COMMUNITY POLICING AND THE POLICING FACTOR OF ON-STREET PROSTITUTION IN THE KINGS CROSS POLICE PATROL

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SINCE JULY 1987 THE NEW SOUTH WALES POLICE SERVICE HAS BEEN extensively involved in the process of research involving the Police Service and the delivery of services to the community of New South Wales. From the Kings Cross Police Community Survey, a number of extremely relevant policing factors were identified. One of these factors is the topic of on-street prostitution.

The purpose of this paper is to analyse on-street prostitution, examine social options (including legislation) and factors pertaining to on-street prostitution, the present legal situation and common policing strategies and finally propose an alternative strategy.

Demographic Analysis of the Kings Cross Police Patrol

The Kings Cross Police Patrol caters for a broad cross-section of business, residential, industrial and recreational activities and development in a region of Sydney with probably the highest population density in Australia. The population during evening hours increases substantially—especially in the Central Business District—due to the large number of licensed
premises, some of which conduct adult shows and sell restricted adult items and material. There are also a number of brothels and street-working prostitutes in this area. The availability of illegal drugs is an additional factor in attracting members of the public to the area. There are also very clearly defined links between prostitution and drug distribution in the area.

**Characteristics of the Kings Cross Police Patrol**

The Kings Cross suburb and surrounding areas have a worldwide reputation as the vice market of Sydney and perhaps Australia. This reputation provides a substantial and lucrative market for those involved in all forms of prostitution in Kings Cross and surrounding areas.

This paper is based upon the presumption that, despite the variations in policies adopted, it is an unreasonable assumption that on-street prostitution can be eradicated or permanently moved from the confines of the Patrol, given the existing socio-environmental conditions.

**Profile of Persons Involved in On-Street Prostitution in the Kings Cross Police Patrol**

**Adult females**

The vast majority of adult females prostituting themselves in the Kings Cross Police Patrol area are aged between 18 and 30 years of age. Over 95 per cent are heroin addicts and the majority live in the inner city or eastern suburbs, with 20 per cent residing within the Patrol boundaries (Travis 1986, p. 24).

On-street adult female prostitution occurs twenty-four hours a day, but the number of prostitutes and the usage of areas fluctuates according to whether it is night or day. During the hours of daylight, adult female prostitutes use the Central Business District and to a lesser extent the Darlinghurst area. The Central Business District is utilised by a majority of non-drug users during daylight hours. They provide their service from footpaths and a few utilise parks and recreational reserves. Less than fifty prostitutes work on-street during daylight hours at any one time.

During the hours of darkness, on-street female prostitution increases in the Central Business District. However, it is the Darlinghurst/East Sydney area that is far more heavily utilised by female prostitutes during the hours of darkness. During these hours the number of prostitutes on William Street, East Sydney, is greater than the total in the Central Business District area. The area bounded by Bourke, William, Victoria and Burton Streets is also heavily utilised—especially by adult female prostitutes who provide their services from motor vehicles or in other public places. On-street adult female prostitutes can total between fifty to one-hundred at any one time on an average Friday or Saturday evening in the Kings Cross Police Patrol area.

**Transsexuals**

The transsexuals prostituting themselves on-street in the Kings Cross Police Patrol area are usually aged around thirty—considerably older than their female counterparts. The majority live in the area (Travis 1986, p. 66) and, although many are drug users, far fewer are heroin addicts compared with their female counterparts.

Very few transsexuals prostitute on-street during daylight hours. The majority prostitute themselves during the hours of darkness from the footpath on the southern side of William Street, between Bourke Street and Darlinghurst Road, with some utilising streets south of...
William Street. The number of transsexuals soliciting on-street during the hours of darkness on a Friday or Saturday evening would number between twenty and forty.

**Adult males**

The majority of adult male street prostitutes are younger than their female counterparts and their age range is between 18 and 26. The vast majority live in the area and are drug users. However, fewer adult male prostitutes are heroin users compared with their female counterparts (Travis 1986, pp. 83-96).

Male prostitution is mainly confined to the hours of darkness. The areas utilised are distinct and separate from their female and transsexual counterparts. The two areas where most male prostitution occurs are the Fitzroy Gardens, Kings Cross area, and the Green Park, Darlinghurst and surrounding areas (commonly known as 'The Wall'). There are far more adult male prostitutes offering their services from park seats and from within the confines of the reserves than female or transsexual prostitutes.

With the entrenchment of Oxford Street as the gay entertainment area of Sydney, activity has shifted from the Central Business District area to ‘The Wall’ area of Darlinghurst with its close proximity to the gay sub-culture in Oxford Street increasing the market for the males’ services.

**Juvenile prostitutes**

There are approximately fifty young street persons under the age of sixteen years who inhabit the area on a permanent basis. There are at least another fifty who reside in the area on a semi-permanent though regular basis, such as on weekends. The majority of these juveniles prostitute themselves, many doing so in public places.

There are also a significant number of juveniles aged between sixteen and eighteen years who prostitute themselves on-street in the same locations as the adult prostitutes. Because of their mode of dress and their physical maturity, it is extremely difficult to differentiate between juvenile and adult prostitutes. The vast majority of these juvenile prostitutes are drug users and, once permanently residing in the area, very few do not use intravenous drugs such as heroin.

The majority of on-street juvenile prostitution occurs during the hours of darkness and the locations utilised most frequently are Fitzroy Gardens and ‘The Wall’, Darlinghurst. Local demographic knowledge and available statistical analysis substantiate the fact that over 50 per cent of adult street prostitutes initially enter the profession as juveniles (Travis 1986, pp. 27, 85-6).

**Factors Pertaining to On-Street Prostitution in Relation to the Prostitute and the Community**

**Reasons for Persons Soliciting in Public Streets and Places**

The main reasons that persons solicit in public streets and places can be summarised as follows:

- usually economic—there are minimal overhead costs, unlike escort or brothel work;
- offers the prostitute a last resort for those who are too old, underage or drug addicted;
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- offers the prostitute 'more freedom'. They are also their 'own boss';
- some consider it less competitive than brothel work.

However, increased monetary gain compared to other forms of prostitution is the main reason for the continuation and proliferation of street prostitution. The fact that over 95 per cent are drug addicted causes them to ignore the dangers such as sexual assault, assaults and/or robberies, kidnapping, and sometimes murder.

Health factors

Despite varying opinions regarding the percentage of sexually transmitted diseases that can be attributed to the activities of prostitutes, there can be little argument that prostitutes themselves must be considered in the high-risk category of potential victims due to the frequency of, and varying types of, sexual activity performed with different partners. Because of the nature of their work and their working conditions, a good deal of general ill-health also occurs in what is by and large a very youthful population. Poor eating habits, lack of sleep, emotional and physical stress, inadequate housing and drug abuse are conditions commonly affecting those involved in the profession. Also, many have had a traumatic childhood or adolescence which compounds their health problems (New South Wales 1986, p. 155).

Drug factors

It has been estimated that as many as 80 per cent of street prostitutes in Sydney are heavily heroin dependant (New South Wales 1986, p. 187). Therefore, there is a very strong link between heroin usage and street-prostitution. The majority of street prostitutes claim that they earn up to $500 per shift soliciting, and some earn more. However, there appears little doubt that the length of the shift depends on how long it takes to earn enough money to pay for sufficient heroin to satisfy their addiction. For these prostitutes, their profession is an economic necessity—a necessity which leads to a swift deterioration in health and, for many, a premature death from drug overdose.

In addition to heroin, other illegal hard drugs are commonly used by prostitutes, such as 'black market' methadone, cocaine, LSD, speed and virtually every other illegal drug currently available. Many of the street prostitutes supplement their income through acting as drug suppliers. As their bodies deteriorate with drug use and their clientele decreases, many are forced to replace prostitution with drug supply as their main, and sometimes only, source of income.

Drugs replace monetary payment for services rendered by the prostitute and there is increasing evidence that the practice of supplying drugs to street prostitutes on commencement of shifts by managers or owners of casual accommodation is becoming more common. This practice means that the prostitute is continuously working to repay monies owing for drugs supplied by these premises and is very securely 'locked into' the profession.

Therefore, the street prostitutes provide a very lucrative marketplace for the illegal drug trade. Not only are they purchasing the illegal drugs, but they are also being used as on-street outlets for the supplier's products, thus decreasing the prospect of their detection by members of the Police Service. If a heroin-addicted street prostitute earns over $2,000 net per week from prostitution, then it is conceivable that, over twelve months, at least $100,000 will be spent on purchasing heroin. If the monetary amount of heroin supplied to heroin-addicted prostitutes is totalled, then it is obvious that many millions of dollars are harvested by the supplier from this one market.
Community Policing and On-Street Prostitution in the Kings Cross Police Patrol

Community Factors Pertaining to On-Street Prostitution

The prostitutes who solicit in public places in the Central Business District and other commercial areas such as William Street are very seldom, if ever, the cause for community complaint. However, a number solicit in the Forbes Street area of Darlinghurst. Their positioning creates noise pollution from increased motor vehicular traffic consisting of potential customers, sightseers and other persons harassing the prostitutes both verbally and physically. The prostitutes themselves cause noise pollution through territorial disputes and verbal altercations with passing vehicular and pedestrian traffic. In addition to the noise factor, the discarding of condoms and other debris, often on private property, is of major community concern. The increased pedestrian traffic causes problems such as persons urinating and vomiting, and increased drug activity in these areas results in an increase in discarded syringes and associated debris.

Contrary to a commonly held belief, very few male persons act as 'pimps' for a number of prostitutes. Virtually all male persons observed in the vicinity of the female prostitutes are boyfriends who, like the prostitute, is heroin dependant. The boyfriends remain in the vicinity to ensure the safety of their girlfriend. The prostitutes who provide their services from motor vehicles face added safety risks, and the boyfriends of these females are utilised to record registration numbers of customers vehicles. It is not unknown for these persons to report the fact to police that their girlfriend's return is overdue.

Common Community Policy Options in Relation to On-Street Prostitution

**Suppression—legal suppression**

It has been commonly accepted that suppression is not a practical option. Suppression would undoubtedly only move on-street prostitution to other areas and create an environment where crime and corruption would flourish. Also, driving the activity underground creates associated difficulties for support agencies such as health and drug rehabilitation services.

**Legislation—legal recognition with full government control**

This policy has strong support from members of the community who recognise the inevitability of prostitution. Most advocates argue that advantages could include a licensing system to enable regular health checks, and others have advocated the creation of 'red-light' areas. Opponents state that to legally recognise on-street prostitution is to encourage its growth. However, the logistics of such a proposal are enormous and in practical terms it is not possible given the resources available. Secondly, and most importantly given the current environmental conditions, this policy would create 'underground' areas of prostitution where crime and corruption would flourish and the access of support agencies would be hindered.

This policy ignores the fact that virtually all on-street prostitutes are drug addicts and that direct efforts at control will either relocate their activities or create a socially less desirable result, such as forcing the person from prostitution to more serious criminal activity. Prostitutes resent control, especially street prostitutes and legislation would deny them any choice of working conditions and severely restrict their economic and personal rights.

**Decriminalisation without controls—removal of all specific laws relating to street prostitution and no government regulation of the trade**

Decriminalisation is a policy which has been attempted in New South Wales previously with the *Prostitution Act 1979*. With the decriminalisation of street prostitution in 1979, there
was a corresponding increase in the number of street prostitutes visibly soliciting in residential areas, especially Darlinghurst. Although this policy offers advantages to prostitutes and releases a burden from law enforcement and judicial services regarding resource allocation, historically the facts verify that it is unrealistic to formulate prostitution policies without considering the needs of all members of the community.

Decriminalisation with controls—legal recognition with government regulation of some aspects of street prostitution

Decriminalisation with controls involves legal recognition with full government control. This option—which broadly conforms to recommendations made by the New South Wales and Victorian Committees of Inquiry Into Prostitution, and the United Nations Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others 1949—represents a reasonable working compromise between prostitutes, clients and the community. The Fitzgerald Report also endorsed a policy of decriminalisation with controls (Queensland 1989, p. 188).

In the state of New South Wales, this policy has been adopted since 1983, with Section 8A of the Prostitution (Amendment) Act prohibiting soliciting in or near a dwelling, school, church or hospital. In 1988, with the repeal of this Act, the offence for street prostitution was broadened under Section 19 of the Summary Offences Act 1988, with the inclusion of the factor of visibility by adding the words 'within view from' these locations.

Two new offences were also created under Section 19(3) and Section 20. An increase in penalty above that provided for soliciting applies where such soliciting 'harasses or distresses the other person'. Section 20 specified an offence of public acts of prostitution in or within view from a school, church, hospital or public place, or within view from a dwelling house. Further to this, it is also an offence to take part in acts of prostitution in vehicles similarly located.

Acts of prostitution include sexual intercourse as defined by Section 61A of the Crimes Act 1900, and masturbation by one person on another for payment. All persons involved in such public acts are liable to prosecution.

Significant changes have also been made to the penalties for prostitution. Section 19, Summary Offences Act 1988, carries a maximum penalty of $600 or three-months imprisonment ($800 or three-months if the soliciting harasses or distresses), while Section 20 carries a maximum penalty of $1,000 or six-months imprisonment. Section 8A of the Prostitution Act 1979 carried a penalty of $500 only.

An Analysis of Common Policing Strategies Relating to On-Street Prostitution

The most common policing strategy—adopted by the New South Wales Police Service for decades—has been to allocate responsibility for the policing of street prostitutes who contravene the current legislation to members of the Vice Unit. This Unit has a resource allocation of approximately twenty personnel who are expected to service vice-related activities statewide. To expect a unit with such a limited resource allocation to adequately service an industry which is a twenty-four hour, statewide industry employing—directly or indirectly—thousands of individuals, is both unreasonable and illogical.

After a very short duration, the street prostitutes know the identity of members of the Vice Unit and their usual periods of surveillance. When the Vice Unit is in the area, the prostitutes' communication 'grapevine' enables them to keep an accurate knowledge of the Vice Unit's location at any given time. These facts drastically diminish the chance of detection and arrest of contraveners of the legislation, as 'knowing' and 'proving' offences are committed are two vastly different matters.
Since May 1990, the resources allocated to the Kings Cross Police Patrol have been increased by the allocation of approximately thirty Beat Police. Because of the increased concern of residents in the Darlinghurst area in relation to the activities of street prostitutes—especially during Friday and Saturday evenings—Beat Police have been performing their duty in plain clothes in the Darlinghurst/East Sydney residential areas. This has resulted in some success in alleviating perceived community problems during these hours. However, similar problems to that being experienced by the Vice Unit have arisen, such as familiarity with the identity of the police and the time duty is performed. This results in the times and places of soliciting constantly changing in the East Sydney/Darlinghurst residential areas. Therefore, the problem is not alleviated in the long-term, it is only constantly shifted throughout the area.

The final, commonly-adopted policing strategy is the implementation of a police operation involving an unusually high number of police personnel saturating the perceived problem areas for a defined period of time. This strategy results in either a shifting of street prostitution from one residential area to another, a time-shift, or a temporary decrease of street prostitution in the Kings Cross Police Patrol area but a corresponding increase in street prostitution in other areas such as Canterbury Road, Sydney. Once the operation ceases, it only takes a short period of time for the prostitutes to return to the residential areas. The effectiveness of this strategy is, therefore, only short-term.

Utilising Community Policing in an Endeavour to Address the Policing Factor of Street Prostitution

Community-based policing is primarily concerned with the prevention of crime and social disorder through the cooperative efforts of police and the community. Its fundamental theme is to deliver an improved service by establishing an effective communication network between the Police Service and the community, and the creation of an awareness within the community that it has an important role to play in the maintenance of law and order. It is essential that the Police Service function as one united body with strong links at every level with the community.

Through research, the Kings Cross Police Patrol has ascertained that on-street prostitution is a significant policing factor. However, it appears logical that the formulation of a viable long-term strategy is dependant upon further research to ascertain the wants and needs of all the major community factors pertaining to street prostitution.

The following persons or representatives of organisations were conferred with at length in relation to on-street prostitution in the Kings Cross Police Patrol:

- the four Neighbourhood Watch groups operating within the Kings Cross Police Patrol;
- a number of street prostitutes;
- Doctor Ingrid Van Beek, Director of the Kirketon Road Centre, Darlinghurst;
- Tom Wilson, Coordinator of the Kings Cross Adolescent Unit (FACS);
- representatives from the South Sydney Council;
- representatives from the Kings Cross Chamber of Commerce;
- representatives from local organisations and welfare agencies;
the Commander of the New South Wales Police Service Vice Unit, Chief Inspector T. Dennis.

This research has proved invaluable in broadening knowledge on the subject and, combined with local demographic knowledge, has provided the basis for much of the information which appears throughout this paper. It also provided the information needed for the development of the framework for an alternative viable long-term strategy which considers the factor of on-street prostitution in terms of the whole community within the Kings Cross Police Patrol.

The Proposed Alternative Strategy Relating to On-Street Prostitution in the Kings Cross Police Patrol Designated Areas

The strategy proposes the designation of a number of areas within the Patrol where on-street prostitution is permitted, by virtue of the consent of all the community and its relevant sections and organisations as previously listed. Ideally, these areas would be considered legal and concur with the provisions of the current legislation.

One may ask why this is necessary given the current legislation and environmental conditions. There is understandable confusion amongst the prostitutes themselves as to the exact interpretation of the legislation. Indeed, opinions have varied amongst members of the Police Service who are entrusted with enforcing such legislation. The confusion is based upon the 'within view from' wording of Section 19. The interpretation by different members of the judicial system in different geographical areas has added to the confusion. There is no doubt that representatives of the judiciary will have to be consulted prior to the designation of any particular areas to ensure their acceptability under the current legislation.

There are a number of very important community advantages in actually designating areas for the purpose of street-prostitution. Firstly, the prostitutes themselves will be educated as to the location at these areas. They will know that firstly, members of their own occupation will have played an important role in determining their location and; secondly, they will know that the areas have been designated after consultation with all relevant community organisations, resulting in decreased likelihood of harassment from residents. If they remain in the designated areas and abide by Section 20 regarding 'Acts of Prostitution' and any other Act or regulation of this state—just as any other member of the community is required to do—then they have no fear of arrest, attempts to control or harassment by any member of the New South Wales Police Service.

The community within the Kings Cross Police Patrol area, in the main, accept the logic that on-street prostitution is a fact of life. Their main concerns relate to the actual soliciting of prostitutes in residential areas and the committing of acts of prostitution from within vehicles and in public places within residential areas. By designating areas for the soliciting of prostitutes with community consent, it will decrease the friction between members of the community and the prostitutes themselves. The members of the community will be under no misapprehension as to the areas where street prostitution is permitted.

These designated areas will also have the very important role of placing these prostitutes, virtually all of whom are drug addicts, into areas which are easily accessible to support agencies such as Family and Community Services (FACS) and health services.

In the Report of the Select Committee of the Legislative Assembly upon Prostitution (New South Wales 1986), it is stated that overseas experience suggests that the centralisation of prostitution creates intolerable problems for residents in or near 'red-light' zones. The Report stated that 'red-light' areas degenerate into contact zones considered unsafe for residents, clients and prostitutes (New South Wales 1986, p. xxix).
In the Kings Cross Police Patrol area, the Central Business District and surrounding areas have been unofficially and universally recognised as a 'red-light' area for decades. The proposed strategy of designating areas will in fact attempt to reduce the 'red-light' area to boundaries which gain and are given community acceptance. The most obvious areas to examine are the main commercial thoroughfares such as William Street and the northern end of Darlinghurst Road. These areas are wide, well-lit streets with heavy pedestrian and vehicular traffic. Notably they are also the location for the majority of street prostitution at the present time. Local intelligence reveals that these areas are no less safe than other streets in the Patrol for residents, clients and prostitutes. Also the Police Service can more frequently and efficiently allocate resources to service these defined areas than if on-street prostitution is commonly pursued over a wider area.

Re-Assessment of Health Services

As a result of the Report of the Select Committee of the Legislative Assembly upon Prostitution (New South Wales 1986), a recommendation was made to introduce measures to reduce the incidence of sexually transmitted diseases and drug abuse. The recommendation led to the creation of the Kirketon Road Centre, Kings Cross, which is a community-based primary health care facility at Sydney Hospital. Services are provided free and include nursing, medical and counselling services, a social welfare service, needle/syringe exchange and mobile outreach program.

The Kirketon Road Centre is ideally situated in the central Kings Cross area to service the needs of the persons involved in prostitution and any related drug addiction. However, in 1991, there are a number of extremely significant problems which need to be urgently addressed.

Due to insufficient resources, the Centre is unable to provide a twenty-four hour service (open from 9 a.m. to 8 p.m.), which appears illogical when one considers on-street prostitution is a twenty-four hour occupation in the area. The period between 8 p.m. and 9 a.m. is by far the time-span of greatest on-street prostitution activity.

In the Report of the Select Committee of the Legislative Assembly upon Prostitution (New South Wales 1986), the recommendations were made for the New South Wales Government to continue to monitor the size of the heroin addiction problem in New South Wales and, if necessary, to continue its expansion of a range of methadone treatment programs to ensure the availability of treatment for all those diagnosed as suitable for methadone. The recommendation was also made so that the assessment of heroin addicts could be streamlined and expedited to undercut the heroin market and absorb addicts into suitable treatment programs. Unfortunately, it appears that these recommendations have not been implemented efficiently and effectively considering the gravity of the situation.

Available intelligence reveals that drug addicts committed over 80 per cent of reported crime in 1989 consisting of 240,000 crimes in New South Wales. Information gained from Patrol intelligence sources reveal that this percentage is higher in the Kings Cross Police Patrol area. The main on-street drug distribution network is centred on utilising prostitutes as the well-known on-street drug distribution outlet. Therefore, the rehabilitation of these persons is, and should be, one of the major priorities of the community and its elected representatives.

In 1991, there are 1,100 places on the methadone program allocated to the Eastern Suburbs area. Because of staffing difficulties in the three public methadone distribution centres in the area—Rankin Court, Langton Clinic and Kirketon Road Centre—the number of potential places on the program is not being filled. It is apparent that a significant percentage of places are filled by persons who do not reside in the area.
The delay from first inquiry by the patient to actual admission to the program is usually three months. In 1991, methadone treatment is delayed through an antiquated system of processing applications within the health service. Detective Sergeant Brian Collis from the Kings Cross Police Patrol has made a detailed analysis of the system. He has deduced that a single computer linkage from the initial inquiry point to other health service departments would enable treatment to begin in twenty-four hours. Ideally, there should be no barriers (including urine testing) to any person undertaking the methadone program within twenty-four hours of application, if not immediately.

The advantages are logical and irrefutable. Once a prostitute is undergoing methadone treatment there is some chance of rehabilitation. To refuse treatment is to offer virtually no hope of rehabilitation, and to delay treatment is to dramatically decrease any hope of rehabilitation. Once the patient enters the program, he or she has access to counselling and other rehabilitation services. The Kirketon Road Centre has the facilities to offer assistance on housing, education and employment matters to encourage and enable prostitutes to support themselves without relying on prostitution.

Medical research supports the theory that both methadone and heroin in their pure form and in correct dosages cause little deterioration in the human body. However, the fact is that heroin is always mixed with various other substances, many of which cause rapid deterioration in the health of the addict. Methadone is not diluted with harmful substances and, therefore, has distinct health advantages over heroin usage. Heroin usage is usually by intravenous injection with a hypodermic syringe. This method of usage increases the chance of contracting infectious diseases, especially AIDS, as a result of syringe sharing. It also leads to a rapid deterioration of the user's body (ulcers, collapsed veins and so on) through incompetent injection techniques and the quantity of daily injections in the one area. In contrast, methadone is taken orally in liquid form and one dose affects the user for twenty-four hours.

One of the most important functions of the New South Wales Police Service is to prevent crime. If the present methadone treatment programs are refined and improved, more readily available methadone will undoubtedly lead to a lower usage of drugs such as heroin and a proportionate decrease in the need for the addict to either prostitute themselves or be involved in more serious criminal activity to support their drug addiction. Also the effect of making methadone more readily available will virtually eradicate the present black market in the drug. If the on-street prostitution heroin market is depleted or seriously diminished, the heroin suppliers to the market may be forced to become more visible and these persons will be easier to identify, arrest and prosecute. In fact, a Drug Unit has been created recently in the Kings Cross Police Patrol area to service the specific policing factor of drug supply, especially at Stage 2 level and above (street level distribution is Stage 1). Therefore, these individuals who are participating in this most vile of trades will find their market and their profits diminishing.

It is essential that the Kings Cross Police Service support the Kirketon Road Centre's urgent representations to the Minister for Police and the Minister for the Health Service to ensure that the supply of methadone is more accessible to heroin addicts. There is no doubt that there are drug-addicted prostitutes desperate to undergo methadone treatment who are attempting to rehabilitate themselves. Some doubt their sincerity and argue that the methadone is used to supplement their heroin addiction.

Re-Assessment of the Youth and Community Services Resources in the Kings Cross Police Patrol

The need to address the problem of on-street juvenile prostitution is a very important integral factor in any viable long-term strategy dealing with on-street prostitution. Statistical
information reveals that a very significant proportion of adult prostitutes begin their careers as juveniles. Many forget that these young persons are the human beings who will be corrupted and recruited by unscrupulous individuals to be 'educated' in drug use and prostitution—usually in that order. These young persons continue the chain, creating the next generation of drug-addicted prostitutes and drug distributors who participate in these and other associated criminal activities. The need to detect these young persons and rapidly remove them from the street environment of the Kings Cross Police Patrol area, assisting them in rehabilitation, accommodation and other welfare services is a major determining factor in the success of this alternative strategy.

In 1990-91, the Kings Cross Police Patrol has reorganised resources both internally and externally within the Police Service and adopted new strategies in order to more successfully service this policing factor. A system of recording all juvenile detentions and other intelligence has been devised and coordinated. A Youth Team has been created that coordinates the Patrol's juvenile strategies. The team members closely liaise with the Kings Cross Adolescent Unit (FACS) and exchange intelligence. This coordination of services is beginning to show positive results with a decrease in permanent juvenile street inhabitation of the Patrol. More recently internal reorganisation has been initiated with this Youth Team beginning to coordinate resources with the Police Missing Persons Unit and the Police Child Mistreatment Unit.

The Kings Cross Adolescent Unit provides an excellent service but is lacking in adequate funding and resources. Members of the Youth Team and the Patrol have, at times, been unable to receive adequate coverage from FACS personnel during the periods from 2 a.m. to 9 a.m. Thursday, Friday and Saturday, and 9 p.m. to 9 a.m. Sunday to Wednesday. It is during the hours of darkness—especially in the early hours of the morning—that young persons are soliciting most frequently in public streets and reserves throughout the Kings Cross Police Patrol area. This occurs, not only because during these times the quantity of customers is greatest, but also because these juvenile prostitutes know that FACS personnel are not present in sufficient numbers to warrant detection. It is believed that an urgent increase in resource allocation to the Kings Cross Adolescent Unit is required to ensure an adequate twenty-four hour service is provided, and that the Kings Cross Police Service should support any such representations to the Family and Community Services (FACS) Minister.

**Judicial Factors**

In 1991, there appears to be some inconsistency in the interpretation and penalties imposed by members of the judiciary in New South Wales regarding Section 19 and 20 of the *Summary Offences Act 1988*. More severe penalties imposed by members of the judicial system in the Canterbury area have resulted in an influx of street prostitutes from that area to Darlinghurst/East Sydney where charged prostitutes have received less severe penalties.

It would be of great benefit to all concerned if members of the judiciary or a representative could be invited to attend a meeting of all interested community parties in order to gain first-hand knowledge of the community perception of street prostitutes in the King Cross Patrol and the problems associated with this trade. It is essential that the judiciary support the concept of designated areas and the logic behind this strategy, as there is no doubt that past history in the Canterbury area has illustrated the positive deterrence that a community oriented magistrate can have on the on-street prostitution trade.
The Formation of a Community Working Committee

The final and possibly most important fact of the proposed alternative strategy is the formulation of a permanent committee which meets on a bimonthly basis to discuss, not only street-prostitution, but all facets of prostitution in order to analyse alternative strategies in relation to any community problems associated with this trade. Although the aforementioned proposed alternative strategy has been agreed upon in principle by the various relevant community parties, there is no doubt that there is much discussion to be undertaken before such a strategy can be documented and then implemented.

The proposed bimonthly committee meeting would consist of: the four Neighbourhood Watch area coordinators; representatives from the prostitutes; Doctor Ingrid Van Beek, Director of the Kirketon Road Centre, Darlinghurst; Tom Wilson, Coordinator of the Kings Cross Adolescent Unit (FACS); representatives of the South Sydney Council; Kings Cross Chamber of Commerce representatives; Chief Inspector T. Dennis from the Police Service Vice Unit; Superintendent J.H. McCloskey Patrol Commander Kings Cross Police Patrol and other Patrol relevant representatives; a member of the New South Wales Judiciary; and representatives from various welfare agencies.

Conclusion

The policing of on-street prostitution in the Kings Cross Police Patrol has been a factor of considerable concern to the Police Service for decades. The strategies previously attempted have failed. Since the Vietnam War, as a result of which there was a huge increase in vice activity in the Kings Cross Police Patrol area, prostitution—and especially on-street prostitution—has become a very significant market for the supply and distribution of illegal drugs. Also during this period, there is no doubt that juvenile on-street prostitution has increased as has the usage of illegal drugs by these persons.

Valuable resources are being utilised in the policing of on-street prostitution in this Patrol throughout residential areas. The arrest and charging of a prostitute can consume four hours of a two-person police team's shift. Therefore, if the concept of designated areas can be adopted, then these police resources may be able to redirect their services towards the drug supply and distribution networks both on-street and from within premises which prey on the addiction of these prostitutes.

It must be recognised that the free and efficient supply of methadone to the on-street drug-addicted prostitutes is essential if these people have any chance of rehabilitation. In addition, increased funding and resource allocation to agencies such as the Kirketon Road Centre and the Kings Cross Adolescent Unit is essential so that they may become efficient twenty-four hour services. These agencies are possibly the sole chance for rehabilitation and even survival for many of these street prostitutes.

With the creation of a drug unit at the Kings Cross Police Patrol, and teams of personnel specifically examining the major policing factors including drugs, juveniles and prostitution, combined with genuine attempts at internal service organisation of resources relating to these factors the machinery has been created and put into motion to impact upon these factors which are of major community concern. However, the next important step is to coordinate external resources. By liaising with these resources and the community at large, viable long-term strategies that will impact upon these factors may be formulated and implemented. Perhaps this paper may be the catalyst that will bring this vision into reality.
References

