late night train travel to gain a first hand experience of service provision. Brisbane and Sydney have been visited and examinations and comparisons of transport modes undertaken to find principles of best practice in the provision of public transport.

The evidence gathered has led the Committee to the view that the public transport system within Victoria is safe. That is not to say that crime does not occur on the system. It does. The system is safe relative to the level of reported crime, compared with the overall number of passenger journeys. It is safe compared to other states and countries. It is safe compared to other public venues.

The problem encountered by the Committee is that the public perceive the system to be unsafe, and very unsafe at night. It is unclear whether the community perceive public transport as being less safe than other public venues although statistically it is not.

The Committee sought, through its recommendations, to primarily address the problem of public perception.

7.2 Overview

The two pronged attack on perception incorporates the Service and Facility Enhancement Program for all stations and the Premium Station Program for key stations on every train line.

The programs require an integrated approach by Government, the Public Transport Corporation, Victoria Police and the general community to be effective. For too long participants have worked apart and often in different directions supposedly with the same goal. If public perception is to be changed, it will be a slow evolutionary process which will demand long term commitment by all.

The Victoria Police, having taken total responsibility for policing the transport system, are considered the lynch pin to public safety on the system.

The Honourable Alan Brown, Minister for Public Transport in evidence stated, "Today the Victoria Police carry out that role. The government had no doubt that that was a change for the better and improvement over time will take place and will continue to take place in relation to security on public transport, particularly at night."⁴¹

Much evidence was received about the security provided by the visible presence of police officers on trains, especially at night. The public, the P.T.C. and this

Committee consider the role performed by police and the need for a visible presence as essential. High expectations exist for police to increase their uniformed patrols **on trains**, especially at night, far beyond their current service. Changes to operational management and patrol practices may be required to fulfil this expectation and the Committee has made recommendations regarding these changes.

The Committee values the role of P.T.C staff in present and future safety planning; the Committee regards a proper balance between staff and technology in providing a safer public transport system as crucial. The Committee does not seek to make judgements about staffing levels, but to emphasise that all precautions must be taken to ensure public safety on the system.

7.3 Summary

In response to a question regarding whether the transport system is safe, Chief Superintendent Gillett stated in evidence that, "Yes, that is my firm belief. Obviously no-one can guarantee the safety of anyone anywhere in the

community, but I believe the public transport system is at least as safe if not safer than being on the streets."⁴²

The Committee's aim with this report is to improve the safety and security of transport passengers not only in the real sense, but more importantly through a common public perception supported by practice that the system is safe.

Implementation of the recommendations contained in this report shall make the Victorian public transport system the leader in passenger safety in Australia.

END NOTES:

- 1 Victoria Police, Transit Police District, Submission to Crime Prevention Committee Inquiry into Personal Safety on Public Transport, Melbourne 1993, p. 5.
- 2 Public Transport Corporation, Annual Report 1992, p.16.
- 3 Evidence given by Mr. T. McCullough, at a public hearing on 25th August, 1993.
- 4 Evidence given by Mr. K. Moor, Herald Sun, at a public hearing on 18th August, 1993.
- 5 Australian Community Research, Luscombe and Associates Pty. Ltd., Community Attitudes to Crime, Policing and Law and Order, Victoria, 1992, p.10.
- 6 Ibid, p. 11.
- 7 Op cit., Transit Police District, Submission p. 5.
- 8 Op cit., Transit Police District Submission, p. 7.
- 9 Transit Police District (Annual Offences Reported Summary), 1993.
- 10 Evidence given by Mr. J. McCrum, Public Transport Union, at a public hearing on 18th August, 1993.

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- 11 Information supplied by the Public Transport Corporation
1993, pp. 1-3.
- 12 Victorian Criminal Justice Data bases Report (V.B.C.S.R.),
Melbourne 1992, pp. 1-4.
- 13 Information supplied by the Victoria Police Statistical
Services Division, 1993.
- 14 Op cit., Victorian Criminal Justice Data bases Report.
- 15 Ibid.
- 16 Evidence of Mr. T. Bourke, Public Transport Union, given at
a public hearing on 18th August, 1993.
- 17 Op cit., Transit Police District submission, P2.
- 18 Op cit., evidence of McCullough.
- 19 Op cit., Transit Police District Submission p. 6.
- 20 Evidence of Chief Superintendent Gillett, given at a public
hearing on 25th August, 1993.
- 21 Evidence of Sergeant Tony Beaumont, given at a public
hearing on 25th August, 1993.
- 22 Submission from Ms. G. Mayer of Hawthorn.

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- 23 Submission received from Mr. R. Todd of Coburg.
- 24 Submission received from Mr. Kevin Smith of Burwood.
- 25 Information supplied by Transit Police District on 9th
November, 1993.
- 26 Op cit., Transit Police District Submission, p. 2.
- 27 Ibid., p. 4.
- 28 Evidence of Mr. P. Lane, PTC to public hearing on 25th
August, 1993.
- 29 Op cit., evidence of Bourke.
- 30 Evidence of Mr. T. Grant, Public Transport Users'
Association, given at public hearing on 24th May, 1993.
- 31 Evidence of Mr. M. Mortorullo, Australian Services Union at
a public hearing on 18th August, 1993.
- 32 Evidence of Mr. I. Dobbs, given at a public Hearing on 25th
August, 1993.
- 33 Op cit., Grant.
- 34 Ibid.

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- 35 Visiontech, James Hardie Building Services & Technologies Limited, Lane Cove, Sydney, N.S.W. June 10th, 1993.
- 36 Evidence given by The Honourable Alan Brown, Minister for Public Transport at a public hearing on 5th April, 1993.
- 37 Op cit., evidence of McCullough.
- 38 Op cit., evidence of Dobbs.
- 39 Transit Police District Brief to CPC Research Staff on Prescribed Weapons, 15 September 1993.
- 40 Ibid.
- 41 Op cit., Evidence of The Hon A Brown.
- 42 Op cit., evidence by Gillett.

Appendix "1"

The following figures indicate the monthly crime breakdown for the 1991/92 and 1992/93 fiscal years.

Period 1.7.1991 to 30.6.1992:

July	-	323
August	-	366
September	-	379
October	-	455
November	-	415
December	-	375
January	-	498
February	-	385
March	-	509
April	-	420
May	-	465
June	-	335
<u>TOTAL</u>		<u>4925</u>

Appendix "1"

Periods 1.7.1992 to 30.6.1993:

July	-	420
August	-	360
September	-	372
October	-	390
November	-	286
December	-	256
January	-	259
February	-	219
March	-	157
April	-	427
May	-	501
June	-	425
<u>TOTAL</u>		<u>4072</u>

Appendix "1" Cont.

The following figures indicate the crime breakdown by category for the calendar years 1990 - 1991 - 1992.

Offences reported 1990:

<u>OFFENCES</u>	<u>TOTAL</u>
Assault	509
Indecent Assault	48
Burglary	468
Theft	1047
Theft Of Bicycle	272
Theft From M/Car	422
Theft Of M/Car	887
Drugs	81
Graffiti	823
Vandalism (Not G)	3393
Wilful Obs Exp.	72
Weapons Offences	40
Other	263
<u>TOTAL</u>	<u>8325</u>

Appendix "1" Cont.

Offences reported 1991:

<u>OFFENCES</u>	<u>TOTAL</u>
Assault	443
Indecent Assault	44
Robbery	23
Burglary	369
Theft	1306
Theft Of Bicycle	59
Theft From M/Car	262
Theft of M/Car	252
Drugs	179
Graffiti	1411
Vandalism (Not G)	1718
Wilful Obs Exp.	33
Weapons Offences	57
Other	254
<u>TOTAL</u>	<u>6410</u>

Appendix "1" Cont.

Offences reported 1992:

<u>OFFENCES</u>	<u>TOTAL</u>
Assault	407
Indecent Assault	33
Robbery	63
Burglary	277
Theft	1035
Theft Of Bicycle	44
Theft From M/Car	230
Theft Of M/Car	267
Drugs	294
Graffiti	1171
Vandalism (Not G)	519
Wilful Obs Exp.	55
Weapons Offences	74
Other	434
<u>TOTAL</u>	<u>4903</u>

Appendix "1" Cont.

The following figures indicate the crime breakdown by category for the first half of 1993.

Offences reported Jan - June 1993:

<u>OFFENCES</u>	<u>TOTAL</u>
Assault	182
Indecent Assault	27
Robbery	43
Burglary	73
Theft	414
Theft Of Bicycle	27
Theft From M/car	278
Theft Of M/car	240
Drugs	124
Graffiti	481
Vandalism (Not G)	59
Wilful Obs. Exp.	39
Weapons Offences	35
Other	186
<u>TOTAL</u>	<u>2208</u>

Appendix "1" Cont.

The following figures indicate crime offences against the person by location for the calendar years 1991 - 1992.

Periods 1.1.91 to 31.12.91:

<u>Facility</u>	<u>Assault</u>	<u>Indecent Assault</u>	<u>WOE</u>
Train	67	15	15
Station Platform	150	8	6
Station Environs	56	6	3
Stn. Car Parks	7	2	
PTC Buildings	3		
Yard/Compound	2		
Siding			
Line Between Stn.	7	1	
Tram	17	3	1
Bus	7		
Tram/Bus Stop	10	1	
Tram/Bus Depot	1		
Other	87	2	3
<u>TOTAL</u>	<u>414</u>	<u>38</u>	<u>28</u>

Appendix "1" Cont.

Periods 1.1.92 to 31.12.92:

<u>Facility</u>	<u>Assault</u>	<u>Robbery</u>	<u>I/Assault</u>	<u>WOE</u>
Train	51	12	8	17
Station Platform	143	22	3	16
Station Environs	30	11	2	3
Stn. Car Parks	7	1		
PTC Buildings	1		1	
Yard/Compound	1			1
Siding				
Line Between Stn.	2	1		
Tram	22	3	10	3
Bus	2	1		3
Tram/Bus Stop	12	2		3
Tram/ Bus Depot				
Other	115	12	7	6
Total	386	65	31	52

Appendix "1" Cont.

The following figures indicate crime offences against the person by location for the first half of 1993 .

Periods 1.1.93 to 31.6.93:

<u>Facility</u>	<u>Assault Robbery I/Assault WOE</u>			
Train	32	9	1	7
Station Platform	20			2
Station Environs	57		17	18
Station Car Parks	11	6	1	2
PTC Buildings	1			
Yard/Compound	1			
Siding				
Line Between Stn.				
Tram	12	1	8	2
Bus	21	7	5	8
Tram/Bus Stop				
Tram/Bus Depot	6			
Other	28	3	1	
<u>TOTAL</u>	<u>189</u>	<u>26</u>	<u>33</u>	<u>39</u>



Appendix 2

Inquiry into Personal Safety on Public Transport

[Second Report]

TRAINS, TRAMS AND BUSES

List Of Witnesses who have appeared:

Public Hearings

5 APRIL 1993

The Hon. Alan Brown, M.P.

Minister for Public Transport (Victoria)

Mr. J. McMillian

Chief Executive Officer

Public Transport Corporation

2 JUNE 1993- [GEELONG]

Detective Inspector N.A. Anderson

K Division Crime Co-Ordinator,

Geelong Police Headquarters

2 June 1993- [Geelong] continued.

Mr N. Bender

Director,

Benders Busways Pty Ltd.

18 AUGUST 1993

Mr. P. Bourke

Secretary,

Public Transport Union

Mr. S. Healy

Radio, 3AW

Mr J. McCrum

Public Transport Priority Representative,

Public Transport Union

Mr. K. Moor

News Editor,

Herald/Sun

Mr. M. Motorullo

Assistant Secretary, Transport

Australian Services Union (Victorian Branch)

Mr D. Kefford

President,

Bus Proprietors Association

18 August 1993 continued.

Mr. K. Norris

Executive Director,
Bus Proprietors Association

25 AUGUST 1993

Mr T. Beaumont

Sergeant,
Transit Police District

Mr T. Gillett

Chief Superintendent,
District Commander
Transit Police District

Mr P. Lane

Station Master,
Flinders Street Railway Station

Mr I. Dobbs

Chief Executive Officer,
Public Transport Corporation

Mr T. McCullough

Group Manager,
Public Transport Corporation

In Camera Hearings

24 MAY 1993

Mr R. Charadia,
National Technical Manager,
James Hardie Building Services and Technologies

Mr K. Donaldson
Marketing Consultant,
H.J. Services Group Pty. Ltd.

Mr R. Mustafa,
State Manager,
James Hardie Building Services and Technologies

Mr T. Grant
Secretary,
Public Transport Users Association

Ms. N. Finch
Member,
Public Transport Users Association

Mr G. Smithwick
Director, Marketing
Public Transport Corporation

Personal Safety on Public Transport
[Second Report - Appendix 3]

List of Submissions :

Contact Mr Morris Link
Title Education Co-Ordinator
Organisation Neighbourhood Watch (area H27)

Contact Mr Kevin Smith
Title
Organisation State Public Services Federation

Contact S. Monaghan
Title
Organisation Member of the public

Contact Mes Martin
Title
Organisation Member of the public

Contact Dr A.T.Kenos PhD, J.P. MACE
Title Chairman
Organisation Essendon Police Community Consultative

Contact Mr Keith Donaldson
Title Marketing Consultant
Organisation H.J. Services Group Pty Ltd

Personal Safety on Public Transport
[Second Report - Appendix 3]

List of Submissions :

Contact Ms. Allison .M. Cornwell

Title

Organisation Member of the public

Contact Ms Judith Blanchard-Hill

Title

Organisation Member of the public

Contact Mr Tim Grant

Title Secretary

Organisation Public Transport Users Association (PTUA)

Contact Al-Haj:T.A. Miskin

Title Managing Director

Organisation Rumlean Int'l: Trades & Services

Contact Mr Richard Todd

Title

Organisation Member of the Public

Contact Mr Kevin.L. Norris

Title Executive Director

Organisation Bus Proprietors' Association (Vic.) Inc.

Personal Safety on Public Transport
[Second Report - Appendix 3]

List of Submissions :

Contact Norman Bender
Title Director
Organisation Benders Busways Pty Ltd

Contact Superintendent Don Mercer
Title Superintendent
Organisation Queensland Police

Contact
Title Managing Director
Organisation Guardian Angel Pty Ltd

Contact Tom Gillett
Title Chief Superintendent
Organisation Transit Police

Contact John McMillian
Title Secretary of Transport
Organisation Department of Transport

Contact Ms Glenise Kayen
Title
Organisation Member of the Public

Personal Safety on Public Transport
[Second Report - Appendix 3]

List of Submissions :

Contact Mr Alan A. Parker
Title Vice President
Organisation Town and Country Planning Association

Contact Mr Mario Paganella
Title
Organisation C&L Electronics Pty Ltd

Contact Joe Morris
Title Executive Officer
Organisation Victorian Association of Youth In Communities

Contact Warren Salomon
Title President
Organisation Bicycle Federation of Australia

Contact Harry Barber
Title Campaign Manager
Organisation Bicycle Victoria

Contact Mr. Peter Johansen
Title Chief Inspector
Organisation New South Wales Police Service

Personal Safety on Public Transport
[Second Report - Appendix 3]

List of Submissions :

Contact	Ms. Katie Steenstrup
Title	Women's Industrial Officer
Organisation	Trades and Labour Council of Queensland

Contact	Margaret O'Toole
Title	
Organisation	Member of the Public



Appendix 4

Inquiry into Personal Safety on Public Transport

**List of Interstate Industry Representatives who have met
with the Committee during this Inquiry:**

QUEENSLAND

JUNE 1993

Mr. Gary Mahon

Principal Manager [Compliance],
Department of Transport, Queensland

Mr. Ian Andrew

Principal Manager [Transport Systems],
Department of Transport, Queensland

Mr. Brian Morley

Secretary,
United Taxi Drivers Guild of Queensland Inc.

Mr. Bruce Oliver

Senior Vice-President,
Taxi Council of Queensland

Queensland continued.

Mr. John Nelson Goss M.P.

Shadow Minister for Urban Transport, Queensland

Mr. Barrie Griffiths

General Manager, Citytrain

Queensland Rail

Ms. Katie Steenstrup

Women's Industrial Officer

Trades and Labour Council of Queensland

Mr. Neil Cagney

Manager,

Brisbane Transport

Mr. Daryl Webster

Representative,

Bus and Coach Association of Queensland

Mr. Don Mercer

Superintendent [*in Charge of Support Units including:*]

Railway Squad,

Queensland Police Service

Mr. Ian Limbach

Senior Sergeant

Railway Squad,

Queensland Police Service

NEW SOUTH WALES

JUNE 1993

Mr. Rodney Charles Gilmour

Executive Director,

Vehicle Transport

Department of Transport, New South Wales

Ms. Dominique Winn

Manager,

Taxi and Hire Car Policy Branch,

Department of Transport, New South Wales

Mr. Brain Langton, M.P.

Shadow Minister for Transport

New South Wales

Mr. Peter Anderson, M.P.

Shadow Minister for Police and Emergency Services,

New South Wales

Mr. Robert Morro

Chairman of the Board,

Taxi Industry Association, New South Wales

Mr. Bruce Wall

General Manager,

Taxi Driver Training School, New South Wales

New South Wales continued.

Mr. Robert Chardia

National Technical Manager,
Vision Tech,
James Hardie Building Services and Technologies Limited

Mr. Ian Storey

General Manager,
Central Station Group
James Hardie Building Services and Technologies Limited

Mr. John L. Moller

General Manager,
Automated Building Systems,
James Hardie Building Services and Technologies Limited

Mr. Dervis Mustafa

State Manager,
D.K.S.
James Hardie Building Services and Technologies Limited

Chief Superintendent Michael Coughlin

Commander of Tactical Services,
Police Liaison Officer, State Rail Authority &
Member, Police Rail Committee
New South Wales Police Service

New South Wales continued.

Mr. Barry McDonald

Executive Officer,

Bus and Coach Association Of New South Wales

Mr. Peter Niven

General Manager - Engineering

State Rail, New South Wales

Mr Ian Moir

Manager,

Protective Services Group,

State Rail, New South Wales

Mr. Nick Lewocki

Industrial Officer,

Trades and Labour Council of New South Wales

Mr Paul Trevaskis

Vice Chairman,

Commuter Council of New South Wales, and

Secretary,

Commuter Association of the Blue Mountains

Mr Peter Bjarne Johansen

Commander,

Operations Support, North Region

New South Wales Police Service

RECOMMENDATIONS OF THE FIRST REPORT

Taxi Regulation (Registry)

1. That a Taxi Registry be established, within the Department of Transport, to regulate the taxi industry. (*Section 2.5*)
2. That a Taxi Registrar be appointed.
(*Section 2.6*)
3. That a Deputy Registrar, with the same powers as the Registrar, be appointed from Victoria Police.
(*Section 2.6*)
4. That all legislative powers, relevant to the regulation of the taxi industry, currently afforded the Roads Corporation, Vic Roads or any other Government Department, be amended to empower the Registrar. (*Section 2.6.2*)
5. That all physical resources attached to all Government Departments, which in part or in full are responsible for regulation of the taxi industry, be transferred to the Department of Transport, Taxi Registry.
(*Section 2.6.3*)

6. That the Taxi Registrar restructure licensing and inspection charges to establish a revenue neutral Registry. (*Section 2.6.4*)
7. That the Registrar have full access to information deemed necessary for the regulation of the taxi industry, as held by Victoria Police, Vic Roads and any other Government Department.
(*Section 2.6.5*)
8. That the Registrar establish a complaints "hot line" to receive information of incidents from passengers and taxi drivers. (*Section 2.7*)

Taxi Drivers

9. That all taxi drivers display their identification number, photograph and first name, in a form approved by the Registrar, at all times whilst in charge of a taxi.
(*Section 3.4*)
10. That all new applicants for a taxi driver certificate satisfy the Registrar of the following:
 - (a) that the applicant is of good character;
 - (b) passes a medical and eyesight test;
 - (c) is the holder of a Full Motor Car Licence (Victorian issued);
 - (d) has not had a case proven against the applicant in a court of law, or is charged

with an offence not yet determined by a court, which warrants refusal of a certificate;

- (e) passes an English speaking and comprehension test as prescribed by the Registrar;
- (f) passes an appropriate test of topographical knowledge including landmarks and streets as prescribed by the Registrar; and
- (g) is capable of carrying out the duties of taxi driver within the requirements of the certificate honestly, fairly and efficiently.
(Section 3.5)

11. That the Registrar must not grant an application for a driver's certificate if:

- (a) the applicant has had a case proven against them in a court of law for using or trafficking in a drug of dependence, serious traffic offences, or an assault or incident of violence which was punishable by imprisonment of six months or more within the previous 10 years; and
- (b) the applicant has not successfully completed a training course accredited and approved by the Registrar.
(Section 3.5)

12. That all existing driver certificates be cancelled, and existing certificate holders, wishing to reapply may do so.
(Section 3.5.3)
13. The Registrar shall refuse issue of a certificate to any applicant who fails to meet the new requirements.
(Section 3.5.3)
14. That the Registrar establish as a matter of priority policy, practice and procedure guidelines for the registry and the taxi industry.
(Section 3.63)
15. That an applicant have a right of appeal, against non-issue of a certificate, to the Administrative Appeals Tribunal.
(Section 3.7)
16. That, if, in the opinion of the Registrar, there are grounds for believing that the holder of a certificate:
 - (a) has improperly attained the certificate;
 - (b) has engaged in conduct as a taxi driver which is unfair, dishonest or discreditable; or
 - (c) no longer meets the compulsory criteria for the issue of a new licence;then the Registrar shall conduct a hearing to determine whether the certificate holder is a suitable person to continue to hold a certificate or whether

that certificate should be cancelled or suspended.

(Section 3.8)

17. That where charges are laid, against the holder of a taxi driver certificate, for serious offences involving violence, dishonesty or drug trafficking, the Registrar shall suspend the certificate, pending the court result.
(Section 3.8)
18. That the Registrar establish communication networks, within the industry, which enable notification of certificate suspension or cancellation to be immediate.
(Section 3.8.1)
19. That appeals against revocation or suspension of certificates be to the Administrative Appeals Tribunal.
(Section 3.9)
20. That a maximum one year certificate be issued to new applicants. *(Section 3.10)*
21. A full evaluation of the Taxi Registry be conducted two years after its establishment.
(Section 3.11)
22. Second and subsequent renewals be for a five year period following a full and complete criminal history check.
(Section 3.12)
23. That taxi certificate and licence holders be recorded on the Victoria Police data base.

(Section 3.13)

24. That the Victoria Police computer records system Law Enforcement Assistance Program (L.E.A.P.) be modified to automatically notify the Registrar of any contact between enforcement officers and holders of a taxi certificate or licence.

(Section 3.13)

25. That the Registrar must be informed of any criminal or violent incident involving the holder of a taxi certificate or licence.

(Section 3.14)

26. That having been made aware of incidents involving holders of taxi certificates or licences the Registrar must consider what action, if any, is required against that licence or certificate.

(Section 3.15)

27. That the Registrar is to identify and accredit a standard training course suitable and appropriate for taxi drivers.

(Section 3.16)

28. That the Registrar evaluate and monitor accredited courses for quality, standard and applicability.

(Section 3.16.1)

29. That applicants be required to undertake a driving test as part of a driver training course.

(Section 3.16.2)

30. That administration and management of accredited courses be by T.A.F.E.

(Section 3.16.4)

31. That owners and or depots provide supplementary training to drivers regarding communications, emergency procedures and depot regulations.

(Section 3.16.5)

32. A uniform dress code be established by the registrar and enforced within the industry.

(Section 3.17)

Taxi Vehicles

33. That the Taxi Registrar be responsible for taxi vehicle inspections.

(Section 4.2)

34. That taxis up to two years undergo annual inspections and that taxis between two and four years under go six monthly inspections.

(Section 4.4)

35. That the decision regarding out sourcing of taxi inspections be deferred until the Taxi Registry is established and then reviewed by the Registrar.

(Section 4.5)

36. That the Registrar establish an audit program for roadworthy inspections.

(Section 4.6)

37. That owners as well as drivers shall be subject to penalty for operating unroadworthy vehicles.

(Section 4.7)

38. That taxis which are identified as unroadworthy, during random inspections by authorised officers, must be presented to an inspection point accredited by the Registrar.
(Section 4.8)
39. That all taxis be required to have fitted an approved duress alarm.
(Section 4.9)
40. That a regular alarm testing regime be established by owners, operators and drivers.
(Section 4.9.1)
41. That drivers receive regular training regarding the operation and action of the alarm.
(Section 4.9.2)
42. That a green static light be affixed to the taxi dome and operated separately or in conjunction with the duress alarm.
(Section 4.10)
43. That Victoria Police be made aware of the meaning and operation of the duress alarm and dome light.
(Section 4.10.1)
44. That an approved driver protection screen be fitted to taxis at the written request of drivers.
(Section 4.11)
45. That the Registrar undertake an evaluation of screens to further consider whether they should be mandatory.

(Section 4.11.1)

46. That it be a defence at law for taxi drivers not to wear a seatbelt where a real threat of violence exists.

(Section 4.12)

47. That the Taxi Registrar maintain consultation with the industry regarding Global Positioning Systems and other technological advances.

(Section 4.13)

48. That the four digit registration number be the only identification number permitted to be displayed on Taxis.

(Section 4.14)

49. That the four digit registration number be displayed on the dashboard of all taxis in a form approved by the Registrar.

(Section 4.14)

50. That the four digit registration number be displayed on the rear window of the taxi, and the front window facing the passengers, in a form approved by the Registrar.

(Section 4.14)

51. That the four digit registration number be displayed on the exterior of both rear doors of all taxis in a form approved by the Registrar.

(Section 4.14)

General

52. A promotional campaign be supported by the Registrar to market the new initiatives of identification to the public.
(Section 4.15)
53. That all vehicles which transport holders of disabled concession cards be fitted with computerised swipe readers linked to the drivers P.I.N., the vehicle registration, the card holder and the metered fare.
(Section 4.17)
54. That self regulation not be proceeded with and that co-regulation be deferred until such time as the Registrar is convinced that a cohesive, professional and representative body exists within the taxi industry.
(Section 5.1)
55. That depots be required to maintain a register of all complaints made by or against drivers and the actions taken to rectify the complaint.
(Section 5.3)
56. That records of complaints must be kept for a period of no less than two years and such records made available to the Registrar or authorised officer upon request.
(Section 5.3.1)
57. That owners be informed of all complaints relating to their vehicle or its use and the action taken.
(Section 5.4)

58. The continued introduction of computerised dispatch and communications systems be encouraged by the Registrar.
(Section 5.5)
59. A specific offence be established for misuse or interference of a driver's Personal Identification Numbers.
(Section 5.5.1)
60. That depots provide training of communications staff in the handling of emergency situations and the activation of duress alarms.
(Section 5.6)
61. That driver and vehicle records be maintained by depots for a period not less than two years and that those records be made available to the Registrar or authorised officer upon request.
(Section 5.7)
62. That Police District Commanders establish dialogue with taxi companies operating within their District.
(Section 6.2)
63. That the Victoria Police crime data base Law Enforcement Assistance Program (L.E.A.P.) be amended to capture, as a category, offences committed by and against taxi drivers.
(Section 6.3)

64. That the Transport Act be amended to incorporate a specific offence of fare evasion in taxis, with a maximum penalty of \$3,000.
(Section 6.5)
65. That driver training incorporate session on fare evasion, action and remedy.
(Section 6.5.1)
66. That Victoria Police incorporate in the training of recruits, sub-officers and traffic operations group police, specific information regarding the taxi industry, fare evasion, driver identification and general offences.
(Section 6.6)
67. That taxi specific offences including fare evasion be provided for in the Traffic Infringement Notice issued by police.
(Section 6.7)
68. That the registrar evaluate strategies aimed at minimising cash carried by taxi drivers.
(Section 6.8)
69. That the Registrar conduct investigations into incorrect tariff use.
(Section 6.9)
70. That the Registrar conduct investigations of instances of driver fatigue and drug or alcohol abuse by drivers.
(Section 6.10)
71. That any person driving a taxi be required to have a zero blood alcohol level.

(Section 6.10.1)

72. That the Registrar investigate instances of taxi driver certificate holders who repeatedly break the road laws, and take action where appropriate.

(Section 6.11)

73. That penalties for offences related to the taxi industry be increased.

Section 6.12)

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