

JUVENILE AID BUREAU

An evaluation of Police Work with Juveniles 1970-1983



QUEENSLAND POLICE DEPARTMENT

JUVENILE AID BUREAU

AN EVALUATION OF

POLICE WORK WITH JUVENILES 1970 - 1983

A REPORT

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DR. SALLY LEIVESLEY

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INTRODUCTION

The aim of this project has been to evaluate the work of the Juvenile Aid Bureau with young offenders over the period 1970 - 1983. The study commenced at the instigation of the Queensland Police Commissioner, T.M. Lewis with an approach to the Criminology Research Council. The project was jointly funded by the Criminology Research Council and the Queensland Police Department and commenced in December 1983.

The Juvenile Aid Bureau (J.A.B.) has operated for 21 years in Queensland and is a unique Australian prevention effort. By utilising discretion, officers in the Juvenile Aid Bureau caution and show a direct interest in young persons rather than utilising the courts. In exercising police discretion the opportunity exists for a police officer to take an interest in the child on a personal basis which is seen as an ideal alternative. The use of diversion through close personal contacts with juveniles and an emphasis on prevention has been a philosophy which is different from the usual operations of the Queensland Police Force. As a result officers of the Juvenile Aid Bureau can to some degree be set apart from their peers and have to justify their 'softer' role with offenders.

The present study uses two major indicators or calculations to evaluate the success or failure of the different approach by Juvenile Aid Bureau officers:

INDICATOR 1 RECIDIVISM RATES

INDICATOR 2 INTERNAL EVALUATION OF JUVENILE AID BUREAU

The first Indicator (described in Chapter 1) is based on the results of an analysis of ten years of records of juveniles who came to notice of the Juvenile Aid Bureau 1970 - 1980 and information from the Rynne Study 1983. All juveniles who came to notice of the Brisbane Juvenile Aid Bureau between the years 1970 - 1980 were available from a single record source that logged each juvenile's age, sex, reason for coming to notice and address. These juveniles were then traced through the Police Information Bureau to find any court charges that arose either at the time of the first contact with the Juvenile Aid Bureau or in subsequent years until 30 June 1980.

The Recidivism Study recorded the number of charges that the 18,377 juveniles had from the time of first contact (between 1970 and 1980) until 1980. A check on all files showed that 2,873 had to be deleted from the analysis as there was some duplication of names in the record and incomplete files which could have provided a false result of no later offences and thus influenced the recidivism rates. The final number of juveniles analysed in the study was 15,504. The follow up period for court charges meant that the history of subsequent charges could be counted over a long period to assess whether there was a pattern of recidivism in juveniles handled by the Juvenile Aid Bureau.

In addition to counting numbers of recidivists this study analyses the characteristics which differentiate single offenders from the recidivist group from both the Recidivism Study and the Rynne Study (1983). These characteristics provide a practical basis for officers to assess juveniles who may require more serious attention when they first come to notice.

Information on juveniles who came to notice of the Juvenile Aid Bureau between 1982 - 1983 was made available for the evaluation in the current study. The Rynne Study (1983) provided data on factors associated with recidivism. This research had been conducted in the Juvenile Aid Bureau over two four month periods 1982 - 1983. Juvenile officers in the metropolitan area completed information forms on all juvenile contacts. This study provided a much wider base of information than the Recidivism Study as it contained detailed information on the juveniles and their families.

The second Indicator (described in Chapter 2) - the internal evaluation of Juvenile Aid Bureau, is based on a survey sent to a sample of Juvenile Aid Bureau officers throughout the State and Brisbane Mobile Patrols and Criminal Investigation Branch (C.I.B.) officers in the Brisbane Metropolitan area. The information from the police officers provided a number of dimensions for assessing the internal success of the Juvenile Aid Bureau.

In Part 2, recommendations are developed for future work by the Juvenile Aid Bureau. Chapter 3 outlines the working model that is proposed for the Juvenile Aid Bureau based on the evaluation. Chapters 4 - 8 recommend the use of target programmes within Juvenile Aid Bureau centred on the secondary schools. It is recommended that Juvenile Aid Bureau officers throughout the State be overviewed by the Inspector in Charge of Juvenile Aid Bureau and deployed on the basis of juvenile populations between the ages of 12 - 16. Further recommendations suggest the use of a computerised information system, wider training and a continuation of the Research Committee to interpret research needs and information on juveniles from all Police Regions in the State.

There are several serious limitations in this study. The main one is the time framework of three and a half months work. However this was compensated for by the commitment of the Research Committee, police officers of Juvenile Aid Bureau, and police cadets who assisted in a concentrated data gathering effort on the Recidivism Study. Thus the data from this work and Rynne's 1983 study provide a much wider view of juvenile offending in Queensland than was originally envisaged for the report. A limitation is that it is a brief analysis of the findings rather than the development of a broader view of juvenile offending.

Another limitation is the lack of field work and dependance on questionnaire returns for a State overview. In the Police Force, departmental information is best gathered over a period of time through personal interviews and observations and detailed assessments of facilities and administrative practices. It is my view that the present study opens many areas for such a study and that it can be conducted as an internal police investigation.

Appendix A provides a summary of the Queensland Police Department's contribution in manhours and facilities to this study. This contribution reflects the enormous task that faced the Research Committee in identifying the recidivism rate of juveniles within a system where records were not computerised. The logistics of hand coding of 18,337 records and hand searching of the same number of names for charges are reflected in the number of manhours. In addition the use of senior officers to supervise cadets and to extend other assistance to the study over a seven month period proved the commitment of the Department to assessing the effectiveness of the Juvenile Aid Bureau.

1. HISTORY OF JUVENILE AID BUREAU *

THE JUVENILE AID BUREAU IN THE 1960's

The Juvenile Aid Bureau commenced in Brisbane on **14 May 1963** with a Detective Senior Constable (T.M. Lewis), and a policewoman appointed by the Police Commissioner, Mr. F.E. Bischof.

The Bureau was a new move to combat juvenile delinquency and the work was to be with problem children aged 5 - 15. The decision to start Juvenile Aid Bureau was based on seeing a juvenile liaison scheme in England.

Juvenile Aid Bureau officers were to work with children who 'showed a tendency towards delinquency' and were not involved with convicted delinquents or children against whom action was pending. The acceptance and full co-operation of the children's parents was also a requirement. Officers visited children in their own homes, discussed their problems and encouraged an interest in hobbies and sports.

The aims of the Juvenile Aid Bureau were prevention and rehabilitation, and the police force looked for support from community organisations.

In October 1964 it was suggested that the effectiveness of police preventative work was seen in the fall in juvenile delinquency in Brisbane - a fall of 17.95% in the 12 months to June 30, 1964. In 1962 - 1963 the number of cases to come before the Children's Court for crime and uncontrollable behaviour was 635 and in 1963 - 1964 it was 521. There was no Juvenile Aid Bureau outside Brisbane and in country courts cases rose by 2%.

By the end of the first year the Juvenile Aid Bureau staff was increased to four officers. The team dealt with youngsters for petty thieving, shoplifting, vandalism, being uncontrollable at home or sexually promiscuous. Referrals came from other police, parents, clergymen and headmasters. Assistance with special problems was given by the Queensland University Psychology Department, many government departments and organisations.

The methods used by Juvenile Aid Bureau officers involved talking to the children after obtaining the parent's permission, and finding out about their interests. The Bureau kept in touch with the children and acted the role of 'fathers' to some problem children. Children were encouraged to attend church, work hard at school and help was given in finding jobs and opening savings accounts. Some children were committed to Church homes with the parents' consent to learn regularity of hours and discipline. In the first year only two failures were experienced: in both cases parents had refused consent.

The police statistics quoted in newspaper reports showed that the Juvenile Aid Bureau had an immediate impact on juveniles. In 1964 - 1965 there were 4,005 juvenile offenders, an increase of 1% on the previous year.

* Information on the History of Juvenile Aid Bureau in the 1960's and 1970's was obtained from newspaper articles in the personal files of Commissioner T.M. Lewis.

By 1966 Juvenile Aid Bureau had a staffing level of four men and three women and work was continuing in close co-operation with other departments: Welfare and Guidance Clinic and the clinic's research section, the Commonwealth Employment Service and the Retailer's Association of Queensland. Information on juveniles came from parents, schoolmasters, other police and solicitors. Complaints were mainly for stealing, false pretences, refusing to work, running away from home, or immorality. Treatment varied, sometimes a talk with the parents and child coupled with continued interest, and sometimes placement in a home for discipline. In all cases success depended on co-operation of the parents. The Juvenile Aid Bureau handled children up to 16 and most were 13 - 15 years of age.

In July 1966 Detective Sergeant Lewis was reported in the press as saying that the Juvenile Aid Bureau had a 92% success rate but there was difficulty in meeting the demand. Most common offences were sexual promiscuity, stealing, damaging property, associating with undesirables or truancy.

In February 1967 Juvenile Aid Bureau had eight 'hand picked' officers - five men and three women. The directive from the Police Commissioner (Mr. F.E. Bischof) was to keep children out of court. This involved a close personal involvement to get youngsters back to normal living. Three common characteristics of the children who came into contact with Juvenile Aid Bureau were: little religious training, an intense dislike of school and complete disinterest in sport. The greatest problem was truancy. Eighty-five percent of children passing through Juvenile Aid Bureau had not committed any later offence. The Juvenile Aid Bureau operated from a central headquarters in Brisbane and there were no country bureaux.

In February 1968, the Courier Mail reported that the 1966 - 1967 annual figures showed nearly 40% of Queensland crimes cleared up were committed by people under 21. Half of the 6,483 offences were committed by young people under 17. Juvenile Aid Bureau squad staff had grown to seven detectives and five policewomen. The total of 2,000 cases dealt with since inception had a 90% success rate.

Nearly 50% of cases involved stealing - the most popular form of which was shoplifting. Twice as many boys as girls were seen by the Juvenile Aid Bureau. Girls aimed mainly at clothes and make up and boys stole clothes, records, transistors and equipment for bikes or cars. Officers reported that a talk with a shoplifter often lead to admissions of further offences and revelations of other offenders and reduced future shoplifting for the store. Most children came from the lower socio - economic classes.

By 1968 the figures showed that while 15 was the common age of children coming to notice when Juvenile Aid Bureau started, 13 year olds were now frequently coming to notice.

By October 1968, 2,500 total cases had been handled since inception. Staff had increased to eight detectives and five policewomen. Mr. Bischof stated: (Advertiser 4.10.1968).

"Our aim has been to stop them becoming delinquents and prevent them from eventually going before the courts and possibly later to gaol."

The main sources of referral were principals and stores, parents, Juvenile Aid Bureau detection, uniformed police and detectives, welfare and guidance clinics, neighbours, friends or relatives, social workers, Guidance and Special Education, Commonwealth Government Departments, Department of Children's Services, solicitors, ministers, doctors in private practice, stipendiary magistrates.

Fifty percent of cases were for stealing, primarily shoplifting. There was a year's contact with each child who was given his detective's name and office number. Officers interviewed an average of eight juveniles a day.

By March 1969 the Bureau had dealt with 3,000 cases involving children up to 17 with 90% success rate. Increase in crime handled by the bureau was described as only 'slight'. Shopstealing took up 40% of the Bureau's time, followed by habitual truancy, uncontrollable children and sexual promiscuity. The main age range, including shopstealing offenders was 13 - 15, and the average age of children coming to notice was 14. The Juvenile Aid Bureau staff found that the most common time for juvenile offending was between the hours of 3.30 p.m. - 6.00 p.m.

In October 1969 the Police Commissioner, Mr. N.W. Bauer acknowledged that the incidence of juvenile delinquency in the metropolitan area would have been much higher without Juvenile Aid Bureau.

By November 1969 there were twelve men, six women and three clerk-typists as the staff of Juvenile Aid Bureau. Total cases numbered 3,500 with 90% success rate. Five years previously the average age for promiscuity among girls was 15 but this had now dropped to 13. Half the cases were for theft, mainly shopstealing, and drug problems, particularly with amphetamines were coming to notice. Senior Sergeant Lewis commented on the parents not knowing what the children were doing.

JUVENILE AID BUREAU IN THE 1970's

In March 1970 there was a 90% success rate with juveniles but Senior Sergeant Lewis commented that because of the tremendous growth rate he did not expect this to last.

In July 1970 there were still twelve men and six women on staff. They were concerned about sexual promiscuity at ages as low as 11. Offences included shop stealing, receiving stolen property, truancy, runaways, wilful destruction, illegal use of motor vehicle, and sexual promiscuity. Officers were concerned about the quality of their work: (Telegraph 28.7.1970)

"We're already dealing with more cases than we can adequately cope with."

The success of Juvenile Aid Bureau was ascribed to: little hostility from children to police who interviewed them and a feeling that the officer was someone they could talk to. Many parents were judged to be either too trusting or not close enough to their children.

In 1971, Detective Senior Sergeant Lewis attributed a lack of Juvenile Aid Bureau impact to limited resources: (Courier Mail 17.8.1971)

"One would think that police administrators would allocate sufficient staff to enable a worthwhile contribution to be made to work in the preventative field of law enforcement."

Since the Juvenile Aid Bureau inception in 1963 it had handled over 6,000 children with an overall success rate of 89%. A success is claimed if the child does not reoffend during the 12 months supervision. The Director of the Department of Children's Services stated that one reason for Juvenile Aid Bureau's success had been the selection of police.

In February 1972 the problem of an increasing number of "latch-key" children of only one parent was raised.

By October 1972 there were a 'disquieting number of persons brought to notice for experimenting with drugs'. Ninety percent of juveniles coming to notice had not offended again.

In November 1972 the Police Minister, Mr. Hodges said that members of Juvenile Aid Bureau would spend less time on follow up counselling of youthful offenders and more time patrolling areas where young people congregated - discos, parks and billiard halls.

In November 1972 the Police Minister also said juvenile crime had increased by 45% in the last year. There were 2,368 juvenile offences to June 1972: 1,000 involved breaking into offices, homes, factories and shops, and 450 were for theft of motor cars.

Mr. Hodges, speaking after a check of all Juvenile Aid Bureau files, said Juvenile Aid Bureau had handled 6,000 cases since inception, 24% of males and 15% females had at least one and some many more further offences.

In November 1972, Mr. Hodges the Police Minister stated: (Courier Mail 8.11.1972)

"The intensive counselling conducted by the bureau in the early days has not been as effective as had been hoped."

There was to be more emphasis on active crime prevention techniques. This involved bureau members going to places where children congregated. The Inspector in Charge was to make all decisions on how to deal with each offender. If a child was brought before the bureau and admitted to previous offences he was deprived of the right to a caution and was charged. Previously children who had been cautioned were not recorded in the police criminal index.

By November 1972 the Juvenile Aid Bureau had 'turned 7,000 juveniles away from crime' and brought 900 juveniles and adults before the courts. Staffing levels which had reached a peak of 21 were by now reduced to 17.

There was criticism by Juvenile Aid Bureau of the change from rehabilitation to general police duties. Criticisms of the new policy also came from principals and social workers. Bureau members believed that the changes were to increase clear up statistics and break up the almost elitist status of the unit. Between 1965 and 1971 Juvenile Aid Bureau put 609 children and 170 adults before the courts.

A spokesman for the Juvenile Aid Bureau stated: (Sunday Mail 12.11.1972)

"If we're going to charge kids because they admit they've committed offences on more than one day we might as well disband the bureau."

On January 1, 1973 the Police Education Department Liaison Unit was established and Juvenile Aid Bureau was transferred to the Department of Children's Services. Mr. R.W. Whitrod, Commissioner of Police, said: (Courier Mail 1.1.1973)

"The Juvenile Aid Bureau no longer exists as a police unit and is not doing police work."

Mr. Whitrod also said that counselling of offenders had failed and country police had better results and the bureau was transferred to the Department of Children's Services. Cabinet ordered him not to change the bureau's counselling policy.

By May 1973 Juvenile Aid Bureau had seen 9,000 children and about 80% of children had not had second convictions. Officers were concerned about the quality of their service: (Courier Mail 25.5.1973)

"the bureau had not been able to give the service it used to because of the increased work load. In some cases local police had to be used and the bureau followed up later."

The most prevalent offence was stealing - about 50% of all children coming to notice. This was followed by uncontrollable children, truancy, sexual promiscuity, running away, neglected children, and assault. Girls were becoming more of a problem with nearly as many females as males being seen.

In May 1973 Senior Sergeant Lewis said that until six years previously, 65% of children seen by the Juvenile Aid Bureau were boys and now 55% were girls. The main factors in the 'problem child' cases that came to notice were environment, associates, a materialistic approach to life, psychological ailments, and weak parents. Problems with parents were identified as the basis for many cases.

In July 1973 there was concern expressed by welfare personnel and school principals over moves to weaken Juvenile Aid Bureau.

In August 1973 it was recommended to Cabinet that Juvenile Aid Bureau be transferred back to the police. However, this did not happen until 1977.

In September 1973 Mr. Whitrod reported that the under 17's had committed 3,441 offences in the 1972 - 1973 period. Dr. Paul Wilson said that the real reason for claims of increases in juvenile offending was the new policy of charging rather than counselling.

In April 1975, Mr. Whitrod criticised the lack of liaison between the Children's Services Department and Juvenile Aid Bureau as no information was given to police that children under supervision might be breaking the law. The Bureau had 16 staff in the Brisbane area.

In the same month the police union criticised the change from a successful Juvenile Aid Bureau to the conviction oriented Education Liaison Unit and said that schools were reluctant to seek assistance from the liaison section.

Following a change in administrative policy the Juvenile Aid Bureau returned to the administrative control of the Queensland Police Department in 1977. The present policy of the Juvenile Aid Bureau was formalised by the issuing of a Commissioner's Instruction to all police.

JUVENILE AID BUREAU IN THE 1980's

In more recent years the Juvenile Aid Bureau has developed its strength in staff numbers in Brisbane and extended more into the country areas with some C.I.B. positions advertised as requiring the officer to perform Juvenile Aid Bureau duties.

The Brisbane Metropolitan Juvenile Aid Bureau is an autonomous section of the Police Department.

Officers in country areas are part of the local Criminal Investigation Branch teams and subject to the control of the Officer in Charge of the Criminal Investigation Branch and the District Officer. At June 30, 1980 the Brisbane Bureau had 83 personnel and by 28 February 1983 the established strength was 92. (Rynne 1983)

The Brisbane Bureau covers most police divisions in the North and South Brisbane Regions which is the Brisbane Metropolitan area and some adjacent areas. Offices are currently located at: City, Ashgrove, Fortitude Valley, Chermside, Sandgate, Redcliffe, Petrie, Woolloongabba, Camp Hill, Holland Park, Inala and Wynnum. (Rynne 1983)

Provincial centres are: Cairns, Innisfail, Mareeba/Atherton, Townsville/Mundingburra, Mackay, Mount Isa, Rockhampton, Gladstone, Bundaberg, Maryborough, Gympie, Nambour, Toowoomba, Dalby, Ipswich, Woodridge/Beenleigh and Broadbeach, Gold Coast.

Between 1979 - 1980, 74% of juveniles seen by the Juvenile Aid Bureau were cautioned. In 1981 two staff were transferred to the Juvenile Aid Bureau to investigate adult and juvenile missing persons. These staff are not engaged in general Juvenile Aid Bureau duties.

Juvenile Aid Bureau personnel numbered 95 in June 1984.

A brief summary of the responsibilities of Bureau personnel is: the investigation of offences committed on or by children as well as offences committed in respect of property at a school, whether the offender is an adult or child. (Rynne 1983.)

The Juvenile Aid Bureau also has specialist units dealing with child abuse, sexual exploitation and missing persons.

One of the principal functions of the Juvenile Aid Bureau is cautioning young first offenders. The term 'first offence' is broader than it appears as in 1975 a Commission of Enquiry into Youth recommended that: when police obtain evidence of an offence by a young person, where there has not previously been evidence, the fact that they then learn of previous offences should not deprive the young person of the opportunity of an official caution. The Juvenile Aid Bureau have found that the child is less likely to reoffend if previous offences are unburdened and the policy is that the child should not be punished for being truthful. This is especially the case where the child can learn by making restitution for articles or the child and parent return to the complainant with the property and apologise. Another aspect of the 'first offence' is that if the child first comes to notice for stealing and then later is found truanting the complaint is of a different nature rather than 'reoffending'. (West 1980)

The Juvenile Aid Bureau investigates complaints of alleged criminal offences that were committed by a child either alone, in company with other children or an adult; committed on a child; or committed in respect to property at a school whether by a child or adult. There are certain exceptions including murder, rape, arson or other serious crimes committed by a child or adult which are investigated by a senior detective, not necessarily a member of the Juvenile Aid Bureau. (West 1980).

The general policy is that children coming to the notice of police on the first occasion are cautioned. This is not a blanket policy as serious misdeeds are dealt with by the Courts. Where all the circumstances indicate that it is not in the interests of the child and society to use the Courts a caution is given. Cautions are not usually extended to children who further offend after having appeared in the Children's Court but in compassionate cases leniency is given. (West 1980)

Juveniles who persistently offend are charged with offences or are the subject of Applications for Care and Control which are dealt with by the Children's Court. (West 1980)

The Juvenile Aid Bureau spends time on patrols visiting leisure centres and other places where children gather. Many children frequent these centres at all hours and are at risk from paedophiles who frequent these places. Priority is also given to patrolling schools during the evenings and vacations to help prevent an escalating number of arson attempts. (West 1980)

The Juvenile Aid Bureau found that in many cases the offence such as stealing from stores occurs as a result of peer group pressures. When there are no other associated behavioural problems these children once cautioned do not reoffend. In a difficult minority of cases there is a more thorough investigation by police and assistance requested from professional and welfare agencies. Police normally continue to monitor the families of these cases after referring them to a designated professional person. (West 1980)

It is recognised that the staffing of the Juvenile Aid Bureau requires mature personable staff who can meet all community agencies and be in a position of trust and co-operation. Pilot schemes are also undertaken. In one project youths who had come to notice were taken on an adventure camp. Students, in educational establishments, and community and service groups are given lectures and officers represent the Department on agency and government committees. (West 1980)

An example of the application of the Juvenile Aid Bureau philosophy in 1984 for preventative work and continuing contacts with juveniles is given in Appendix 2 'Procedures and Techniques for Dealing with Juveniles'.

2. JUVENILE DIVERSION PROGRAMMES

The move towards establishing a Juvenile Aid Bureau in Brisbane in 1963 matched developments at the same time overseas. These developments were programmes which sought to reduce juvenile offences through some form of diversion rather than the expensive use of the courts and institutional care.

BRITAIN

There are reports, for example, from Lancashire (Fairless 1970) of the commencement of a juvenile liaison scheme in 1963 as part of the Lancashire Constabulary. By 1970 Lancashire Constabulary were using 45 police personnel in the work - a chief inspector was co-ordinator, with an inspector, ten sergeants, 14 constables and 19 policewomen. Within this scheme cautions were used for first or second offenders under the age of 17, at the discretion of the chief superintendent of the Division.

Juvenile liaison was not a new concept. Between 1936 - 1953 there was an effective County scheme where first offenders with slight offences were visited by the probation officer and parental co-operation sought. The first police scheme was in Liverpool which had a high record of juvenile delinquency following World War II. An experimental programme with two constables started in 1949. The aim was to prevent children and young persons from committing subsequent offences by cautioning and having a liaison period with specially selected police officers. In 1952 this Juvenile Liaison Department was incorporated as part of the Crime Prevention Branch of the Liverpool City Police. (Luke 1972)

Tweedie (1981) provides some more recent information of police cautioning in Britain. He says that cautioning has been a police practice since 1927. The percentage of juveniles cautioned since 1971 has remained fairly constant though the numbers have increased with the population. In 1978 over 100,000 juveniles were diverted from the courts which represented 47.5% of all juveniles cautioned by the police or found guilty by the courts. One perspective of the court action versus the caution was that children saw the court as a remote, confusing punitive agency whereas the police caution of 10-15 minutes duration made the juvenile well aware of what was happening.

A Report by the Parliamentary All-Party Penal Affairs Group in 1981 gave strong support to the increased use of formal cautioning for minor offenders. The Group recommended it as normal practice for all first time minor offenders under 17 and for a second minor offence. Police forces in Britain have created many different administrative arrangements for decision making for juveniles and consulting social agencies. Some of the programmes are in the form of juvenile aid bureaux modelled on the Metropolitan Police. (Mott 1983)

UNITED STATES

In 1970 the Police Department at Chula Vista California introduced a juvenile diversion programme. This was based on a study of juveniles which showed high recidivism rates. The aim of the new programme was to fill a specific gap of recidivism between first, second and third time offenders handled informally by the Department. The Department had been releasing juveniles to their parents and taking no further action several times before referring them to the Probation Department for formal action. A programme of counselling sessions was developed using audio-visual and verbal presentations on the consequences of future delinquent behaviour, advising parents of their authority and responsibilities and providing information on the juvenile justice system. The recidivism rate dropped to .08%.

Currey et al (1979) describes a diversion program at Nashville Metropolitan Police Department in 1979 where officers give juveniles written warning citations to replace physical arrests for first time offenders. The citation directs parents to contact a youth guidance citation counsellor.

In general, diversion programs in the United States use counselling and community organisation models for prevention. Programs are directed at the social causes - poverty, poor housing, unemployment, and racial discrimination (Lemert 1971, Henry 1972).

One group of programmes is labelled 'police programs' where the police take an active preventative role and develop: community programs; prevention programs for specific offences; educational and school programs; and recreational programs. The police also develop technological and financial supports for their own use. (Pursuit et al 1972).

Shepherd and Rothenberger (1977) describe a Michigan police diversion program which involves: warnings to children who are then released with no arrest record, or the offer of a specific program after a formal record of apprehension is made.

Jameson et al (1973) describe the use of mental health treatment methods with juveniles. A change from an 81% to 37% recidivism is claimed from this method.

Specialised projects have also evolved. One example is youth employment programs (Beville and Nickersen 1981). Other examples include: where youths may be given a personal advocate in the neighbourhood, panels of community volunteer judges; or confrontations with prisoners serving life sentences. An agency which was seen as most promising by the President's Commission on Law Enforcement was the youth service bureaux. These were first established in Chicago in 1958. Youth service bureaux co-ordinated all community services for young people and received referrals from the juvenile justice system and agencies. (Thorton et al 1982)

In 1972 the National Council on Crime and Delinquency in the United States published a guide to the establishment, operations, administration and evaluation of Youth Service Bureaux. The model was for an agency to accept referrals and pass them to service agencies in the community. As well as service brokerage the bureaux develop services for youths that are not otherwise available. Federal financial incentives were made available in 1974 for these bureaux but several developments within the latter part of the 1970's and the early 1980's affected the juvenile diversion movement. There was an increased demand for accountability of use of tax monies, concern for victims of crime and a hardening of social attitudes towards offenders. This attitude in the United States has been conditioned by high crime rates, savage assaults, and the difficulties of rehabilitating serious offenders. (Binder et al 1984)

AUSTRALIA

In Australia there are numerous examples of diversion programmes.

South Australia is described by Althuizen (1973) as pioneering work in the field of special legislation for juveniles. Some of the community based intervention measures in the early 1970's included a change in the traditional supervisory role of probation to providing a link between the offender, his family, resource groups and the general community. Community resources were matched to the needs of each offender by a community welfare worker. Programmes have also been run in areas with high truancy rates, latch-key children, and groups who have trouble with schooling. There were also attempts at group supervision, an inner city club, a bicycle group, weekend camps, and after school drop-in groups.

In South Australia Juvenile Aid Panels were developed in the early 1970's to deal with children under the age of 16 who were alleged to have committed an offence, or to be uncontrolled or habitual truants. (South Australia Department of Community Welfare 1973)

The Children's Protection and Young Offenders Act 1979 provided two processes for dealing with children who are alleged to have committed an offence. Children can go to a Children's Aid Panel or a Children's Court. Panels include a member of the Police Department and an officer of the Department of Community Welfare. In 1979-80 there were 5,632 appearances at Panels and 3,815 at the Children's Courts. Panels may warn or counsel children or request the child and/or his parents to enter into an undertaking to provide a rehabilitative programme for the child. Panels must refer the matter to the court if the child does not admit allegations or if it is requested that the matter be dealt with by a court. (South Australia Department of Community Welfare 1981)

Community based programmes also exist in Victoria. The first Youth Welfare Service was introduced in 1971 in the Department of Social Welfare. These are for children from Youth Training Centre institutions and the Children's Courts. In 1976 the Victorian Police examined alternatives to reduce the considerable problem of juvenile offending. The study examined police methods and made many recommendations for changes in procedures to reduce police time in administration and release members to the streets. It was recommended that a specialised juvenile unit be established. This recommendation was based on the effectiveness of using specially chosen and well trained police in the Queensland Juvenile Aid Bureau, and overseas. (Victoria Police 1976)

Challinger (1981) says that formal diversion of juveniles from the Children's Court using official police warnings is increasingly common in Victoria. In 1959 Police Standing Orders introduced a juvenile warning procedure. This involves the use of discretion and a lecture to offenders committing minor offences.

A recent diversion programme in Victoria is the Police/Community Involvement Programme which has projects in schools targeting juveniles under the age of 17. In one district with a combined student population of 60,000 the programme included police in school curricula, bicycle education, an anti shop-steal programme, a recreational motor cycle park, and an alcohol and drug dependent's committee. (Victoria Police 1983)

In Western Australia a Children's Panel may deal with first offenders whom the police have decided to charge from the ages 7 to under 16. The panel has no jurisdiction over a number of serious offences and is made up of a police officer and a Department of Community Welfare Field Worker. The panel may ask the parent and child to enter into a voluntary supervision agreement, dismiss the complaint or refer it to the Children's Court. (Seymour 1979)

PART I EVALUATION

CHAPTER I RECIDIVISM RATES

The first aim of this chapter is to outline the findings of the Recidivism Study of 18,377 juvenile offenders who came into contact with the Brisbane Juvenile Aid Bureau 1970-1980. These findings form the core evaluation of the discretionary use of cautions and monitoring of juveniles alongside formal charges.

The second aim is to identify characteristics of recidivists using the Recidivism Study, Rynne's 1983 Study and the literature on juvenile offenders.

RECIDIVISM IN JUVENILES

The Recidivism Study was based on two sets of records within the Queensland Police Department. The Juvenile Aid Bureau had maintained log book entries of all juveniles who came into contact with Juvenile Aid Bureau officers. This record was available until 30 June 1980 when the recording system was changed. A period of 10 years 1970-1980 was chosen as the time frame for the study. All juvenile records were coded for this period and checked with the Information Bureau for information on court charges from the date of first contact by the juvenile with Juvenile Aid Bureau until 30 June 1980. The files were checked for duplication of names and incomplete records and 2,873 removed. Charges were then counted for varying periods of time, giving a record of recidivism that ranged from a few months to 10 years for the 15,504 juveniles.

The record of recidivism was established as the primary basis for evaluating the success of the Juvenile Aid Bureau in using a model of cautions and contacts with young offenders.

Table 1, 'Recidivism Study Number of Juveniles by Year', shows the distribution of the 15,504 juveniles over the ten years. The drop in numbers 1972-1973 parallels the reduction in staff and change in policy in Juvenile Aid Bureau that accompanied the formation of the Educational Liaison Unit with officers of the Juvenile Aid Bureau being seconded to the Children's Services Department. There is a later drop in numbers in 1976-1978.

Table 2, 'Recidivism Study: Age of Juveniles', and Figure 1, 'Recidivism Study: Age', show the ages of all offenders from 7-17. Three significant years of offending 13-15 are found in Table 2. These three years account for 62% of juvenile offending. An expansion to include the years 12-16 accounts for a total of 85% of offending. The pattern of ages suggests that offending starts in early secondary school, peaks at 13-14 then falls off at age 16.

The Recidivism Study shows almost equal numbers of boys and girls with 51% males and 49% females.

Table 3, 'Recidivism Study: Reason for Juvenile Aid Bureau Contact with Juveniles', shows that stealing, break and entering were responsible for 78% of juvenile contacts. A further 17% of contacts were for behaviour problems, truancy, and uncontrollable behaviour.

A previous study by Rynne (1983) of 3,789 Juveniles in contact with Juvenile Aid Bureau 1982-1983 provides a more detailed breakdown of the steal, break and enter offences. In Rynne's study, Reasons for Contact with Juvenile Aid Bureau (Table 4) show that 56% of the offences were for stealing and 15.5% were for Break and Enter, a total of 71.5% of all offences. This suggests that stealing is the single major offence.

Table 5, 'Recidivism Study 1970-1980' shows that 85% of the juveniles had no court charges between 1970-1980, 5% had one charge, 2.4% had 2 charges, and 7.6% had three or more charges. Numbers of charges are shown for each year. There are four years in the ten year period that show lower numbers of juveniles coming to notice - 1972-1973, 1973-1974, 1976-1977, 1977-1978 - compared with other years. Two of these years 1972-1973, 1973-1974 may reflect the change to the Education Liaison Unit described earlier in the 'History of the Juvenile Aid Bureau: Juvenile Aid Bureau in the 70's'. In addition the number of charges show that after the first charge there is a halving of number of offenders for the group with a second charge. This reduction is less noticeable from three offences onwards, i.e. the hardened element persists.

The method of data collection for the Recidivism Study included charges that followed the first contact with Juvenile Aid Bureau. Thus a proportion of juveniles who show one, two or more charges could have been charged at the time of the first Juvenile Aid Bureau contact and this group is not necessarily representative of 'later offenders'.

The 15% rate of charges for juveniles coming to notice of Juvenile Aid Bureau is lower than the 1972 estimate by the Department of 15% females and 24% males though the criteria would have been different. However, the real recidivism rate for this study appears to be even lower than the 15% found overall, which includes charges, at the time of first coming to notice. Three or more charges on offenders over the long period assessed would appear to be a more reasonable estimate of the core recidivists.

It is therefore assessed that the Juvenile Aid Bureau has a recidivist group that constitutes about 7.6% of all young offenders who come to notice. This is a small proportion of the total group of juvenile offenders who are kept out of the court system by the preventative methods of the Juvenile Aid Bureau. It is also clear evidence of a successful juvenile programme which is reducing the number of potential recidivists through earlier intervention by Juvenile Aid Bureau officers. It is a system which is commendable for its cost effectiveness in reducing the unnecessary burden on the courts and the general public who in the end pay for the criminal justice system.

One possible reason for the success of this method in preventing recidivism could be the personal contact with offenders by officers cautioning young offenders. There is a more personal effect on the young offender than a court appearance. There is also the effect of immediacy of the caution compared to the delay in court proceedings where there is not the same conditioning from an immediate response to the offence.

CHARACTERISTICS OF RECIDIVISTS

The data also provide some indicators of the core recidivist group of young offenders.

The Rynne Study, Table 6, 'Previous History of Juveniles', shows that there are some types of offence where there is a history of previous court appearance. There is a spread of offences in Table 6 but the analysis on offences with a history of recidivism was limited to reasons for contact with the Juvenile Aid Bureau that had involved over 100 juveniles.

Previous criminal records and Applications for Care and Control were counted as previous court history and compared with nil previous history and cautions. The figures show the following recidivism estimates associated with reasons for contact with the Juvenile Aid Bureau:

Unlawful use of motor vehicle	-	43%
Break and enter	-	26%
Malicious damage	-	20%
Receiving	-	14%
Stealing	-	6%

The contrast of offenders who came to notice for stealing is significant and shows this group to have a much lower risk of previous offending than the other types of listed offence.

The Recidivism Study provides some evidence of the characteristics of the small group of offenders who continue to offend. Those characteristics that are significantly different to young offenders who have come to notice of Juvenile Aid Bureau but who have not continued to offend, provide a practical guide to Juvenile Aid Bureau officers on the level of risk associated with a young offender. The Recidivism Study provided information on the age, sex, and type of offence of young offenders who came to notice and who had no later charges, one later charge, two later charges, and three or more later charges.

Males are shown to be more at risk of becoming recidivists than females. A comparison of male and female offenders who had later charges showed that 78% (6,141) of males had no later charges whereas 93% (7,030) of females had no later charges. The difference between the sexes increased with later charges. The group of young offenders who had three or more charges is assumed in this study to represent the hardened recidivist group. Twelve percent (962) of males were in this category but only 3% (215) of females.

The age of first contact by males and female juveniles was not found to be a significant characteristic of long term recidivism in this study. Twenty-two percent of juveniles first came into contact with Juvenile Aid Bureau at 13 and 23% at 14 years of age - a total of 45% of all juveniles. Eighty-five percent (5,988) of this group had no later charges and 7% (525) had three or more later charges. Similarly a test of the younger 9-11 age group who offended before entering high school showed 85% (1,713) had no later charges and 9% (177) had three or more charges. Eighty-four percent (1,303) of 16 years olds who came to notice had no later charges and 5% had three or more charges. A comparison of males aged 9-11, 13-14 and 16 to test whether age of coming to notice by sex was significant found small differences between the groups. Eleven percent (147) of boys aged 9-11, 13% (432) of the 13-14 years olds, and 12% (82) of the 16 year olds had three or more offences.

Another potential indicator of recidivism is the type of offence. An analysis of the juveniles who presented as hard core offenders with three or more offences showed that the highest recidivism rate of three and more offences was for truanting - 40%, i.e. 100 out of 251 total truanting offenders had 3 or more offences. Behaviour problems (91 out of 588) and assault (21 out of 140) each had rates of 15%. In contrast stealing, break and enter had 11% (647 out of 6,091) and property damage 10% (18 out of 183).

DISCUSSION

1. Recidivism Rates

The major problems in assessing recidivism are to control for factors that are not measured in the study and find comparative data. Recorded rates of recidivism can reflect administrative procedures rather than actual delinquencies. This refers to actual delinquencies that come to notice and information is not available on those recidivists who repeatedly offend but do not come to notice of the police. Their characteristics may be quite different to those who are caught or confess to repeated crimes.

The Juvenile Aid Bureau has generally through its twenty-one years of service reflected an unusual flexibility in its policy towards juveniles. Wherever possible young offenders have been counselled and cautioned rather than charged. Although this policy could theoretically reduce the number of immediate charges, the long term of ten years in this analysis has provided an adequate testing time to assess whether this flexibility merely deferred possible charges which were later made as the juvenile re-offended in later youth or early adulthood. However, this has not proven to be the case as only a small group of offenders have repeatedly come before the courts.

Recidivism studies also reflect problems of juvenile mobility. The Brisbane Recidivism Study has not caught all the early offenders who have reoffended outside the Brisbane Metropolitan area.

There is also the failure to include in the study unrecorded juveniles who are contained by the Juvenile Aid Bureau by regular police contacts. There are no cautions or other action taken which lead to a record. Inclusion of this informal group could affect the recidivism rate in either direction.

In contrast a bias towards over-recording of recidivist rates occurred in the Recidivism Study in that multiple charges arising out of the same contact were counted separately thereby creating an artificially high recidivism rate of 15%.

Comparisons with other recidivism studies are difficult. Friday and Stewart (1977) state that the majority of research reports focus on recidivism after release from some form of institutional care. In addition the times used for many studies vary from twelve months or less to several years. One definition cited is that a recidivist is a juvenile whose record shows a further finding of guilt within three years of release.

A New South Wales study by Kraus (1982) assessed recidivism rates for male juvenile offenders cautioned by the police. In a two and a half year period the recidivism rate of those cautioned was 27%. The remaining cases that went before the courts had a 41% reoffence rate. (In comparison the Brisbane Recidivism Study covers both those juveniles cautioned or charged before the court and demonstrates significantly lower rates). Kraus recommended that the New South Wales Police extend their cautioning system and make less use of the courts.

An early American study of recidivism (Litwak 1959) found that there was a national rate of 35% amongst juveniles.

Challinger (1981) undertook a Victorian study with a six year follow up period. The recidivism rates included court charges or cautions. Of those who had been to court 60% reoffended within 6 years as against 56% of those who had received a police caution. Challinger concluded that the juvenile warning or cautioning system in Victoria was no more or less effective than the use of the courts. **These findings contrast sharply with the Queensland Juvenile Aid Bureau result.** One reason for the difference may be the Brisbane Juvenile Aid Bureau structure and staff selection and training procedures.

British studies on the effects of cautions by juvenile aid bureaux found various recidivism rates. Two studies in different years in one town returned figures of 16% and 24% of further offences within a two year period. In a London Borough 43% of boys cautioned and 58% of those prosecuted were renotified within two years to the juvenile aid bureaux. Another London study which covered first offenders aged 10-14 found that 31% of cautioned boys had been rearrested in two years compared to 48% of those prosecuted. The comparable figures for girls were 8% and 24%. (Mott 1983)

A broader study was made by Mott (1983) of six police forces in Britain (three of which did not operate juvenile aid bureaux). The procedure however of all six forces was that the majority of first offenders were cautioned and the majority of recidivists were prosecuted. The most important reasons for prosecution were that the juvenile denied the offence or the victim insisted on prosecution. The next factor that influenced decisions to prosecute was the type of offence - burglaries, woundings, unauthorised taking of motor vehicles, and public order offences. The samples from the forces were followed for two years and 31% of first male offenders were reconvicted - this covered 30% of those cautioned and 33% of those prosecuted and found guilty. The rate for first offender females was 9%. The comparable proportions for males that were prosecuted on first offence ranged from a third to a half becoming recidivists.

As well as providing justification for the use of diversionary techniques with young offenders, recidivism studies may assist in planning the amount of time, and other policies for dealing with young offenders. The studies also provide some predictive information based on the statistical analysis which suggest certain characteristics of young offenders indicate a risk of recidivism. Clear and O'Leary (1982) say that there are two methods for predicting risk:

- (i) clinical prediction based on detailed assessment of the individual, social characteristics and record; and
- (ii) statistical information from group studies of young offenders.

Clinical assessments are made by police officers on the basis of their experience, formal training and the specific characteristics of the individual offender. The Brisbane Recidivism Study and the Rynne Study both provide certain key indicators of significant characteristics based on statistical analysis.

In the Brisbane Recidivism Study age is the most significant indicator of juvenile offending. The peak age group of 13-15 shows that 13 and 14 year olds are the most common offenders and the offending rate starts to decline at 15 and 16. However, for preventative work the broader age group of 12-16 needs to be considered.

An early epidemiological study in the United States shows that peak age groups of juvenile crime were 17 years for boys and girls between 14-16 falling off at 17. (Eisner 1969)

Mukerjee (1983) reports on more recent American Studies. In the United States the peak arrest time is 16 for property and automobile offences. Robbery peaks at 17. Mukerjee says that it is recognised within the criminal justice system that there is a 'burning out' of crime with age and growing up is the most effective measure for reducing crime.

The Brisbane Recidivism Study suggests that juvenile offending is a problem of children who have gone to high school and for a short few years indulge in anti social behaviour before maturing and accepting adult values of respect for property and person. Thus juvenile offending can be seen as a short lived phenomenon which requires a costly expenditure of police and welfare resources over these short years. The recidivism rates in Brisbane suggest that the management practices of the Juvenile Aid Bureau are reducing the risk of long term offending and the more serious dangers this presents to society.

Glaser (1978) explains the crime peak in adolescence as the result of several causal and interrelated factors - role ambiguity and segregation of the adolescent, frustration of school work, weak family bonds, migrant segregation, inexperience in formal groups.

Differences in the sex of juvenile offenders appears to be negligible in the Brisbane Study. This is not a similar result to other studies. Eisner (1969) for example, reports that juvenile offending involves four times as many boys as girls. Figuera-McDonough et al (1981) say that the low incidence of females as delinquents in the United States has recently been questioned. The number of females has increased from 25% to 30% between 1970 and 1980. These authors say that studies based on self reported behaviour rather than official records indicate that the total number of girls involved in illegal activity does not differ greatly from boys except that they are less frequent offenders and acts tend to be less serious.

The Recidivism Study shows the differences in reasons for contact with male and female offenders. Table 7, 'Recidivism Study: Reason for Contact with Juvenile Aid Bureau by Sex', shows that a higher percentage of female offenders (79%) than male offenders (45%) are involved in stealing offences. Male offenders have a higher frequency of break and enter offences (21%) compared to females (2.5%).

Females are also less represented in offences such as receiving (4% males, 2% females), malicious damage (6% males, 1% females) and unlawful use of motor vehicles (5.7% males, 0.2% females).

In addition, a comparison of offenders with no court charges with those who have three or more court charges shows that females are much less likely to become hard core recidivists than males (3% compared to 12%).

The first age of contact did not show any significant relationship with later offending.

However, reasons for coming to notice showed that truancy had a high relationship with later offending (40%) followed by assault and behaviour problems (15%). In contrast, stealing, and break and enter which account for the largest number of juveniles coming to notice only showed a rate of 10% who became hard core recidivists. It may further be hypothesised from the Rynne Study (1983) that the significant group of the 10% hard core steal, break and enter recidivists are those who came to notice for break and enter rather than stealing.

CHAPTER 2

INTERNAL EVALUATION OF THE JUVENILE AID BUREAU

The evaluation of internal response to Juvenile Aid Bureau work is the second indicator for the study. It is based on questionnaire information from 18 officers involved in Juvenile Aid Bureau duties in Brisbane and Regions throughout Queensland, and 17 Police Mobile and C.I.B. officers serving in Brisbane. The responses from this group are not representative of the Juvenile Aid Bureau officers or other police officer's response to the Juvenile Aid Bureau but they do indicate problem areas and provide some recommendations for further development.

A significant feature of the replies from the Juvenile Aid Bureau officers in Brisbane and those undertaking part-time Juvenile Aid Bureau duties in the C.I.B. throughout Queensland, was the unique situation of each operation. While some officers reported that conditions were satisfactory and they had adequate facilities others concentrated on the lack of facilities and the frustrations of trying to help juveniles in these conditions. This range of replies suggests that any administrative assessment of Juvenile Aid Bureau requires a detailed analysis of each Juvenile Aid Bureau office in the Metropolitan area and regional operations.

Three dimensions were extracted from the Questionnaire information:

- (i) Problems of Juvenile Aid Bureau work as reported by officers undertaking Juvenile Aid Bureau duties;
- (ii) Recommendations for further development of the Juvenile Aid Bureau role in Queensland as seen by officers undertaking Juvenile Aid Bureau duties; and
- (iii) Recommendations from a small group of Brisbane officers outside the Juvenile Aid Bureau who work in close contact with them.

1. PROBLEMS WITHIN THE JUVENILE AID BUREAU

These responses were primarily concerned with the administrative frustrations of dealing with juveniles without adequate resources. This type of concern is a continuation of the problems reported throughout the history of the Juvenile Aid Bureau. In the introduction Detective Sergeant Lewis was reported as early as 1966 as saying the the Juvenile Aid Bureau was having difficulty in keeping up with the demand for its services. In March 1970 there was further comment on the tremendous growth rate of the Juvenile Aid Bureau and concerns about managing to maintain the high success rate with the juveniles and officers were concerned about the quality of their work. In August 1971 there is a further example of exasperated comment on the need for police administrators to allocate sufficient staff. (Detective Senior Sergeant Lewis, Courier Mail 17.8.1971).

"One would think that police administrators would allocate sufficient staff to enable a worthwhile contribution to be made to work in the preventative field of law enforcement".

This problem was evidenced in the 1984 questionnaire administered in this study which showed that officers from different parts of Queensland, including the Brisbane Metropolitan area were concerned about the lack of facilities. Specific items mentioned included:

- an interviewing room;
- waiting room or entrance separate from that used by offenders and the general public;
- access to a conference room;
- access to vehicles; and
- equipment for children.

Concern was also expressed about difficulties with sharing accommodation and disruptions to other sections in the Police Force, inadequate space, incorrect siting of offices, poor ventilation and lack of hot water. Inadequate housing for police was also mentioned.

Some of the direct frustrations of Juvenile Aid Bureau work included lack of staff and time to work with the young offenders, large geographical areas for Juvenile Aid Bureau staff to cover and lost time in travel. There was also concern about Juvenile Aid Bureau's relationship with the rest of the Force and some lack of understanding of the Juvenile Aid Bureau role within other sections of the Police Department. Co-operation with other government agencies was also a serious problem affecting work with juveniles. There was the frustration of waiting for an independant person to be available to accompany a child who was to be interviewed.

2. RECOMMENDATIONS BY OFFICERS INVOLVED IN JUVENILE AID BUREAU WORK

The recommendation for further development of the Juvenile Aid Bureau are to some extent replies that officers made as a result of the problem areas they were recognising. However, the 56 recommendations provide a much clearer picture of the difficulties in Juvenile Aid Bureau than those given to the direct question on problem areas.

These recommendations are reported alphabetically in Table 8 'Recommendations for Juvenile Aid Bureau'. The problems of inadequate resources are fully addressed in these recommendations with suggestions for more funding, staff (including clerical), Juvenile Aid Bureau offices throughout the State to provide all young people with a service, night teams, separate entrances and interview rooms.

The recommendations widen to include suggestions for: better publicity on the Juvenile Aid Bureau role by community education schemes; use of volunteers; training programmes and increased communication with other sections of the force and government departments. It is suggested that more time be spent in counselling and community liaison. The problem of formal court appearances is also addressed with the recommendation that these be replaced by round table conferences. There is concern for upgrading the standard of Juvenile Aid Bureau work outside Brisbane by having Juvenile Aid Bureau staff answerable to their own Non-Commissioned Officer and the District Officer. An alternative view is given to incorporate Juvenile Aid Bureau as part of the Criminal Investigation Branch.

3. RECOMMENDATIONS FROM POLICE OUTSIDE THE JUVENILE AID BUREAU

Police outside the Juvenile Aid Bureau suggested a number of changes. These included twenty-four hour availability of Juvenile Aid Bureau staff, some full time attachment of Juvenile Aid Bureau officers to other sections of the Police Force, a more visible presence of Juvenile Aid Bureau officers on the streets and at the scene of crimes, and more co-operation by Juvenile Aid Bureau with the rest of the Force.

Some concern was expressed for the problems of working with juveniles and recommendations were made for parents to be educated into supervising their children, parents to be made responsible for damages, more deterrants for persistent juvenile offenders and for the Juvenile Aid Bureau to be made a permanent component of major schools as advisors and counsellors, as well as law enforcement officers.

There were also recommendations for: the establishment of separate branches of Juvenile Aid Bureau that were not under C.I. Branch control; courses with other government departments on investigation of juvenile crime; and the adoption of recommendations of the Lucas Report for investigation of juvenile crime.

DISCUSSION

As an Indicator, the internal questionnaire response to Juvenile Aid Bureau appears to show that the Juvenile Aid Bureau is functioning well with juveniles but that there are some concerns about the problems of persistent offenders, community and interdepartmental liaison, and resources for fully implementing the preventative philosophy of the Juvenile Aid Bureau to allow officers close and continuing contact with juveniles.

These problems will be further assessed in the following chapters where direct recommendations are made for more development in Juvenile Aid Bureau administration and operations.

Historically the responses by officers in the Juvenile Aid Bureau over the 21 years 1963-1984 suggest that these officers are men and women who have very high achievement goals in their work and are dedicated to working with both a preventative and law enforcement approach. The low recidivism rates shown in the previous chapter attest to their success in this goal. Thus an assessment of the many problems and recommendations reported by these officers must include an interpretation that the suggestions are being made by officers who are constantly trying to upgrade their work and decrease the number of young offenders to appear before the courts.

PART 2 RECOMMENDATIONS

CHAPTER 3

MODEL OF JUVENILE AID BUREAU

Recommendations in Part 2 are based in part on information in the two studies of Juveniles: Recidivism 1970-1980 - 15,504 juveniles - and the Rynne Study (1983) - 3,789 - juveniles. Observations and information on current Juvenile Aid Bureau administrative procedures have been collected from December 1983 to June 1984 and are also used to formulate the operational recommendations for the Juvenile Aid Bureau. The model in Figure 2, 'Recommended Model of Juvenile Aid Bureau Operations' is compatible with the Child Abuse Recommendations contained in an earlier evaluation (March 1984).

1. OPERATIONS are the central core of the Juvenile Aid Bureau with a community approach by officers targeting schools and associated commercial areas in defined geographical boundaries. Officers in teams have responsibility for schools and commercial areas. Priority is given to targets on the basis of the numbers of 12-16 year olds in these areas (as shown in 1981 Census data).

The community approach combines operations that are for crime prevention and detection by providing through the schools a parent's advice service and a public information service and developing a neighbourhood watch for reporting juvenile crime.

2. ADMINISTRATION of operations is by the Officer in Charge of Juvenile Aid Bureau for all of Queensland. Outside the Brisbane Metropolitan Area this is restricted to staff selection and deployment for all of Queensland with full time Juvenile Aid Bureau staff in the Regions reporting to their District Officer.
3. INFORMATION SYSTEM based on computer terminals sending information to the main computer in Brisbane for analysis of monthly statistics which are sent in hard copy to the District Officer in each Region and the Officer in Charge of Juvenile Aid Bureau. The computerisation of all juvenile reports reduces paperwork for officers and allows more time in contact with juveniles. Forms are streamlined to allow easy data entry by officers and hard copy of all files is immediately available by printer to the officer.
4. RESEARCH COMMITTEE to continue as an advisory body attached to Juvenile Aid Bureau with the duty of analysing whole of State information, directing any additional data gathering projects and making policy recommendations to the Officer in Charge of Juvenile Aid Bureau.
5. TRAINING to be broadened to include a more comprehensive Juvenile Aid Bureau course within the existing three week structure, cadet training on work with juvenile offenders, and an annual programme of In-Service training conducted on a Police Region basis.

CHAPTER 4

RECOMMENDATIONS FOR TARGET PROGRAMMES

The recommendation for target programmes directed at schools and associated commercial areas is aimed at giving priority for the deployment of officers in Queensland to areas on the basis of census data on the number of juveniles aged 12-16 living in each area. Officers would work in teams associated with secondary (State and Private) schools to prevent and detect juvenile crime. Included in their duties would be work in the commercial districts within their geographical area.

This recommendation is based on two sets of information in the evaluation of Juvenile Aid Bureau.

- (i) 85% of juveniles who commit offences in the Metropolitan area are aged 12-16 (see Table 2 and Figure 1 Recidivism Study: Age of Juveniles).

87% of juveniles in Rynne's Study (1983) were also in this age group.

- (ii) The significant relationship between juvenile offending and single parent family structure. Rynne's Study (1983) reported on family structure for the 3,789 offenders seen over an eight month period. Within this total 3,279 were aged 12-16 years. This number of offenders represented an estimated total of 4,945 offenders aged 12-16 seen in the 12 months. Census data shows that there were 84,519 juveniles in this age group in the Brisbane Statistical Division. This represented 5.8% of the total juvenile population in the area. Therefore one juvenile in every 17 aged 12-16 came to notice of the Juvenile Aid Bureau. (This provides a basis for calculating the potential offenders in any Metropolitan Area and staff requirements).

The juveniles in the Rynne Study (1983) when analysed for family structure, showed certain significant relationships between family structure and juvenile offending. Census data (1981) shows that for the Brisbane Statistical Division, 11.4% of families had female heads.

The number of juveniles in the Rynne Study (1983) estimated for the 12 month period shows that there were 1,336 juveniles from single female headed families and 16,000 female headed families in the population. This represents 8.35% of all female headed families, i.e. one child in 12 of female headed families came to the notice of Juvenile Aid Bureau in the 12 month period.

The percentage of children who came to notice from single male headed families is even more serious. There were 348 offenders estimated for the 12 month period of the Rynne Study (1983) out of a total population of 2,545 male headed families. This represents 13.7% of the total population of male headed families, i.e. one juvenile in 7 in male headed families came to notice of the Juvenile Aid Bureau in the 12 month period.

In contrast, an estimated 3,598 juveniles came from families where there were two parents present. This family type totalled 122,000 in the population. The number of juveniles from two parent families to come to notice in the twelve month period represented 2.94% or one in 34 children from this family type.

The risks of coming to notice of the Juvenile Aid Bureau for young offenders aged 12-16 are therefore:

single male headed families	:	1 in 7
single female headed families	:	1 in 12
two parent families	:	1 in 34

One aim of school targeting would be to reduce the number of juveniles aged 12-16 who come to notice of the Juvenile Aid Bureau by prevention programmes, with work in the schools being directed at the prevention of stealing and other offences. A central focus would be on those children who were in the highest risk groups, i.e. from single parent families.

The early history of the Juvenile Aid Bureau shows that the philosophy behind the officer's continuing involvement with children was in the role of a parent, i.e. a father or mother figure who gave the child attention and was interested in progress at school and outside activities. These figures of the high risk groups from the Rynne Study (1983) suggest that this early philosophy had a solid basis in fact. There are different reasons for this type of risk group emerging in the analysis but one which may be of use in targeting is that the figures suggest an increase in risk with a decrease in parent availability. i.e. children with two parents are less likely to offend than those with a single mother. It could be assumed that the single male headed households are more likely to be at work than the female headed households so that the child has even less contact time with the parent. A significant figure in the early history of the Juvenile Aid Bureau was the time of frequent offences by juveniles between the hours of 3.30 p.m. - 6.00 p.m. which suggests a lack of supervision.

Thus some of the directions that could be pursued by Juvenile Officers with the schools would be the development of after school activities which cared for children who had no parent at home until after work. These programmes would have to be attractive to children in the 12-16 year age group and provide a basis for the development of useful skills and interactions which would assist social maturity.

An example of an existing police school programme is one which has been operating in the Westernport Police District, Victoria, since February 1981. There were 128 schools in the District. Police visited each of the schools and spoke to staff about requirements. They were requested to have an on-going contact with students and a number of projects were developed. The main project in primary schools evolved from teachers expressing the need for students to gain an understanding of the police role. Numerous requests were received from secondary schools for local police input in the classroom to discuss local law enforcement issues, and inputs into legal studies in the curriculum. Attendance was also requested at sports meetings, out of class activities and talks to groups of students. Other projects included a bike identification project undertaken by a Rotary Club and a Bike-Ed Project. The involvement of the community was sought for a Safety House Scheme and an education programme for elderly citizens who were concerned about becoming victims of crime. An anti-shop stealing project was aimed at curbing stealing in peak retailing periods and involved police, Chamber of Commerce, retailers, media and schools (Victoria Police 1981).

The Anti-Shop Steal Project in 1982 involved 7,000 people and the projected involvement for the following year was 20,000. The project was aimed at heightening the awareness of children of the negative aspects of shop stealing. A poster competition and anti shop-stealing theme was introduced in November 1981 and a television video and other material was presented to 25 schools just prior to the Christmas holidays. A comparison of the Christmas period with the previous Christmas in local police records showed that the number of young people interviewed by police for the offence of shopstealing decreased by 45%. In an adjoining District the incidence had risen 29% in the same period. (Victoria Police 1982).

The concept of school targeting is not a new one. A report from Holland (Junger-Tas 1978) recognised the role of the school in generating juvenile delinquency. In the Netherlands there are specific compensation programmes in underprivileged areas in large cities and educational stimulation programmes for children with developmental lags. The school is seen as the most important sub system in which the child functions apart from the family. However, school programmes in the Netherlands are also supported by prevention efforts with families and peer groups in leisure activities.

In the United States the Task Force on Juvenile Justice and Delinquency Prevention (1976:237) stated:

"Police should make every effort to develop effective delinquency prevention programs in the schools through collaborative planning with school administrators and student leaders. All junior and senior high schools should seek to implement a school liaison officer program with their local police department, with the specification that the police officer involved be trained and qualified in an educational and counseling role".

In the Tucson Police Department the School Resource Program has been operating since 1963. The School Resource Officer is directed at combating juvenile crime on a pre-delinquent basis, developing a better understanding of law enforcement, and more positive concepts of the police and law enforcement. An officer was assigned to a junior high school and also liaised with the elementary schools. Time was spent in his office, the classrooms and patrolling the area of the school so that he became known to the children, business people and residents. (Pursuit et al 1972).

In Queensland any such programme needs to be designed on the basis of local information allowing the officers concerned to use their own initiative to develop programmes.

The community approach to Juvenile Aid Bureau work is the extension of the police role to include contacts with the community that will:

- (i) prevent crime through early intervention with problem children;
- (ii) detect crime through co-operative reporting from the community; and
- (iii) enforce the law more effectively through increased knowledge and contact with the juveniles in the area.

Through contacts with the school it is possible to establish in the first years of high school attendance which children may be at risk of juvenile offending or becoming recidivists. The Recidivism Study and the Rynne Study (1983) show:

- (i) children of single parents are at much greater risk than children of two parent families;
- (ii) females are much less likely to become hard core recidivists (with three or more court charges) than males; and
- (iii) certain offences that bring the juvenile into first contact with the Juvenile Aid Bureau have a much higher risk of recidivism than others:- truancy, assault and behaviour problems, showed a higher relationship with young offenders who had three or more court charges in the Recidivism Study; and unlawful use of a motor vehicle, break and enter, malicious damage and receiving offences showed a previous history of court charges in the Rynne Study (1983).

Police officers from the Juvenile Aid Bureau may develop target programmes for children with these risk characteristics by providing them with supportive contacts in a monitoring system and using community and school resources to provide after school and weekend activities.

Some supportive programmes may also be offered to parents through the schools as 'Parent Advice Programmes' where there are parental concerns about behaviour or risks of offending.

Police officers may also use the school to increase the frequency of contacts and information on juveniles in the area to assist both in the prevention of crime through lessons and in the detection of juveniles involved in local crime offences.

The increase in crime detection may be assisted through contacts with local business and residents and promoting self help programmes such as neighbourhood watch to detect young offenders who are stealing, breaking and entering houses or involved in other types of crime in the area. In particular, neighbourhood watch programmes should involve the aged who perceive themselves as a vulnerable group and who suffer considerable anxieties over personal safety and the security of property. Any such programme should involve confidentiality of information by preserving the identity of the informant who feels vulnerable to retaliatory measures.

CHAPTER 5

RECOMMENDATIONS FOR ADMINISTRATIVE PLANNING

WITHIN THE JUVENILE AID BUREAU

The first recommendation for administrative planning within the Juvenile Aid Bureau is for the extension of the Juvenile Aid Bureau as a service which is equally available to children in country and city areas throughout the State. Low recidivism rates for young people apply to those receiving the Juvenile Aid Bureau service. Therefore the use of full time positions in the Regions would guarantee that children outside the Brisbane Metropolitan Area would have equal access to this assistance.

The full time Juvenile Aid Bureau positions within the Regions could be structured to report to the District Officer. It is further recommended that staff positions, staff deployment and general guides to staff operations are the responsibility of the Officer in Charge of Juvenile Aid Bureau. These two changes provide for the continuity of the Juvenile Aid Bureau policy throughout the State, equal treatment of young offenders and opening of the possibility of preventative contacts for young people with Juvenile Aid Bureau officers.

Another recommendation is that the Juvenile Aid Bureau officers be allocated to areas in Queensland on a basis of juvenile numbers in the high risk group i.e. 12-16 year olds. Table 9 'Juveniles 12-16 in the Brisbane Metropolitan Area' is an example of the Brisbane area figures showing the number of 12-16 year olds (1981 Census) in each police District. Some Districts show much higher numbers of juveniles in this age group - for example South Brisbane, Fortitude Valley, Brisbane, Oxley and Redcliffe have high numbers. Four divisions with high juvenile numbers are Woodridge, Holland Park, Redcliffe and Stafford.

In addition, the weighting of officer's work should be assessed in terms of number of juvenile contacts in each month. This method equalises and gives recognition to the work load rather than depending on numbers of offenders who are charged for offences.

This policy would also allow officers' work time to be analysed for cost effectiveness and would provide a rational basis for planning manpower requirements and deployment.

One structural change is recommended in the existing Juvenile Aid Bureau system. Officers involved in investigation of offences by paedophiles should work within the Child Abuse Unit rather than within the general Juvenile Aid Bureau. Their operations as a Child Exploitation Unit should be strengthened, if required, because of the persistent nature of paedophile offenders and the vulnerability of young adolescents to this type of offender.

CHAPTER 6

RECOMMENDATIONS FOR A JUVENILE INFORMATION

SYSTEM

These recommendations are based on the principle of reducing officer's time in filling out forms by substituting terminal entries which produce printed hard copies of relevant information and also provide central statistical information on a District, Regional and State level.

One of the problems with juvenile offenders is that officers who have already adopted a community approach are in constant contact with many young people who come to notice but who are not recorded. This means that officers, particularly those who are dedicated to working in the community may be carrying large informal caseloads of juveniles whom they are regularly monitoring without this information being known. Apart from loss of information on juveniles who later come to notice the officers are disadvantaged by their real work effort not coming to notice of the Police Force or the public. It also creates difficulties for administrators in assessing numbers of officers for Districts.

By the use of streamlined formats for computer input officers would find it convenient to type in basic details on juveniles on their office terminal and receive the record from the printer in the same office in typed form for the file. In addition the information can go into a central statistical file which compiles all administrative data for that District on a monthly basis with details on the officer's work with juveniles, i.e. how successful programmes are, details of case loads of juveniles per officer and characteristics of the young offenders in the District.

CHAPTER 7

RECOMMENDATIONS FOR TRAINING

Juvenile offending is a very broad field covering social information on the growth and development of young people and family life, investigative techniques (including interviewing) for the detection of juvenile offenders, the law and government and community welfare services for juveniles.

The breadth of information to be covered is such that an introduction should be given to cadets in their early training and then developed in specialised Juvenile Aid Bureau courses and annual in-service courses for each Region.

The cadets who were involved in the data collection for this study showed an active interest in the pattern of juvenile crime in the data that they were preparing for analysis. Information on growth and development of adolescents would assist these young cadets to understand behavioural and family problems that are being experienced by young offenders and the ways in which they practice their offences. It would be useful to involve practising Juvenile Aid Bureau officers in this course using their experience to teach part of the investigation techniques that are required in Juvenile Aid work. It is also important that cadets have some early exposure to the philosophy of Juvenile Aid Bureau work so that on entry into service they have an appreciation of the different mode of operations used by the Juvenile Aid Bureau. Early exposure to this philosophy would assist them in their future police career and develop consistent policing in this area.

It is recommended that the present Juvenile Aid Bureau course be upgraded so that the officers are taught a more compact course on the core elements of Juvenile Aid Bureau work.

It is further recommended that in-service courses be developed for the Regions so that Juvenile Aid Bureau officers have access to one in-service training period each year. This provides an opportunity to upgrade the status of the existing officer's knowledge and operational ability and allows the introduction of new methods of information collection and community programmes.

CHAPTER 8

RECOMMENDATIONS FOR AN INTERNAL RESEARCH PROGRAMME

At the commencement of this Study in December 1983 the Police Department appointed a Research Committee with representatives from the Juvenile Aid Bureau and other parts of the Force. This Committee has had seven months experience at directing research in the two major areas of the Juvenile Aid Bureau - juvenile offenders and child abuse. The problems and costs of data collection and analysis have been learned over this time through the large scale research effort that has been required to develop basic information on both areas.

The previous lack of formalised research with the exception of efforts of individual officers has made the task of gathering basic information on the characteristics of juvenile offenders, child abuse victims and adult offenders difficult and time consuming. However, the breadth of this study has given the Juvenile Aid Bureau basic information on 15,000 young offenders 1970-1980 which when added to the Rynne Study of nearly 4,000 young offenders provides a valuable source for further analysis of characteristics of young offenders. This material also provides the basis for further longitudinal studies and the data should be kept available in computer storage so that follow up assessments of the Juvenile Aid Bureau can be made in the next five and ten year periods on these young offenders. This would provide unique information on the development and prevention of criminal behaviour over periods of up to 15 or 20 years from the time an offender first came to notice.

It is recommended that in the immediate future the duties of the present Research Committee be continued to assist in the analysis of whole of State information and other data gathering activities (with the assistance of the Computer Branch) so that programmes can be evaluated. The role of the Committee would be to advise the Officer in Charge of Juvenile Aid Bureau on policy, based on a very broad system of data collection. Prior to the new installation of a computer and the planning for terminals throughout Queensland, this type of policy development has not been possible. It is important that a skilled group in the form of the Research Committee be able to continue the research work and that this group have the framework for calling on expert advice both from within and outside the Police Force. The Research Committee would also have the role of liaising with other Police Forces in Australia and overseas to find out the latest developments in work with juveniles and to disperse information on the Queensland Police Force Juvenile Aid Bureau.

APPENDIX A

SUMMARY OF RESEARCH CONTRIBUTION BY QUEENSLAND POLICE
DEPARTMENT

1. Provision of a five member Research Committee to advise on the planning and provide resources for each phase of the project.
2. Provision of personnel consisting of cadets from the Queensland Police Academy to manually transfer and sort information from departmental records onto computer data sheets and the manual searching of names through the indices of the Information Bureau.
3. Provision of senior officers from the Juvenile Aid bureau to assist in and supervise contribution 2.
4. Provision of senior officers from Information Bureau to 'Spot' and 'Random' Sample Check contribution 2 for accuracy. Staff from the Information Bureau were involved in training the cadets in use of the indices prior to their involvement in the research.
5. Staff from the Computer Branch were involved in the extensive operation of processing the completed data sheets and their programming for computer analysis.
6. Provision of transport to the Consultant to enable visits to be made to Townsville, Charters Towers, Ayr and Dalby.
7. The preparation and distribution of questionnaires to various police officers throughout the State, with return postage to Consultant.
8. The availability for interview by the Consultant of various police officers who ranged in rank from Constable through to Superintendent, from the officer in the street through to the District Officer.

The extent of the contribution is illustrated by the fact that contributions 2, 3, 4 and 5 involved 2,712 man-hours being expended in a two week period.

The support of both the administration and staff of the Queensland Police Academy was a major factor enabling the research to be undertaken.

APPENDIX B

Procedures and Techniques for Dealing with Juveniles (Schonefeld 1984)

In relation to offences committed by children:

Upon receiving a complaint in relation to an offence having been committed, I attempt to ascertain information in relation to attitudes and character of the suspect child and his/her parents.

The parents of the child are then contacted and a brief outline of the offence or information received is related to them.

Arrangements are then made for an interview to be conducted at the Juvenile Aid Bureau Office. Prior to this interview, enquiries are conducted in relation to any previous contact the child may have had with Police.

Upon arrival of the parents and the child at the office, consent is sought from the parents to speak to the child in relation to the offence. If consent is given the child is spoken to, apart from the parents, with a view to determine his involvement - if any, in the offence.

Upon admissions being made by the child in relation to the offence, the initial interview is terminated and the parents spoken to separately and the findings of the initial interview are outlined to them. The procedure to follow is then outlined to the parents, i.e. caution or interview and arrest of the child.

If the child is to be cautioned, procedures in relation to Commissioner's Instructional Circular 10/77 are then followed.

The child is queried as to his association and reasons for his alleged behaviour and the broad aspect of family relationships is discussed.

I have found that by relating personal experiences or experiences of others that appear to be relevant to the problem, a greater understanding of the problem is often displayed by the child.

I have found that it is essential to relate to the child on his own level and necessary on occasions to use terminology used by the child during the course of conversation. This also indicates to the child that there is imperfection in the nature of all people and enables the conversation to be had on a one to one basis. I have found that it is essential to evade, on first encounter with the child, the basis which is alleged to form the problem.

To ensure that the authority of the interviewing officer is not undermined and respect is sustained, I have found by referring to my associations with people in authority, i.e. parents, principals of school, teachers and social workers, the image of an authority figure is upheld in the mind of the child, but does not become a dominant part of the relationship.

A major part of the initial interview is not to attempt to solve the problem on the first contact, but to gain the trust and understanding of both parents and child.

APPENDIX B (Cont.)

The parents and the child are then brought together and discussions between both parties to the alleged problem is encouraged. At this stage I find that by acting as a mediator, not offering answers or solutions, but merely inviting questions of one to the other, is found to be successful.

If during the course of the interview with the child, psychiatric, emotional, or psychological problems are suspected, the parents are further interviewed and suggestions made in relation to referral to other agencies. If necessary, appointments are made by myself and, where possible, doctors or psychologists who may be personally involved, are contacted and suspicions and impressions are related to them personally.

If the matter appears to be basically a behavioural problem, common to juveniles generally, which can be adequately handled by myself, further arrangements are made with the child and parents for counselling over a period of time.

I have found that it is beneficial during the period of counselling to at some stage visit the home. This gives a good indication of home life generally, i.e. the environment, both emotionally and materially, and assists in a better understanding of the apparent problem.

Visits by the child and parents individually and jointly to the office are encouraged, whether it be problem-related or merely a social visit.

Upon indications of the problem resolving steadily, the period of time between visits is lengthened until contact is ended officially.

TABLE 1

RECIDIVISM STUDY: NUMBER OF JUVENILES X YEAR

Year		No.	%
1970-1971	1	1,713	11.0
1971-1972	2	1,518	9.8
1972-1973	3	836	5.4
1973-1974	4	1,177	7.6
1974-1975	5	1,763	11.4
1975-1976	6	1,945	12.5
1976-1977	7	1,338	8.6
1977-1978	8	1,053	6.8
1978-1979	9	2,039	13.2
1979-1980	10	2,122	13.7
	TOTAL	<u>15,504</u>	<u>100.0</u>

TABLE 2

RECIDIVISM STUDY: AGE OF JUVENILES

Age	No.	%
7	82	.5
8	181	1.2
9	362	2.3
10	630	4.1
11	1,026	6.6
12	1,976	12.7
13	3,427	22.1
14	3,621	23.4
15	2,540	16.4
16	1,546	10.0
17	113	.7
TOTAL	<u>15,504</u>	<u>100.0</u>

TABLE 3

RECIDIVISM STUDY: REASONS FOR JUVENILE AID BUREAU CONTACT
WITH JUVENILES

Reason for Contact	No.	%
Destitute	2	.0
Moral Danger	105	.7
Behaviour	1,316	8.5
Absconding	2	.0
Truancy	905	5.8
Uncontrolled	389	2.5
Criminal Misconduct	46	.3
Family Problem	10	.1
Glue and Solvent	4	.0
Assaults	174	1.1
Robbery Extortion	7	.0
Fraud	68	.4
Stealing, Break and Enter	12,112	78.1
Property Damage	198	1.3
Driving Traffic	29	.2
Homicide	2	.0
Other Criminal	122	.8
Sundry Other	13	.1
TOTAL	<u>15,504</u>	<u>100.0</u>

TABLE 4

RYNNE STUDY 1983: REASONS FOR CONTACT WITH JUVENILE AID BUREAU

Reason for Contact	No.	%
Arson	2	.1
Sexual Offences	30	.8
Robbery	1	.0
Stealing	2,121	56.0
Break and Enter Dwelling House	238	6.3
Break and Enter School	148	3.9
Break and Enter Shop	92	2.4
Break and Enter - Other	111	2.9
Receiving	114	3.0
Possession Property Suspect Stolen	7	.2
False Pretences	84	2.2
Drug Offences	19	.5
Malicious Damage	164	4.3
Minor Assault	56	1.5
Serious Assault	31	.8
U.U.M.V.	149	3.9
Drink Driving Offence	1	.0
Unlicensed Driving	2	.1
Underage Drinking	30	.8
Firearm Offence	34	.9
Unlawfully on Premises	10	.3
Light Fire No Permit	2	.1
Evade Rail Fare	9	.2
Behaviour problem	221	5.8
Truancy	45	1.2
Care and Control	21	.6
Other	47	1.2
	<hr/> 4,000	<hr/> 100.0

TABLE 5

RECIDIVISM STUDY 1970-1980: NUMBER OF CHARGES BY YEAR

No. of Charges	Year										ROW TOTAL
	1970-71	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80	
	1	2	3	4	5	6	7	8	9	10	
0	1,286	1,141	672	935	1,476	1,681	1,207	932	1,828	2,013	13,171
	9.8	8.7	5.1	7.1	11.2	12.8	9.2	7.1	13.9	15.3	85.0
	75.1	75.2	80.4	79.4	83.7	86.4	90.2	88.5	89.7	94.9	
	8.3	7.4	4.3	6.0	9.5	10.8	7.8	6.0	11.8	13.0	
1	125	109	41	75	100	99	49	42	80	60	780
	16.0	14.0	5.3	9.6	12.8	12.7	6.3	5.4	10.3	7.7	5.0
	7.3	7.2	4.9	6.4	5.7	5.1	3.7	4.0	3.9	2.8	
	.8	.7	.3	.5	.6	.6	.3	.3	.5	.4	
2	84	64	27	28	44	45	21	21	30	12	376
	22.3	17.0	7.2	7.4	11.7	12.0	5.6	5.6	8.0	3.2	2.4
	4.9	4.2	3.2	2.4	2.5	2.3	1.6	2.0	1.5	.6	
	.5	.4	.2	.2	.3	.3	.1	.1	.2	.1	
3+	218	204	96	139	243	120	61	58	101	37	1,177
											7.6
Column (No.)	1,713	1,518	836	1,177	1,763	1,945	1,338	1,053	2,039	2,122	15,504
Total (%)	11.0	9.8	5.4	7.6	11.4	12.5	8.6	6.8	13.2	13.7	100.0

TABLE 6

RYNNE STUDY 1983: PREVIOUS HISTORY OF JUVENILES

<u>OFFENCE</u>	<u>PREVIOUS RECORD</u>					Row (No.) Total (%)
	Nil Previous Record	Previously Cautioned	Criminal Record	* Appln for C. & C.	* Appln for C. & P.	
Arson	2	0	0	0	0	2 .1
Sexual Offences	28	2	0	0	0	30 .8
Robbery	0	1	0	0	0	1 .0
Stealing	1,810	169	128	8	6	2,121 56.0
Break and Enter Dwelling	132	37	67	2	0	238 6.3
Break and Enter School	114	7	26	1	0	148 3.9
Break and Enter Shop	51	18	23	0	0	92 2.4
Break and Enter Other	44	33	33	1	0	111 2.9
Receiving	88	10	16	0	0	114 3.0
Possession Property Suspected Stolen	2	1	4	0	0	7 .2
False Pretences	55	3	5	0	21	84 2.2
Drug Offences	14	4	1	0	0	19 .5
Malicious Damage	111	20	33	0	0	164 4.3

TABLE 6 (Cont.)

OFFENCE

	Nil Previous Records	Previously Convicted	Criminal Record	* Appln for C. & C.	* Appln for C. & P.	Row (No.) Total (%)
Minor Assault	46	9	1	0	0	56 1.5
Serious Assault	23	5	3	0	0	31 .8
U.U.M.V.	57	27	63	1	1	149 3.9
Drink Driving Offence	1	0	0	0	0	1 .0
Unlicensed Driving	1	1	0	0	0	2 .1
Underage Drinking	27	0	3	0	0	30 .8
Firearm Offence	29	4	1	0	0	34 .9
Unlawfully on Premises	7	2	0	0	1	10 .3
Light Fire No Permit	2	0	0	0	0	2 .1
Evade Rail Fare	8	1	0	0	0	9 .2
Behaviour Problem	202	16	3	0	0	221 5.8
Truancy	40	5	0	0	0	45 1.2
Care and Control	8	5	6	1	1	21 .6
Other	38	5	3	1	0	47 1.2
COLUMN (NUMBER)	2,940	385	419	15	30	3,789
TOTAL (%)	77.6	10.2	11.1	.4	.8	100.0

* APPLN FOR C. & C.:

* APPLN FOR C. & P.:

Application for Care and Control;
Application for Care and Protection;
both under provisions of Children's Services Act are
NOT Convictions and do NOT constitute a Criminal
Record.

TABLE 7

**RYNNE STUDY: REASONS FOR CONTACT WITH JUVENILE AID BUREAU
BY SEX**

Reason for Contact	Male No. %	Female No. %
Arson	1 .0	1 .1
Sexual Offences	30 1.2	0 0
Robbery	1 .0	0 0
Stealing	1,183 45.5	938 78.8
Break and Enter Dwelling-house	216 8.3	22 1.8
Break and Enter School	141 5.4	7 .6
Break and Enter Shop	92 3.5	0 0
Break and Enter - Other	110 4.2	1 .1
Receiving	94 3.6	20 1.7
Possession Property Suspected Stolen	5 .2	2 .2
False Pretences	72 2.8	12 1.0
Drug Offences	15 .6	4 .3
Malicious Damage	156 6.0	8 .7
Minor Assault	42 1.6	14 1.2
Serious Assault	27 1.0	4 .3

TABLE 7 (Cont.)

Reason for Contact	Male No. %	Female No. %
U.U.M.V.	147 5.7	2 .2
Drink Driving Offences	1 .0	0 0
Unlicensed Driving	2 .1	0 0
Underage Drinking	16 .6	14 1.2
Firearm Offence	34 1.3	0 0
Unlawfully on Premises	10 .4	0 0
Light Fire No Permit	2 .1	0 0
Evade Rail Fare	7 .3	2 .2
Behaviour Problem	110 4.2	111 9.3
Truancy	29 1.1	16 1.3
Care and Control	9 .3	12 1.0
Other	46 1.8	1 .1
TOTAL	2,598	1,191
%	100.0	100.0

TABLE 8

RECOMMENDATIONS FOR JUVENILE AID BUREAU

ADMINISTRATION

Abolish Personal Work Performance Sheets.

Country Juvenile Aid Bureau to be under Non-Commissioned Officer responsible to District Officer.

Educate other sections of Force on Juvenile Aid Bureau work.

Equality of access to Juvenile Aid Bureau by all children in State.

Guidelines for prevention work.

Regional Conference for Juvenile Aid Bureau and Department of Children's Services Officers.

Separate Juvenile Aid Bureau staff from Criminal Investigation Branch control - to District Officer.

Over zealous actions on traffic by rest of Force create poor relations for Juvenile Aid Bureau.

FACILITIES

Additional removal expenses.

An interview room for staff.

Clerk to be employed to reduce telephone and typing work.

Establish registers of volunteers to help disadvantaged.

Increase funding for overtime and expenses.

More houses at nominal rentals for officers in country.

Place of detention for habitual offenders.

Resite Brisbane Juvenile Aid Bureau Office.

Revise application proceedings to a round table and not formal.

Secure custody place for worst offenders.

Separate entrance for Juvenile Aid Bureau.

Use of psychiatrist for juvenile sexual offenders.

OPERATIONS

Children to be encouraged to co-operate with Juvenile Aid Bureau by agencies.

Increased liaison with Department of Children's Services.

Increased liaison between Juvenile Aid Bureau and other parts of the Force.

Increased communication with other Government Departments.

More communication of Juvenile Aid Bureau role to Department of Children's Services.

More time given to community liaison and patrols.

Night team.

Pamphlet on Juvenile Aid Bureau for community education.

Publicity to bring Juvenile Aid Bureau work to public notice.

Reduce geographical area of Juvenile Aid Bureau in some areas by another additional office.

Spend more time on counselling and community involvement.

STAFF

Additional female staff.

All permanent appointments to country Criminal Investigation Branch from Criminal Investigation Branch or Juvenile Aid Bureau, Brisbane.

Autonomous Juvenile Aid Bureau in Criminal Investigation Branch country area with own vehicle and roster.

Careful staff selection.

Consultations by District Officers and Regional Superintendents on Juvenile Aid Bureau staff.

Country Criminal Investigation Branch positions to be gazetted for Juvenile Aid Bureau.

Crime Courses to assess suitability Juvenile Aid Bureau as well as Criminal Investigation Branch.

Establish separate Juvenile Aid Bureau units in country.

Extend Juvenile Aid Bureau staff State-wide.

Incorporate Juvenile Aid Bureau as part of Criminal Investigation Branch.

Increase staff.

Investigate staff situation as juvenile problems increasing.

Juvenile Aid Bureau Officers, Brisbane to be eligible for Detective classification.

TABLE 8 (Cont.)

Minimum Juvenile Aid Bureau time to be 18 months in country areas unless officer unsuitable.

Minimum secondment to Juvenile Aid Bureau 10 months unless found unsuitable.

More staff.

Positions gazetted for all Criminal Investigation Branch vacancies to require Juvenile Aid Bureau duties.

Procedures for leaving Juvenile Aid Bureau easily.

Promotion on ability.

Selective recruiting for career in Juvenile Aid Bureau.

Uniformed Constables allowed to relieve or advise interest in Juvenile Aid Bureau.

Upgrade selection by broadening applications for Non-Commissioned Officers rank.

Upgrade selection of staff by use of a Panel.

Upgrade selection to reduce Juvenile Aid Bureau as promotion chance.

TABLE 9

Juveniles 12-16 in the Brisbane Metropolitan Area: Brisbane Statistical District

Police Districts and Divisions

TOTAL ALL DISTRICTS	66,426
1. SOUTH BRISBANE DISTRICT TOTAL	14,436
ANNERLEY Division	1,144
CAMP HILL Division	1,731
COORPAROO Division	961
HOLLAND PARK Division	4,245
MORNINGSIDE Division	1,893
UPPER MOUNT GRAVATT Division	2,799
WEST END Division	629
WOOLLOONGABBA Division	1,034
2. OXLEY DISTRICT TOTAL	10,481
ACACIA RIDGE Division	2,418
MOOROOKA Division	2,166
INALA Division	2,759
OXLEY Division	2,358
SHERWOOD Division	780
3. WYNNUM DISTRICT TOTAL	5,677
CLEVELAND Division	2,664
HEMMANT Division	635
WYNNUM Division	2,378

TABLE 9 (Cont.)

4. BEENLEIGH DISTRICT TOTAL	5,330
WOODRIDGE Division	5,330
5. BRISBANE DISTRICT	11,260
ASHGROVE Division	1,827
BARDON Division	473
CITY Division	364
INDOOROOPIILLY Division	1,084
KENMORE Division	1,685
MITCHELTON Division	2,946
NEWMARKET Division	1,040
RED HILL Division	441
TOOWOONG Division	1,000
TORWOOD Division	400
6. FORTITUDE VALLEY DISTRICT TOTAL	13,069
BANYO Division	831
CHERMSIDE Division	1,847
CLAYFIELD Division	751
FORTITUDE VALLEY Division	166
HAMILTON Division	363
NEW FARM Division	473
NEWSTEAD Division	28
NUNDAH Division	1,382
STAFFORD Division	3,566
WINDSOR Division	1,743
ZILLMERE Division	1,919
7. REDCLIFFE DISTRICT TOTAL	6,173
SANDGATE Division	2,482
REDCLIFFE Division	3,691

FIGURE 1

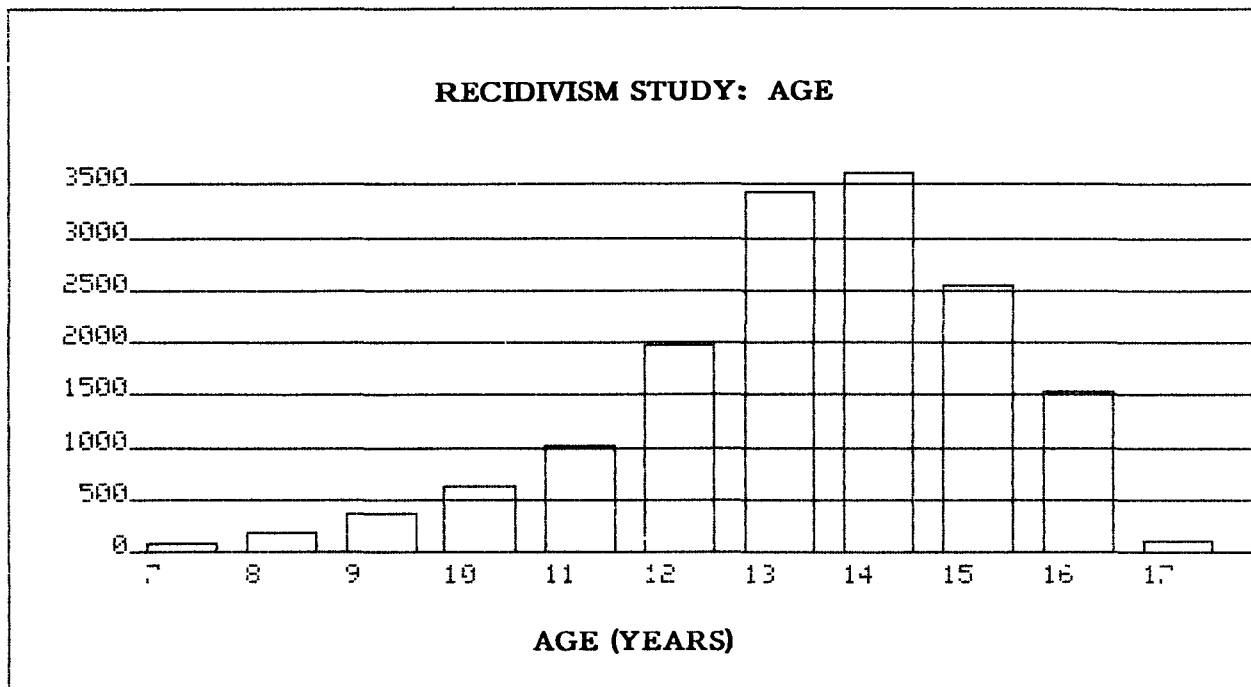


FIGURE 2

Recommended Model of Juvenile Aid Bureau



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