Community perception of the Federation of New South Wales Police Citizens Youth Clubs, and, for that matter, Police Citizens Youth Clubs throughout Australia, appears to be that of male-dominated sporting organisations providing boxing, wrestling, judo, weight-lifting and other 'manly' activities for macho young men. Certainly this was once the case. Today the picture is changing.

The Mission of the Federation of New South Wales Police Citizens Youth clubs is:

By ethical, cost-effective and efficient means, provide the citizens of New South Wales with programs and activities designed to impact on the incidence of antisocial and criminal behaviour amongst young people.

This statement of the federation's raison d'être was formulated in 1987 against a background of doubt concerning the relevance of the organisation to the young people of today's society.

Before examining the 'New Look Police Citizens Youth Clubs', a review of the Federation's history and structure is worthwhile.

The First Fifty Years—1937 to 1987

The Federation began on 1 April 1937, following initiatives of Police Commissioner William J Mackay and the Rotary Club of Sydney. On that day, the first Police Boys Club opened in a disused police lockup in Woolloomooloo. The premises had been renovated for the purpose with financial assistance from the government of the day.

Woolloomooloo was chosen because it was one of Sydney's most difficult areas to police. Crime and antisocial behaviour in the area involving young people was rampant and there existed a rising incidence of substance abuse.

On 23 September 1938, the Federation of NSW Police Boys Clubs was incorporated under the Companies Act of 1936 as a public company, limited by guarantee and was registered as a charity.

In 1945, the company changed its name to the Federation of NSW Police-Citizens Boys Clubs in recognition of the work and support provided by the community.

In November 1985, the Federation was renamed the Federation of NSW Police Citizens Youth Clubs, finally recognising that females were strongly represented amongst the membership.
The Federation is recognised as a partnership between the Police and the Citizens. This recognition is enshrined in a formal 'Partnership Agreement' between the Police Department and the Federation.

The branch network

Fifty of the branches are charities, each holding individual registration under the Charitable Collections Act 1934. Twenty-one of the branches are located within the Sydney metropolitan area with the remaining thirty branches spread throughout the remainder of the state. Camp Mackay at Kurrajong is a special holiday camp and is available for use by all branches and community groups.

Each Federation branch has an authorised strength of two police officers with three units deployed to Camp Mackay.

Each of the fifty-one branches has limited autonomy within the company structure. Each branch has a citizen management committee elected annually. The branch president may be the local police commander, although there is no departmental requirement for this to be the case. Management committees vary in size from five to twenty-five members. The branch commander must hold the rank of Superintendent or above.

Some observations

From inception until the middle '80s the Federation flourished, but, 'like Topsy, it just grew'.

Success was measured in terms of funds collected, branches established and sporting records broken. Unfortunately, the police component came to see their duty as merely perpetuating the sporting image of the Federation and, as a consequence, became more and more isolated from their operational colleagues.

Boxing enjoyed considerable prominence and the Federation and its personnel bathed in the reflected glory of world champions. Little, if any, attention was paid to the crime prevention role of the organisation, the original purpose for which the organisation had been founded. In fact, fundraising in many and varied forms accounted for most police time.

No membership fees were required, membership records were scant and those in existence were unreliable. The high reported membership of 170,000 or so, was an urban myth. Mainstream operational police regarded the 'Boys Clubs' as a backwater and police commanders took the opportunity to unload non-productive units to the 'Boys Clubs'.

The Lusher Report and Inter-Departmental Committee Inquiry

In April 1981, the Report of the Commission to Inquire into New South Wales Police Administration was released. Known as the Lusher Report (1981, p. 303) the following recommendations were made concerning the Federation:

• That having regard to the structure of the Federation, police should not be used as part of police duties for the Federation purposes disclosed. Nothing in this recommendation is to be construed as any restriction on off-duty police engaging on a voluntary basis in any charitable or community activity including that of the Federation.
• Members of the police force should not be used as fund raisers for the Federation as part of police duty.
• The use of the word 'police' in the title of an organisation registered in this state should be restricted. It should be reserved exclusively for the New South Wales Police Force and its functions and government ministers, departments, bodies and instrumentalities relating thereto.

The Police Department, the government of the day and the Federation rejected these recommendations. The Federation took no steps to alter policy. State Cabinet examined the Lusher recommendations relating to the Federation in June 1983 and as a result, an Inter-Departmental Committee was established to review the Federation and advise the Government.

In November 1983, the Inter-Departmental Committee (IDC) report was released. Containing forty-eight recommendations for change, the IDC report was seen by many as a blueprint for the Federation's future development and operation.

However, the importance and urgency of the recommendations failed to overcome the inertia and complacency of the Federation and the entrenched resistance to change throughout the Boys Club movement. Little was done.

In April 1986, the IDC was reconvened to evaluate progress, and later issued a further unfavourable report.

The Police Department then formed an implementation team to push through the suggested reforms which included:
• the Manager's role should be upgraded to the more operational functions of the club rather than the routine administrative functions;
• serious consideration should be given to the establishment of zones throughout the state with the appointment of zone managers to coordinate and oversee the activities within their zones;
• full-time and part-time clerical assistants should be engaged by the individual clubs to handle all book work and general administrative functions and other duties as and when required by the Manager;
• public servants should not be employees of the Federation and existing public servants should be phased out over a period of two years and replaced by open recruitment by the Federation;
• encouragement of cross-fertilisation between other organisations and the youth club movement, such as local government and community welfare organisations;
• increased use of club facilities, especially during off-peak periods, that is weekends and school holidays;
• clubs to provide vacation care programs through liaison with community welfare, recreation bodies and local government when required;
• programs and activities conducted by clubs to include sessions on police related matters, such as the law, role of the police, crime prevention, road safety, drug abuse, police projects.

These recommendations have now been adopted and implemented. However, it should be pointed out at this juncture that the sporting elements of the Federation's programs and activities will never be completely abandoned and form a vital link between the branches and the target group.

Into the 21st century

In 1988, the decision was taken to provide education programs to all Federation personnel. The initial program was designed to make all staff aware of the task ahead
and the necessity for branches to expand their activities to meet community expectations and needs.

The program content included:

- Branch management principles; community based policing; a program approach to problem solving; role clarification; the Police Department's Statement of Values; mission; corporate objectives; corporate strategies; the Federation's objectives; family violence; juvenile crime; minority groups; client group identification; and young people at risk.

Major emphasis was placed on clarification of the role of police in youth clubs based upon the requirements of the Police Department and the Federation.

In this regard, the statement of values, mission statement, corporate objectives and strategies of the New South Wales Police Department provide clear direction for all members of the service. Similarly, the Federation's Memorandum and Articles of Association provide direction to police and other members of the community involved in provision of the Federation's services.

**Statement of values**

This statement provides that:

Each New South Wales Police Officer delivers service in a manner which:

- upholds the rule of law;
- preserves individual rights and freedoms;
- places integrity above all;
- seeks to improve the quality of life by community involvement in policing;
- strives for citizen and police personal satisfaction;
- strives to capitalise on the wealth of human resources; and,
- husbands public resources—both money and authority.

**The mission**

The Police Department mission is:

To provide for, and with the assistance of the people, a high quality, ethical and cost-effective police service in New South Wales as defined by the Parliament, government and relevant legislation, including: protecting life; preventing crime; enforcing the law; maintaining peace and good order; safeguarding property; and facilitating the safe and free movement of people and traffic.

To perform all these functions with impartiality and integrity and engender a feeling of safety and security within the community.
The corporate objectives

- To increase the feeling of safety and security in the community giving priority to crime prevention and detection programs;
- to make policing services more responsive to the needs and feelings of the community;
- to encourage greater involvement of citizens in policing;
- to influence changes in driver behaviour, with the object of reducing road deaths and injuries;
- to improve management and organisation to optimise use of resources;
- to minimise corruption within the police force.

The corporate strategies

The corporate strategies in support of the corporate objectives aim to:

- disseminate and adhere to the statement of values;
- reduce street and family violence;
- reduce the supply and trafficking in illegal drugs;
- reduce the incidence of sexual assaults;
- reduce motor vehicles theft;
- reduce child abuse and exploitation;
- reduce property break-ins;
- reduce the incidence of arson;
- rehabilitate juvenile offenders and reduce juvenile crime;
- implement community based policing;
- emphasise foot patrols;
- progressively redeploy police to increase the general duty response strength in patrols;
- expand Neighbourhood Watch, Safety House and other community based policing programs statewide;
- establish community consultative committees;
- intensify the random breath testing program;
• raise the awareness of responsibility of all police to enforce traffic laws;
• emphasise speed reduction in traffic law enforcement;
• restructure the police force to increase line management authority, responsibility and personal accountability;
• introduce a divestment program to improve use of capital and personal resources;
• upgrade management reporting systems;
• review effectiveness of large resources users;
• implement merit based promotion for Senior Sergeants by 1 January 1988 and Sergeants by 1 April 1989;
• include a police ethics component in all training courses; and;
• further impact on causes of corrupt behaviour.

*The Federation's Memorandum of Association*

Part 3 of the Memorandum of Association defines the objects for which the Federation is formed, and includes the following sections:

a) to promote programs and activities directed to the personal, physical and cultural development of children and adolescents in New South Wales;

b) to awaken citizens and police to their responsibilities towards children and adolescents;

c) to nurture citizenship;

d) to provide an interface between the police force and the citizens of New South Wales, especially children and adolescents, which fosters mutual respect and understanding;

e) to provide cultural, recreational and sporting programs for individuals, community groups, organisations and the underprivileged, regardless of sex, race, creed or ethnic background;

f) to provide educational programs pertaining to the maintenance of law and order, such programs to include but not be confined to such matters as: the role of the police, crime prevention, road safety, and drug abuse;

g) to do all such acts, deeds, matters and things and to enter into and make such agreements as are incidental or conducive to the attainment of the above objects or any of them.

Acceptance of the new ideals is growing throughout the organisation and is reflected in the diverse range of programs and activities now being offered throughout the Federation. Specific needs are assessed in consultation with the local police,
community leaders, welfare workers and the end users of the Federation's facilities and services.

Programs and Activities

All of the programs and activities listed are designed to have an impact on the level of crime and antisocial behaviour attributed to young people. Experts in the various fields are encouraged to assist, together with local police, educators, welfare workers, agencies and government departments.

Crime prevention workshops

These workshops are aimed at Year 9 students and similarly aged persons. The three-day workshops involve interaction between police, students, Family and Community Services Department workers, State Rail officers, schoolteachers and other government agency personnel who are concerned with youth. The aim of the workshops is to offer alternatives and set out the consequences and difficulties presented by peer group pressure, anger, boredom, frustration, desperation and aggression.

Minority group—police resource workshops

Police from the Youth Clubs held informal talks with minority groups and have determined that there is some apprehension about the police in general. It was also evident that confusion exists concerning individual's rights. Workshops are now conducted in some youth clubs to improve relationships between the groups and to encourage them to use Federation facilities.

The programs are most successful. At Mount Druitt Police Citizens Youth Club, sessions to improve relationships are well attended and tensions between young people of varying racial backgrounds, parents and police, have been visibly reduced.

The Fairfield Cabramatta Police Citizens Youth Club has been honoured by the Vietnamese Community in Australia, New South Wales Chapter, who have awarded the Club a citation in recognition of the work done for Vietnamese youth in the area.

Neighbour network

This program is being run as a pilot in cooperation with the National Association for the Prevention of Child Abuse and Neglect (NAPCAN). Designed as a self-help program for people who are alone or are experiencing fear, boredom and isolation, participants are encouraged to form friendships with each other and get to know the police. The program aims to stop people becoming victims.

Young offenders support teams

This program has young people from Children's Courts performing community service work at Police Citizens Youth Clubs at the request of Family and Community Services officers. The work is performed under the supervision of Youth Club police. The police officers support these young offenders in a non-judgmental, non-moralistic and non-authoritarian manner. This helps to improve the young offenders' general relationship with the police. An additional benefit is improvement in self-esteem and an improvement in perception of 'the system'. The program also encourages young offenders to utilise the branch facilities during their leisure time.
Court support program

Police from Youth Clubs are offering support to the Cobham and Minda Courts to transport young offenders to and from drug and alcohol counselling. This service often enables young persons without family support or transport to comply with conditions of bail and other orders. Often the relationship between police generally and the offender is improved and can assist in proving to the young offenders that 'the system' does work.

Police careers out west

Year 11 and 12 students from western areas of Sydney who are considering joining the police force, but lack encouragement and support, are invited with school careers advisers to participate in this program. The Police Citizens Youth Club transports the young peoples to the Sydney Police Centre (the largest operational police complex in New South Wales) where talks are delivered by police from the Recruiting Section and the Equal Employment Opportunity Unit. Various police training films are shown. Tours of the Police Centre are conducted and a luncheon is shared with 'on duty' police. The Water Police station is then visited and the activities of the section are explained and a tour of the facilities made. On the following day, the young people are transported to the Police Academy at Goulburn where they tour the premises, receive information from Academy Staff, speak to student police officers and are briefed on the academic and physical fitness requirements of modern police training.

Careers markets

Companies and organisations including the defence forces, fire brigade, ambulance and police set up stands at Youth Clubs and offer information and advice concerning employment and pre-engagement requirements. The days are very well attended by career guidance advisers and students.

A wide variety of service equipment is always put on display to emphasise the skills required for successful operation in the hope that prospective applicants will see the advantages of remaining at school and improving their qualifications.

Off street school break-up parties

The Federation provides accommodation and a safe place for Year 12 break-up parties. This provides a safe environment with sufficient unobtrusive supervision.

The protective umbrella of the club shields students from alcohol and drugs and allows behaviour regarded by many adults as definitely antisocial to occur without incident or complaint.

Passive areas

Many branches are now converting areas for passive recreation. Jukeboxes, pinball machines, television and video facilities are being installed. Participants are encouraged to 'do their own thing'. A feeling of ownership soon develops for the area and peer group pressure maintains order and decorum. Smoking and the consumption of intoxicating liquor are not permitted. Barbecues and video nights are regularly held, together with discos, usually on Friday and Saturday nights.

The aim is to encourage young people to find entertainment off the streets and to prevent them from becoming victims or offenders. In one particular area where this
program has been running there has not been a single break and enter offence or act of malicious injury to property committed at the local primary school for over six months.

The kids have reported that before going to the Club for the passive activities they used to ‘give the school hell’ and ‘hate the cops’. These attitudes are now changing.

*Anti-graffiti*

Known offenders and young people generally are invited to do lawful graffiti murals at various branches on walls specifically designated for the purpose. Sometimes the spray cans of paint are provided for the artists at no charge. At Mount Druitt in the western suburbs of Sydney there has been only one incidence of graffiti to the club building since the program commenced. Previously it was a major problem.

At Moree in the far north west of the state, local young people are provided with spray cans at no cost, given colour coordination assistance if required and may decorate the outside and inside of the branch building. The only restriction is on language and visuals which may cause gross offence. The incidence of malicious injury to property from graffiti in the town has fallen to an all time low.

*Police as friends*

Youth Club police make themselves available to the public for discussions on matters relating to life and policing matters generally in the areas served by the branch. Parents have the opportunity to speak with the police concerning problems in the home and issues such as drugs, family violence and general behavioural issues involving the children. Similarly, the children can discuss their home life problems.

*Jarjums talent quest*

The Head Office of the Federation held a major talent quest for Koori kids. Heats were conducted at branches across the state with the finalists appearing in a Friday night concert at the Sydney Town Hall. The concert was well attended by members of the public. Musical backing was provided by the full NSW Police Concert Band. The event was hosted by Johnny Young of Young Talent Time and many prizes were awarded to the participants. Shelleys (Our State Drink) funded the operation which was hailed as a great success.

*Koori culture expo*

The Mount Druitt branch held a Koori Culture Expo in 1989. Koori kids were invited to submit art at any one of the Federation’s 52 branches. Special awards were made to the winners and all aspects of the arts were catered for.

*Wilcannia/Mount Druitt youth interchange*

Under the auspices of the Mount Druitt branch, the Koori community at Wilcannia in the state’s far north west nominated 27 young Koori kids to travel to Sydney for a two week all expenses paid holiday. Two police officers from Wilcannia and the two police from the Youth Club accompanied the kids to Sydney in a Federation bus. Not one of the kids had seen a city or the sea. Visits were made to Darling Harbour, the Zoo, large city buildings and Australia's Wonderland. Ferry trips on Sydney Harbour, barbecues and visits to police establishments including Camp Mackay completed the visit which successfully broke down many barriers.

A number of similar exchanges are to take place during the remainder of 1989.
Law week

Most branches now actively participate in Law Week and assist the Police Department with the delivery of a wide range of lectures and open days.

Drive to survive

This program has been introduced to target young drivers and riders below the age of 25 years who account for a disproportionate number of all fatal motor injuries and deaths. The attitude of young people towards training courses of this nature is very casual to say the least. Our 'Drive to Survive' program is supported by motor racing personalities which attracts large audiences.

In order to be effective, the program must combine the theoretical aspects of driving with practical experience. A panel of defensive driving experts presents the course. The panel should include well known driving and riding identities, highway patrol riders and drivers. The Police Rescue Squad and local police personnel are also encouraged to become involved.

The program outlines specific crash situations and ways to anticipate them and take defensive action. Situations such as one and two car crashes, collisions at intersections, roundabouts, traffic lights, whilst overtaking and with animals are covered. Emphasis is on the 'arrive alive' theme, and, 'anticipate what the other driver may do'.

Bicycle safety

Bicycle safety programs covering rider safety, technique, clothing and helmets, maintenance and skills acquisition are offered. The assistance of the Bicycle Institute of New South Wales is to be sought to further extend the program.

Protective behaviours program

All managers and selected support staff are presently undergoing the full Protective Behaviours Program. This will enable managers to train their staff and volunteers in this vital crime prevention technique. The program is designed to give children and young people strategies to avoid becoming victims or to cease being victims. Federation participation in this program is funded by Shelleys (Our State Drink).

Peer support

The majority of managers and their assistants have now completed the Peer Support Foundations education program. Selected Federation branches are now sustaining the Peer Support Program for young persons in conjunction with local schools and before and after school hours.

Rehabilitation of young offenders

In conjunction with the Probation and Parole Service of the Department of Corrective Services, Federation branches are now actively involved in programs to rehabilitate young adult offenders.

Officers of the Probation and Parole Service identify young recidivists and offenders who have served their first gaol sentence who may benefit from involvement in Youth Club activities. The Federation then involves the offender in a full range of
activities. Additionally, many offenders perform Community Service Orders at Police Citizens Youth Clubs under the supervision of the police officers.

Alteens

This program operating at a number of branches offers special assistance for young people who are victims of domestic difficulties emanating from alcohol abuse.

Task force Y

This head office initiative seeks to develop a coalition between corporations, the Police Department and the Federation in order to develop a joint strategy to counter juvenile crime and antisocial behaviour by young people. Corporations are being invited to contribute to, or sponsor programs through the Federation such as: emergency accommodation (in Youth Clubs); reuniting missing kids with their families; sidetrack theatre, 'Runaways'; small business courses for youth in areas of high unemployment; going straight with computers; skateboard symposium to set standards; responsible drinking programs; safe sex; and special programs for rural youth.

In addition to the programs outlined, the Federation offers over 100 other activities and pastimes. Particulars of these are set out in Appendix 1.

Membership survey

The Federation is presently conducting random membership surveys at metropolitan branches. The survey results will provide assistance to our forward planning in assessing our market and client group needs.

Conclusion

The Federation is a member of the Australian Association of Police Citizens Youth Clubs. There are now 129 Police Citizens Youth Clubs operating across Australia involving 225 sworn police officers on full-time youth club duty. All of these clubs now offer programs and activities aimed at reducing crime and antisocial behaviour by young people. In New South Wales we are determined to re-establish the Federation of New South Wales Police Citizens Youth Clubs as the premier crime prevention organisation for youth in Australia.

I am confident this objective will be achieved.
Appendix 1 - Activities and Pastimes offered by the Federation of New South Wales Police Citizens Youth Clubs

Activities—Disabled
Activities—Elderly
Air Rifle Club
Archery
Armenian Folk Dance
Art Classes
Athletics
Australian Rules
Badge Making
Badminton
Ballet Classes
Band
Baseball
Basketball
Baton Twirling
Bible Studies
Bicycle safety
BMX Bikes
Boxing
Brownies
Bush Walking
Camera Club
Camp Mackay
Cheer Leaders
Chess
Chess
Childrens Gymnastics
Circle Dancing
Circuit Training
Computers
Cosmetics
Creative Writing
Cricket
Cycle Training
Dancing
Darts
Debutante Ball Training
Disco Blue Light
Discussion Groups
Drawing
Drill Squash
Drop-in Centre
Drum Corp
English/Communication
Fencing
First Aid
Fishing
Greek Dancing
Gymnastics
Half Court Tennis
Handball
Handicapped Children
Hap Ki Do
Highland Dancing
Hockey
Housie
Indian Dancing
Indoor Bowls
Indoor Cricket
Indoor Soccer
Insearch/Comm. Serv.
Irish Dancing
Jazz Band
Jazz Fitness
Jisukan
Job Search
Jolly Jumbuck Time
Ju Jutsu
Judo
Kaido
Karate Shotawaw
Karate-Goshiu Ryu
Karate-Kempo Kai
Kendo
Kick Boxing
Kindy Gym
Korean Dance
Kuman Mathematics
Kung Fu
Ladies Self-Defence
Lectures
Library
Library
Majorettes
Marching Girls
Mini Ball
Mini Bikes
Model Aeroplanes
Model Railways
Mural Painting
Neighbourhood Watch
Nijitsu
Old Time Dancing
Orchestra
Philately
Physical Fitness
Piano Lesson
Pinball
Pipe Band
Playgroup
Police Officer Survival
Pony Club
Pool
Pre School
Radio Broadcasts
Radio Controlled Cars
Roller Skating
Rugby League
Rugby Union
Sauna
School Sports
Self Defence
Shintaido
Shorinji-Kempo
Skateboarding
Snooker
Soccer
Soft Ball
Squash
Subbuteo-Table Soccer
Swimming
SWOS Training
Table Tennis
Taekwondo
Tai Chi
Television and Video
Tennis Coaching
Touch Coaching
Touch Football
Trampolining
Tug-O-War
Typing Lessons
Video Games
Viet Queyen Do
Volley ball
Vouinam
War Games
Water Confidence
Weight Training
Wing Chun
Wrestling
Yoga
Youth Liaison