



**Australian Institute of Criminology  
First Residential Conference  
Canberra, A.C.T.**

**Tuesday, 16th October — Friday, 19th October  
1973**

**PROCEEDINGS**

**VOLUME 1**



PROCEEDINGS

of the

FIRST RESIDENTIAL CONFERENCE

of the

AUSTRALIAN INSTITUTE OF CRIMINOLOGY

Theme:

"Australian Crime Prevention and Treatment:  
Research Resources and Needs -  
an Exercise in Co-ordination"

held in

CANBERRA

Tuesday, 16 October - Friday, 19th October  
1973

AUSTRALIAN INSTITUTE OF CRIMINOLOGY  
10-16 Colbee Court, Phillip, A.C.T. 2606  
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N O T E

This volume comprises papers presented and speeches made at the First Residential Conference of the Institute.

Volume II will comprise a report on proceedings and those papers not available for inclusion in Volume I.

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## FUNCTIONS OF THE INSTITUTE

- (a) To conduct such criminological research as is approved by the Board;
- (b) To communicate to the Commonwealth and the States the results of research conducted by the Institute;
- (c) To conduct such seminars and courses of training or instruction for persons engaged, or to be engaged, in criminological research or in work related to the prevention or correction of criminal behaviour as are approved by the Board;
- (d) To advise the Council in relation to needs for, and programmes of, criminological research;
- (e) To provide secretarial and administrative services for the Council;
- (f) To give advice and assistance in relation to any research performed wholly or partly with moneys provided out of the Fund;
- (g) To give advice in relation to the compilation of statistics relating to crime;
- (h) To publish such material resulting from or connected with the performance of its functions as is approved by the Board; and
- (i) To do anything incidental or conducive to the performance of any of the foregoing functions.

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## AIMS OF THE CONFERENCE

- (a) To publicise the Institute's role and proposed programmes of research and training;
- (b) To bring together representatives of the police forces, relevant government departments, academic institutions and voluntary organisations from all Australian States and Territories who will report on crime prevention and treatment in their own State or Territory with special reference to research -
  - i. completed in the past, with information on decisions made and action undertaken as a result of that research,
  - ii. research projects currently being undertaken, including costs, methods of funding, types of researchers involved and expected completion dates,
  - iii. manpower and financial resources available for criminology research, and
  - iv. needs, including some ideas of the degree of priority given to each research project;
- (c) To discuss methodology in crime research including statistics and computer facilities;
- (d) To develop methods of information dissemination.

OPENING REMARKS

by

Mr. Peter Loof

Deputy Chairman, Board of Management  
Australian Institute of Criminology

Mr. Attorney, Ministers, Members of Parliament,  
Your Honours, Ladies and Gentlemen.

I should like to welcome you all to this official opening ceremony of the Australian Institute of Criminology.

It is a great pleasure and privilege for me to act as Chairman for this meeting in place of Mr. Frank Mahony who is the Chairman of the Board of Management of the Institute. Mr. Mahony is absent overseas attending an international conference and he has asked me to express his regrets that he is unable to be present this morning. Through me he conveys his greetings to you all and he wishes the Acting Director and his officers every success with the opening ceremony and the first seminar.

In addition to the distinguished speakers at to-day's ceremony, we are honoured to have present at this meeting a number of persons who are or have been associated with the establishment of the Institute or who occupy important posts in the field of law enforcement. I mention the Honourable Mr. Justice Bowen, who was associated as Attorney-General with the formative stages of the Institute and Lady Barry, widow of Sir John Barry who was one of the first proponents of the Institute. Also present are the Honourable Mr. Justice Blackburn, of the Australian Capital Territory Supreme Court, His Honour Judge Staunton, Chief Judge, District Court of New South Wales and His Honour Judge Ligertwood, Senior Judge of the Local and District Criminal Court of South Australia. In addition, we are honoured with the presence of a number of Ministers of State, former Ministers, members of Parliament, Permanent Heads of Federal and State Departments and holders of professional appointments in law and criminology.

We have received apologies from many persons who have been unable to attend today's ceremony. I shall not mention all apologies but the following have sent specific messages of greetings and good wishes - The Honourable J.F. Cairns, M.P., The Honourable Gordon Bryant, M.P., The Honourable Rex Patterson, M.P., The Honourable F.M. Daly, M.P., The Honourable W.V. Houghton, Minister for Social Welfare for the State of Victoria, The Honourable Mr. Justice Kerr, Chief Justice of New South Wales, Senator the Honourable J.E. Marriott, Senator G. Georges, Senator B.R. Milliner and Mr. L.K. Johnson, M.P.

Like the Sydney Opera House, the Institute has been open for business a little in advance of its official opening. There are perhaps some other similarities between the two institutions. Each has been futurist in conception. Both have been difficult of construction. The Institute itself has not been as costly a venture, but indeed the phenomenon of crime, which is its target, involves social and economic costs of proportions not generally appreciated. But here the similarity ceases. The one institution exalts the arts and human achievements. The other is concerned with social deviance and human tragedy.



For centuries, from the time of Aristotle, it has been customary to observe the relationship between poverty and crime. It is something of a paradox, therefore, that in these days of affluence we should be gathering together to commemorate the opening of a national Institute of Criminology. It is, perhaps, even more of a paradox that the necessity for such an institution should, in a real sense, be one of the by-products of our affluence, because the increasing problem of crime has been observed in many countries to be associated with economic development, urbanisation and periods of rapid social change. We are, indeed, experiencing all these factors in Australia and they serve to underline the need to establish this institution.

You will see from your programmes that we are privileged at this ceremony to have speakers representing a wide spectrum of interests that have a close relationship with the Institute's work. They will serve to indicate the many varied aspects of the Institute.

First, the Acting Director will make an opening statement. Second, the Ministerial Head of the Institute, the Attorney-General of Australia, will deliver the inaugural address and formally open the Institute.

Messages from State Attorneys-General will serve to emphasise the vital interest that administrators of the criminal law have in the success of the Institute and the important contribution they are making to its success.

An address from the Deputy Director of the United Nations Institute for the Prevention of Crime, in Japan, will serve to indicate the international aspects of crime and the work of the Institute, and the need for international co-operation.

Finally, an address from a distinguished Judge representing the Chief Justice of New South Wales and who is also President of the Australian Crime Prevention Council will serve to emphasise not only the increasing role of the judiciary but the vital factor of involving the public in collaboration with government agencies as a means of re-introducing forms of social control of crime in our modern society.

The Institute is honoured not only by the presence of these distinguished speakers but also by the presence of this audience which represents so many aspects of society and which is a great encouragement to those whose task it is to establish this institution.

Without further ado I have much pleasure in calling upon the Acting Director of the Australian Institute of Criminology, His Honour Judge Muirhead, to deliver his opening statement.

OPENING STATEMENT BY HIS HONOUR JUDGE J. H. MUIRHEAD  
Acting Director of the Institute

Mr. Attorney, Honourable Ministers, Members of Parliament, Your Honours, Ladies and Gentlemen -

If you glance at your programme you will see I am listed, not as making an "address" or a "speech", but merely a "statement". I am a little puzzled about this, but I take it as a hint from those who have come to know how voluble I can become, and will respect their wish to keep it short. For me today is important. Not only because of your involvement and presence, but because today can be termed our first working day, this formal opening being but a prelude to the first residential conference this Institute has conducted. Amongst you are seated representatives from all the Australian states and territories who will join with us in our first exercise in setting out guidelines for future training and examining research needs in this country. For months I have been talking much as to our aspirations, as to our potential value to society and expressing rather off the cuff opinions as to this and that, but our true function is not to talk but to work in many fields of criminology, and today we are, as it were, lined up at the barrier.

Perhaps you know this, but it is worth emphasising, that we are a national body, formed and managed by the states and the Australian Government - the product of what was once described by The Honourable the Prime Minister as an exercise in co-operative federalism. In the field of crime control this is not a concept one can afford to avoid. And there are no differences of opinion as to the critical necessity of crime control, as to the necessity of achieving not only justice, but also security for each and every Australian.

And just as traditional parochialism has not inhibited the creation of this National Institute, so also I believe must national parochialism bow to the spectre of international crime and lawlessness. Those who care to look at modern crime techniques are aware of trends which cause common concern in many areas of the world, and it is most fitting that we have with us today Mr. Minoru Shikita, not only as a representative of his country, Japan, but of more significance in his role as Deputy Director of the United Nations Asia and Far East Institute, which has flourished for years in Tokyo under the auspices of United Nations, and which has been both a home and a place of learning to many from this region of the world including Australians who have been involved one way or the other in problems of social deviance. They include Professor Norval Morris, now at Chicago and Mr. Harold Weir, one of the Institute's Criminologists, who have both lectured there. To you, Mr. Shikita, I say welcome and thank you, not only for joining us, but for agreeing to speak to us and in assisting in our first training exercise. Your presence here will, I hope, evidence the co-operation between our Institutes in the years ahead. The time has passed when we can achieve real progress without co-ordination and co-operation between states and countries, and I trust that not only will we learn from the experience of people and Institutes in other countries, but that we ourselves will be able to make our own resources and personnel available to join with you in assisting our neighbours in this region.

And may I mention to you by way of welcome to those concerned, that we have with us today staff and students representing not only the Australian National University, and the College of Advanced Education, but also representatives from schools in Canberra. To the students it may be an unusual and grim exercise so soon before the examinations, but it is, I

think, very fitting that we should have such representation, because I firmly believe that in the future the community, that is, the young people of today, will have to play an increasing role in the task not only of law enforcement as such, but in working in those areas which tend to corrupt, which produce confused and bitter people. The days of patronising, although sincere, charity are fading, but the resources of community and social participation are to a large extent, untapped. And to you I say only this - thank you for coming to see if you can, in your schools, work and homes, do better than we have done by listening to your fellow man, by understanding and seeking the cause of his problems and by helping him.

Mr. Attorney, you announced in Melbourne last August that our library would be named the "J. V. Barry Memorial Library" in tribute to the foresight of that Victorian Judge of great vision and compassion, Sir John Barry, and this is very meaningful for us today as we have with us his widow, Lady Nancy Barry, and his daughter. And it is no coincidence that with us also is Mr. Justice McClellens, Chief Judge in Common Law of the Supreme Court of New South Wales, representing the Chief Justice of New South Wales. His Honour, if I may say with respect, was not only an old friend of Sir John's, but is a person who himself has never ceased to care for people - however miserable or vicious they may be labelled by society.

I turn but briefly to record some thanks. To you, Mr. Attorney, personally, and to your government, for your interest and your determination to make this Institute serve the purposes for which it was set up. To your officers, particularly the Chairman of our Board of Management, Mr. Frank Mahoney (whose absence I much regret) and to Mr. Peter Loof, our Chairman today, who, well before I arrived on the scene, worked so hard and for so long to bring this Institute to reality - for their support and patience with, at times, a rather impatient Acting Director. To all those people throughout Australia and in many Universities, from Attornies-General and Professors, to Police, Judges and Magistrates, Prison Personnel, Probation Officers, all those who in my wanderings have helped me so much in understanding a little of our problem areas.

To those in many government areas in Canberra who have helped us in our search for funds and premises, and who have made allowance, at times, for my uneducated hammering against the walls of bureaucracy. I also particularly thank those at A.N.U. and at the New South Wales Institute of Criminology associated with the Law School in Sydney, Professor Shatwell and his team, for the unselfish interest they have shown - and to that I also add my thanks to the New South Wales Minister of Justice, The Honourable J.C. Maddison, whose Bureau of Crime Research and Statistics under the able leadership of Tony Vinson has in no small way already covered much ground in valuable research, and who have been so interested in our development. And lastly, to our small but growing staff, who until some weeks ago were working in crowded and fragmented areas. In particular, may I mention again the only Senior Criminologist who has been able to join us this year, Harold Weir, for his extraordinary efforts in planning and launching not only this opening and our first training course, but in planning and programming three more training courses for this year. His conditions of employment provide for a normal working week. I'm glad I do not have to pay hourly overtime, as if I did, I fear he would invest his capital and retire - and I would not like to lose him. And the same applies to Bill Miller, our Executive Officer, who in starting from scratch has worked in wide fields ranging from administration to that of furniture removalist.

As to the future I say just a few words. It is essential, in my view, that this Institute should have its own building and accommodation facilities to simplify our training programmes. We will never, I trust, become by modern standards, a large concern. We have of course various functions and large areas of work, but the need to retain simplicity and flexibility, for careful planning and intelligent use of our own and outside resources. We must not reach the stage where too great a percentage of our budget is utilised by people looking after other people on the same staff and we must work to develop simple administrative techniques.

In our staff we must look for quality rather than quantity. We must utilise the experiences of people overseas and learn from them. I am very aware of the fact that to date Australia has not proved a very encouraging venue for those who have interested themselves in Criminology, and we have lost so many good workers to other countries - particularly the United States and the United Kingdom. It is most important that we close the gap between those who work in exploratory and academic fields, and those who work in the day-to-day administration of the criminal justice system. We have much to learn from each other, and I hope that the establishment of this Institute will stimulate research and interest in Universities and elsewhere, and may aid the growth of revitalised and sensibly structured courses in Criminology, Penology and associated studies.

Furthermore, there is a critical need for trained people in the areas of the social sciences and social welfare - people who are qualified and ready to get out and work amongst the people - not only in our major cities, but in more remote areas, such as the Northern Territory.

Ladies and Gentlemen, we will in the future rely completely on the co-operation of the States and in fields of national importance, be it in seeking uniformity of criminal statistics or in combating delinquency, or in examining the effectiveness of penal methods, we must work in harmony with State instrumentalities and universities. In our association with the Criminology Research Council, which by funding, encourages research elsewhere in this country, through our library and information facilities we will, I hope, become a centre which will prove of continuing value to those who, in their daily work attempt to maintain our domestic security.

We will not eradicate crime, we will not come up with all the answers, but given support I believe this Institute will soon justify the hopes of those who in past years have repeatedly urged a more energetic and co-ordinated approach to our common problems.

May I leave you with these words which are quoted direct from the Report of the President's Commission on Law Enforcement and Administration of Justice entitled "The Challenge of Crime in a Free Society" - written against an American background a few years ago, but I think in some measure relevant in Australia today: -

"Society insists that individuals are responsible for their actions, and the criminal process operates on that assumption. However, society has not devised ways for ensuring that all its members have the ability to assume responsibility. It has let too many of them grow up untaught, unmotivated, unwanted. The criminal justice system

has a great potential for dealing with individual instances of crime, but it was not designed to eliminate the conditions in which most crime breeds. It needs help. Warring on poverty, inadequate housing and unemployment is warring on crime. A civil rights law is a law against crime. Money for schools is money against crime. Medical, psychiatric and family counselling services are services against crime. More broadly and most importantly, every effort to improve life in "inner cities" is an effort against crime. A community's most enduring protection against crime is to right the wrongs and cure the illnesses that tempt men to harm their neighbours".

OPENING CEREMONYADDRESS

by

Senator the Honourable Lionel Murphy, Q.C.  
Attorney-General of Australia

Mr. Chairman, my colleagues, distinguished visitors from both here and overseas and members of the conference.

I bring you the good wishes of the Prime Minister and the Australian Government for the success of this Conference and I think I can safely bring you the good wishes of all members of the Australian Parliament of whatever political persuasion because all have supported the establishment of this Institute and the carrying on of its work.

Over the years we have seen both the Australian Governments and the State Governments seek to bolster the strength of their law enforcement agencies. We have also seen them seek new methods and techniques in combating crime. Largely it can be said that these efforts have been a response to the mounting public concern over the past decade about the state of crime in Australia. There has been a rapid expansion in the demand for accurate and reliable information about crime and the criminal justice system. If we are going to deal with this problem we cannot afford to have significant gaps in our available resources. One of the important gaps to be filled is that which results in a deficit of basic information on how much crime is occurring, what kind of crime it is and criminal behaviour generally. It is both desirable and necessary for us systematically to draw together all available information about crime and the system of criminal justice. This material must be gathered - it must be digested - it must be available in a readily obtainable form to people seeking information needed to allow the community to cope with the inevitable phenomena of crime.

Here in Australia, as elsewhere, we are ignorant of the complexities of crime and its causes. The former United States' Attorney-General, Ramsey Clark, probably underlined the problem when he said "ignorance is perhaps the greatest barrier to effective crime control. We know little," he said, "and have misconceived much". And he pointed out that "we who call ourselves leaders are quite often unwilling to concede how little we know". There is no doubt that we do not know as much as we should about crime. The hope of the Australian Government is that this Institute by becoming a clearing house of knowledge and information will provide us with the facts and approaches we need or at least go a long way towards satisfying those aims. The causes of crime, whatever they may be, have shown themselves to be far more complex and elusive than many criminologists have assumed. We need to reduce this complexity and make these causes less elusive. It is the Australian Government's intention that the difficult task of the Institute should operate within a framework based on the maintenance of civil liberties and human rights. In the conglomerate area of crime and punishment the delicate treatment needed to protect these rights should not cause us to avoid the challenge. For instance, the rights of the victims of crimes must be maintained. Then we are faced with an increasing and, I think, well founded clamour for a definition of the rights of prisoners. The accumulation of data about criminals is an important factor in streamlining our criminal justice system but we must retain throughout a basic regard for individual rights. We face the dilemma of balancing the efforts to protect citizens from the results of criminal action against

the possibility that over-zealous law enforcement could fail to take into account other different but no less important sets of rights. The intricate nature of these problems makes it imperative that we maintain an objective overview of the crime situation. The operations and functions envisaged for this Institute can provide us with this vital overview.

The problem of crime and what to do about it has become one of the central concerns of citizens and Governments. We in Australia have not yet experienced the brunt of mounting crime and urban violence to the same degree as the United States of America and other countries. This ought to be the signal for us to adopt a preventive approach rather than a curative one. Crime is an apt subject for the scientific approach. The scientific method should be used to observe, analyse, experiment, draw conclusions and verify. In regard to the causes and prevention of crime, the treatment and rehabilitation of offenders, prejudice should be replaced by understanding. Such understanding depends on vigorous initiatives and pursuit of the theoretical and applied aspects of the science of criminology. This will be of little use unless the understanding, that is the fruits of research, is spread throughout society, especially to those who deal in practice with the problems of crime.

I am very pleased to see here today my colleagues, the Attorneys-General of Western Australia and Tasmania. My colleague, Mr. Enderby, who was latterly the Minister for the Capital Territory and is now the Minister for Secondary Industry, will be joining you this afternoon. I am also pleased to see here my former leader in many great cases, Mr. Justice McClemens, who is known to you all for his work in the field of dealing with the criminal, his problems and his rehabilitation - and Mr. Justice Bowen, who comes here, I believe, as a former Attorney-General and not so much in his present role. It is important that he be associated with this ceremony as he was with the establishment of the Institute through the Bill as this is a non-party political project in which we are all engaged. The whole of our society wants to do something about the problems which confront us. We are seeking to understand - we are seeking to prevent - we are seeking to overcome the effects of crime in this society and, if we can, assist other societies. I would also like to join in extending a warm welcome to Mr. Minoru Shikita, the Deputy Director of the United Nations Asia and Far East Institute for the Prevention of Crime and Treatment of Offenders, who is the first visiting expert of the Australian Institute. I am glad that at this early stage close ties are being developed between our respective Institutes.

The establishment of this Institute brings to fruition the advice and efforts of many judges, criminologists and other experts over the years. Reference has been made to the late Sir John Barry who was a distinguished judge of great foresight, who recognised the national nature of crime and its consequences. We have acknowledged Sir John's influence and contribution to criminology by having already named the Institute Library the J. V. Barry Library.

This Institute is an excellent example of co-operative federalism. The concept was a novel area for national action and so a good deal of consultation and planning preceded the formulation of the present scheme. A planning committee was established, a national seminar was held and extensive consultations took place with the States. What

emerged was a joint venture between the Australian and State Governments.

The Institute aims at meeting, in practice, two basic needs.- the need for research and the need for training and the spread of knowledge. If administrators and policy makers are to be able to evaluate the existing crime prevention and treatment methods and plan for their improvement they must have adequate data and information. The training functions of the Institute are no less important. It is essential that police officers, parole officers, the judiciary, psychiatrists, social workers and educationists should be kept up to date with the rapidly expanding knowledge in this field. They need to share their diverse experiences and broaden their reference beyond their daily work. Those working in different disciplines must be aware of each other's role and be prepared to pool their resources towards the common goal of effective crime prevention and treatment. National training courses will be invaluable in achieving this goal.

The Institute has been set up as a Governmental institution, wholly financed by the Australian Government. As well, there is a fund consisting of contributions from the Australian and State Governments to finance research conducted by experts in universities and in governmental agencies. The fund is administered by the Criminology Research Council consisting mainly of representatives nominated by the States. A Board of Management of the Institute consists of Australian Government representatives and State representatives, also nominated by the Council. In addition to its research and training functions, the Institute acts as a Secretariat for the Council and provides expert advice for the Council on research needs and priorities.

This machinery guarantees a close relationship between the composition and administration of both the Institute and the Council. Also, State representatives participate in the administration of the scheme. This has value because the responsibilities of the State administrations for the control of crime and their access to source material for research cannot be ignored and must not be left out in dealing with this field. The machinery provides for involvement of academic experts. Criminologists and administrators will be brought together in working relationship in the conduct of research.

One of the lessons that emerges repeatedly from the writings of academic criminologists and the recommendations of the United Nations Congresses on the Prevention of Crime is the need for applied research. Another is the desirability of collaboration between administrators, policy makers and researchers in the conduct of that research. This demands an understanding by the administrators of the techniques and value of research. The reciprocal demand is, of course, for the research worker to understand the difficulties facing administrators, the limitations of their resources and other administrative impediments. There are other pressing needs. Administrators must be prepared to submit their activities to research evaluation and actively participate in this evaluation. They should become part of the research process. They can do this through a willingness to introduce experimental changes in treatment and to modify and improve approaches in the light of research



evaluation of old, tried and failed methods.

The Institute has swung rapidly into action in the past few months. My own personal involvement started very early. I think I actually anticipated becoming Attorney-General and arranged for a meeting of the Council the day before I came into office. That was less than three weeks after the actual election! The Council has met on four occasions since its appointment. It has settled the criteria and procedures for the making of grants and has made available funds for research in a number of other fields, for example, a national survey of juvenile delinquency. I should like to express my appreciation to the members of the Council for their energetic co-operation and help in the launching of this work. I should also like to acknowledge the contribution of the Chairman, Mr. Mahony of my Department, who has ably applied his considerable experience to the translation of a formal statutory framework into a viable Institution. Mr. Mahony has applied the same qualities to the work of the Board of Management of which he is Chairman.

Our thanks are due to His Honour, Judge Muirhead, who took up duty earlier this year as Acting Director of the Institute pursuant to an arrangement made last year with the South Australian Government. Boldness in planning has been necessary to ensure that the Institute will have the resources to fulfil the tasks it has been set. The demands that will be placed on this Institute are substantial. It has not only research and training tasks, it also is clothed with responsibilities for co-ordination, management and collection, analysis and dissemination of research information. It advises the Council and manages its affairs. In fulfilling these tasks the Institute must enlist the support of relevant agencies throughout Australia and maintain contact with relevant overseas institutions and bodies. In the development of these functions, Judge Muirhead provided leadership and vigour and I should like to acknowledge the valuable contribution he has made in breathing life into the Institute and the Council. In addition to the time-consuming administrative tasks of planning staff requirements, assessing expenditure and acquiring staff and accommodation in the planning of future development, all States have been visited by the Acting Director as part of a national survey of State institutions and treatment methods. A research programme has been formulated and a series of training courses has been planned. I am pleased that the first training course, which commences after this opening ceremony, has been made possible at this early stage in the Institute's Development. The Institute is fortunate in having as officer in charge of training, Mr. Harold Weir, a former visiting expert of the United Nations Institute in Japan who brings wide experience to the work of the Institute.

The work of the Institute will be affected by changes already evident in traditional ideas, entrenched concepts and antiquated methods. The task of the criminologist is becoming increasingly complex. Our era of rapid social and technological change has provoked a rise in crime. These changes have also affected the style, nature and

methods as well as the extent of crime. Traditional methods of dealing with crime are being seriously and rightly questioned. It is widely asserted, and I believe correctly, that the role of the criminal law needs review, particularly those parts of the law which stigmatise certain kinds of behaviour as crime in the interests of preserving a particular moral code. The technicalities of the law and expensive legal proceedings call for examination. So also does the operation of criminal law in regard to the poor and less privileged groups in the community and in the areas of organised crime and consumer fraud. The suitability of the prison system is being questioned and alternatives to imprisonment are being pioneered. There is increasing questioning of the justice of the parole system. There is increasing questioning of the manner in which remissions are determined. There is increasing questioning as to the justice of the indeterminate sentences and of the fixing of non-parole periods which, however well intentioned, effectively transfer into the administrative arm of Government the decision as to how long a person should serve in prison. Successive Congresses on Crime sponsored by the United Nations have stressed the need for crime prevention planning to take a wider perspective. Future crime prevention and treatment must involve greater collaboration with educationists, mental health authorities and urban planners. The Institute will inevitably become involved in these areas.

The Institute will also have an international role. Australia should seek to promote international collaboration in this field, especially in our regional area. We have much to learn from overseas experience, whether it be in the application of sophisticated techniques or in the employment of the sanctions of a traditional culture. Australia must also be prepared to provide technical assistance and advice on law enforcement, correction and related fields. Again, this ought to be particularly directed towards assistance to the countries in our own area. Collaboration with such bodies as the United Nations Institute in Japan will be highly profitable.

The Institute faces a difficult and responsible task and a challenging one. Present and future generations of Australians have much to gain from the success of its work. It will require the support and co-operation of governments, officials, academics and citizens generally. Professor Radzinowicz was out here a few weeks ago in connection with the seminar in Melbourne and I spoke with him for a little while in that part of the week when he was in Sydney. He expressed his high hopes for the success of the Institute and indicated its potentiality. He has the belief that this Institute could be a great Institute and make a valuable international contribution - but he sounded a warning and he said it was possible that if the Institute did not get the support of the Governments, if it did not enrol in its ranks the people who ought to be enrolled, if it did not act with vigour and understand the important contribution that it could make, well then it would not succeed and, if it did not succeed, all of these associated

with it, those in the Government, those in the various ways who are associated with it, would deserve the condemnation of the world. Because here is an Institute which is supported by all Governments; given a great charter; that is entitled to financial support; it is entitled to moral support - not only of Governments but of all the workers in criminology: it is entitled to the support of you all. I am sure that it will get that support. It will be a great Institute. It will be an Institute of which Australia can be proud; a body that is able to help in solving one of the major problems of mankind.

Mr. Chairman, I wish the Institute every success as it commences its contribution to the goal of a humane, just and safe society. I have much pleasure in declaring open the Australian Institute of Criminology!

CONGRATULATORY ADDRESS AT THE OPENING SESSION OF  
THE AUSTRALIAN INSTITUTE OF CRIMINOLOGY  
16 OCTOBER 1973

Minoru Shikita  
 Deputy Director  
 UNAFEI, Tokyo, Japan

I consider it a great honour and a proud privilege to be present here on this historic occasion, and to offer this new Institute my own congratulations and felicitations, and also to convey those of my Institute - the United Nations Asia and Far East Institute for the Prevention of Crime and Treatment of Offenders, Tokyo - while bringing you greetings from my country, Japan.

It is, of course, quite natural for any 11 year-old sister to be happy and thrilled over the birth of a younger sister, and the Tokyo Institute, as the elder of these two sister institutions, is proud and happy that they will, from now on, be able to grow up together, and render a much needed and complementary service, in the field of prevention of crime and treatment of offenders, to the world in general, and this part of the hemisphere in particular.

The United Nations Asia and Far East Institute, where I come from, was established in Tokyo just eleven years ago. Eleven years is a brief spell in the life span of any Institution, but during this short period, UNAFEI, as it is widely known, has been able to build up a proud record of service in this field as a pioneer Institute of its type in this Region.

UNAFEI was the first Institute of its kind in the world, and while it can justifiably be proud of that honour, this unique position also carried with it a heavy burden of responsibility, together with all the challenges and difficulties that a pioneer in any field would necessarily have to face and overcome. The Tokyo Institute still is the only one of its kind in the Region, and having been alone and by itself all these years, it is happy that from this day on there will be a younger sister in the Australian Institute of Criminology to relieve it of the sense of loneliness it has felt throughout the eleven years of its existence.

We at UNAFEI were happy to note that the objects for which this Institute is being inaugurated today are, basically similar to those of our own Institute. UNAFEI's primary objects are, firstly, to carry out training programmes in the general field of the prevention of crime and the treatment of offenders for personnel engaged in such fields of work in the Region, and, secondly, to carry out studies and research in the field of crime prevention and treatment.

Your first two objects are the same - for they are described as, firstly, the conducting of criminological research, and secondly, the conducting of seminars and courses of training for persons engaged in work related to the prevention or correction of criminal behaviour.

Our third object is to serve as a documentation centre and clearing house for the collection of data and dissemination of information and training materials, and to assist in the preparation of criminal and related statistics.

You have stated, too, that your Institute will be acting as a clearing house for research, and that one of its important related functions would be to provide advice in relation to the compilation of statistics relating to crime. Here again, you will observe, we are on common ground.

Among UAFEI's other objects are mentioned the exchange of information with similar national as well as international organizations, and the maintenance of relationships with similar institutions in the Region. This, we will certainly be able to do in great measure from now on.

Thus, the very establishment of your Institute will help us to achieve one of our own objects, and even this fact alone should have been a sufficient cause for us to rejoice with you and to regard this happy event of the inauguration of your Institute as an occasion for joy and celebration.

We have good reasons to be particularly happy that it is in Australia that our sister Institute is being established, because our Institute in Fuchu from its very inception has had the closest and most cordial links with your great country.

For, it is to Australia that UNAFEI owes a heavy debt of gratitude for providing us with our very first Director, Professor Norval Morris, who not only assisted at its birth, but also so ably guided it in taking its first few difficult steps, and stayed on till it was firmly steady on its feet. The foundation he laid was so sound and strong, that its steady growth thereafter to its present stature was only to be expected in the natural course.

UNAFEI will ever be grateful to Australia for not only sending such an eminent son to be its first Director, but also for providing us with the services of a number of others of great distinction, in the capacity of Visiting Experts.

Mr. Harold Weir, whose important role at this Institute is a happy augury for the future cordial relations between our two Institutes, first gave us his valuable services and guidance as long ago as 1963, when our Institute was only a few months old. He returned to UAFEI in 1968, and came back to help us yet again in 1970, and has been not only one of its oldest, but also one of its sincerest and most valued friends.

Again, nine years ago, Australia sent us another of her eminent and distinguished sons in the person of the Honourable Sir John Barry; and we at UNAFEI will always remember with gratitude the invaluable services rendered by these good Australian friends.

The vital importance of Research in the social defence field is being increasingly recognized. The United Nations General Assembly, in its resolution 3021 (XXVII) of 18 December 1972, reaffirmed Economic and Social Council resolution 1584 (L) of 21 May 1971 calling among others for "the encouragement and promotion of research of an action oriented character into all aspects of crime prevention and control". As you know, research is to be one of the important items on the Agenda of the Fifth United Nations Congress to be held in Toronto in 1975, as it was also at the 1970 Congress in Kyoto.

In many developing countries of the Region, even the basic statistical information of the most rudimentary kind is sadly lacking, and in our Training Courses we have often emphasized to participants from those countries the need for the routine collection of essential data, the keeping of systematic records, and the undertaking of at least elementary research projects.

In fact, our next International Seminar to be held in February - March 1974, will be centred around the subject of Research, and cover such topics as the need for research, feasible methods of conducting research, and the relationship between research and the formulation of policy.

There is much to be done in this field, and we at UNAFEI have been only too conscious of the urgent needs of this Region for criminological research and studies in the sphere of prevention of crime and treatment of offenders. Although conducting research in the field of crime prevention and treatment is specified as one of the objects of UNAFEI, limited resources in respect of both personnel and funds, have prevented our Institute from doing as much in this sphere as it would have certainly like to do. We felt that the needs of the Region were greater and more urgent in the field of training than in that of research; accordingly, in the allocation of our resources and the deployment of our personnel, we decided to give priority to and pay more attention to the provision of our international courses of training. However, we did not neglect the field of research altogether, and even with the limited resources we chose to devote to this sphere of our activities, we have been able to undertake and carry through some useful research projects and surveys, and the results and findings of some of them have been published and distributed in the Region. However, there is undoubtedly a need for much greater activity in this field, and we are indeed very happy that this Institute which is being inaugurated today, will now be able to share this burden with us; and we venture to hope that it will take the major part of this responsibility on its own shoulders, particularly in the area of research of the more sophisticated type.

And now, your Institute and ours can jointly render a signal service to the countries of this Region, which sorely need, and would gladly welcome, our assistance in this field. We at UNAFEI shall always be glad not only to render any assistance that you may require in your research work, but we shall also be able to give an appropriate place to your activities in this field in our own International Training Courses; and through the participants at our Courses and Seminars ensure that fruitful use is made of your research findings in those developing countries of this Region.

In the field of training social defence personnel from countries of this Region, we have so far done everything we could within our resources; but year in and year out, the number of persons nominated for our courses and seminars has always exceeded the number of fellowships available for overseas participants. The fact that we were compelled to disappoint so many applicants was always to us a source of deep regret; but from now on, with the establishment of this new Institute, a much larger number of such personnel would be able to get from our two institutions, the desired training which hitherto they were unable to obtain with only one solitary Institute to serve the entire needs of such a vast and populous region.

Furthermore, we have necessarily had to confine our invitations for applicants to those of certain specific categories. But with the facilities of your Institute also now being available, the scope of our Courses can, with advantage, be considerably extended so that personnel from a much wider group can be drawn for these training courses, and officials from many more new fields, who have had to be shut out up to now, can hereafter profit from our two Institutes.

It is nothing but proper that Australia and Japan, in view of the position they occupy as developed countries of this Region, should be prepared to make their resources available to their less favoured neighbours for this purpose; and, on behalf of the Tokyo Institute, I pledge our fullest and most wholehearted co-operation in carrying out this service together, as two Institutes both aiming to achieve basically similar objects. For example, we could perhaps work out an arrangement for the periodical exchange of staff between the two Institutes, and also take steps to ensure that our respective programmes are so arranged as to avoid any overlapping or waste of the resources of either Institute.

In conclusion, I may be permitted, on behalf of Japan which has always enjoyed the most friendly and cordial relations with Australia, to convey my country's greetings and good wishes to this new Institute. Australia and Japan see eye to eye in many spheres, and each depends on the other for a very large volume of its overseas trade.

Our two countries have always had many interests in common, and very often, your problems are our problems, too; for geographically, we belong to the same Region, and in a world which is fast becoming smaller and smaller, with the enormous advances in communications and transportations, we are becoming even closer neighbours than we were before.

I venture to express the hope that, with the establishment of this Institute today, the close collaboration in the years to come between this Institute and ours, will also help to strengthen further the bonds of friendship and cordial relations between your great country and mine.

I thank you once again for this opportunity, and most sincerely wish this Institute every success, and a glorious future.

## OFFICIAL LUNCHEON

ADDRESS BY

IAN WILSON, M.P.

I am delighted to be with you today and am honoured to be given this opportunity to speak to you for a few minutes. As I thought about what I would say to you, I read the names of those involved with the Institute and those taking part in its first seminar. I then realised that I was probably one of the least-qualified people to speak to you.

I searched around for a reason why I had been asked to address you. It could hardly have been merely because of my membership of the legal profession for I have never practised in the criminal jurisdiction. Then the penny, or should I say the cent, dropped. I realised that I had three relevant characteristics of being a lawyer, a South Australian and a Parliamentarian. The Institute wanted to discover whether I had been upset.

Look what has happened. As a lawyer concerned about the standard of teaching in the Law School at Adelaide, I discovered that the Institute has taken a competent teacher, Miss Daunton Fear. As an M.P., I discovered that a most capable research officer was missing from the Parliamentary Library in the form of Harold Weir; and as a South Australian citizen, I discovered I had lost a most competent judge because he had been appointed as Acting Director of the Institute.

The official opening which we have all recently witnessed, involves the passing of another milestone or should I say kilometer stone, on what is undoubtedly a difficult road.

It leads to more effective programmes designed to prevent crime. Along its course, we will discover better methods of correction and rehabilitation for those not affected by the programmes of prevention. However far the Institute journeys, it will not entirely cure the problem of crime. But it will have an opportunity to minimise it.

In introducing the legislation which resulted in the establishment of this Institute, the then Attorney-General, the Honourable Tom Hughes, drew attention to the enormous cost of crime to the nation.

He was not so concerned about the direct money cost of crime but with that immeasurable cost to the community of opportunities lost and "the tragic waste and loss of human resources, the unhappiness that it caused, the erosion of human character and the breakdown of families". "People", he said, "are the most precious resource of any civilised community".

These days we often talk of the quality of life.

When we hear this phrase it is usually in the context of a talk about the environment - the physical environment in which we live. It is something about which we should all be concerned - concerned and responsible. We cannot opt out of the responsibility by leaving it to the Government. For example the Government cannot solve the litter problem if we throw out our drink cans as we drive down the road.

Fortunately our concern for the physical environment is making us increasingly aware that there is something more to the quality of life.



More and more people are expressing concern for the total environment, and meaning by it to include concern for interpersonal relations both individual and community.

The Institute's charter includes the power to conduct seminars for persons engaged in work related to the prevention or correction of criminal behaviour. Who are the persons who are engaged in this work? Will we find that programmes of crime prevention and the correction and rehabilitation of offenders are most effective when, as in the case of those related to the physical environment, we are all doing something? All members of the community need to adopt the slogan, "We must do something".

I wonder if I am correct in concluding that the persons engaged in work related to the prevention or correction of criminal behaviour are the people who comprise the community at large.

I note with interest the concluding phrase in the title of your seminar, "an exercise in co-ordination". That phrase might be found to be an apt motto for the Institute.

You have started on this theme by bringing together representatives of the judiciary, Government Departments, the Police, academics and voluntary organisations. Will you find a need to continue this theme so that the Institute does not itself become a prisoner - a prisoner either of the judiciary, the Government agencies, the Police, the academics or the voluntary organisations, then to be regarded as untouchable other than by its captors? If it does it will need correction and rehabilitation if it is to fulfil the high hopes of those who sponsored its foundation.

It must have the respect and support of all those agencies. Many may have important research material that can help the Institute in its research programmes. They also have great expertise in their particular fields of activity. Yet some of their activity may be constrained by irrelevant dogmas.

The Institute must gain the full confidence of all persons and of all agencies involved in the work. Only in this way will it be able most effectively to carry out its research. Only in this way will its constructive criticism be accepted and result in adjustment to change.

Earlier I spoke of pennies dropping and milestones being passed. Many attitudes in the area of crime prevention and offender correction and rehabilitation are derived from social conditions long since past.

There is a considerable lag time in the adjustment of both agency and public attitudes to changing social circumstances and the treatment of offenders in one such area. How to do away with the many sacred cows revered by those who are responsible for various areas of criminal law administration and retain their interest in the Institute's activities will be a real challenge.

So also in the arena of community responsibility. If offender rehabilitation is to succeed to the optimum degree, it will be important that the public treatment of offenders as untouchable be changed. By the design of this first seminar the Institute has shown a desire to encourage voluntary community involvement. In line with the philosophy expressed by the Social Welfare Committee, it has demonstrated that it is not committed to the view that all social welfare planning or service provision should be undertaken by Government. It will no doubt continue its commitment to the belief in the validity of a pluralistic approach.

I take this opportunity of wishing the Institute, the Acting Director, its staff, all those attending its first seminar and all those agencies, interest groups and persons who will work with it and support it, every success in travelling the difficult road ahead of it.

OPENING STATEMENT OF HAROLD G. WEIR  
SENIOR CRIMINOLOGIST (TRAINING & INFORMATION)  
AUSTRALIAN INSTITUTE OF CRIMINOLOGY

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FIRST RESIDENTIAL TRAINING COURSE

Tuesday, 16 October 1973

In this opening statement I propose to speak briefly about the theme and structure of our first Conference, the functions of the Australian Institute of Criminology, the relationships between the Training/Information Services and Research and the concentric circles of criminal justice and national social welfare policies.

(1) AIM OF THE FIRST RESIDENTIAL CONFERENCE

With reference to crime the United States Law Enforcement Commission, set up by the late President Lyndon Johnson, reported that "there is probably no subject of comparable concern to which the nation is devoting so many resources and so much effort with so little knowledge of what it is doing".

If that American comment is applied to Australian conditions, there may be some dissatisfaction about the amount of national resources being devoted to crime prevention and treatment but there could be little argument about the scarcity of knowledge concerning the incidence of crime, the effectiveness of present policies and programmes, the relative effectiveness of juvenile and adult institutional and extra-mural services and, what will be particularly relevant to us during the next four days, the nature and extent and available resources for criminological research.

Guesses have been made about the "cost of crime in Australia" with figures varying between \$350 million and \$500 million a year. The probability that there is a significant amount of unreported crime adds to the uncertainty. I do not expect that the Australian Institute of Criminology will be able to estimate the cost of crime accurately in the foreseeable future, but it will have one constant aim and that is to fill in the gaps in our knowledge wherever possible.

In drawing up the programme for its first year of operation, the Board of Management agreed that the theme of the first residential conference should constitute an exercise in co-ordination and communication designed to fill in some knowledge gaps. If the Institute is to fulfil its function properly, it must know what is going on in its field in Australia, it must be aware of the nature and extent of needs and priorities and it must not waste valuable financial and manpower resources in the unnecessary duplication of services already being provided.

Against that background of thinking the first and third "Training" activities of the Institute will be concerned with "research resources and needs", and "training resources and needs".

In approaching the problems of "research resources and needs" this Conference is unstructured so far as the Institute's control of what happens in most of the sessions is concerned. Each State and Territory has been given a time slot in which those participants who were nominated by the appropriate Government Minister, together with such other persons as those representatives invite, will use the time to present to

the Conference what is or is not known about research resources, programmes and priorities in that particular region. There will be a few sessions in which activities of a particular nationwide relevance will be presented. The time available is limited but it is hoped that within an atmosphere of co-operation and understanding there will be discussion, elucidation, questions and suggestions which will be welcomed by the Institute's staff as well as by everybody here.

## (2) THE FUNCTIONS OF THE INSTITUTE

The functions of the Australian Institute of Criminology are set out in the "Criminology Research Act 1971". In brief, those functions are research, communication, training, service to the Criminology Research Council, the provision of advice on crime statistics and the dissemination of information.

For administrative purposes the Institute has three divisions - Executive, Research and Training and Information. So far as their operation is concerned, there is a symbiosis between them which makes their relationship inexorable.

In a very thoughtful paper on "Research Methods in Criminology" Professor Leslie T. Wilkins (who has gone down the brain drain from the United Kingdom to the United States of America) pleads for "a closer liaison between the research functions and the statistical or social accounting functions that have been previously recognised".

After critically examining criminology research methods, Wilkins asks "why it is that we want to do research in criminology" and then goes on to say:

"If we reply that we want to understand the processes of social change which may take place in offenders during the treatment or discover the 'causes' of delinquency, or understand how we might generate desirable change in any given social situation, we are formulating questions which, to say the least, are going to be extremely difficult and costly to attempt to answer. Even if answers can be expected it seems highly probable that the situation will have changed by the time the answers are obtained.

What, then, are the characteristics of successful research? Is it a satisfactory or functional objective for research to seek to understand processes? What is meant by 'understand'? Is there any means known for measuring increase in scientific understanding? If not, what can be adopted as a criterion of the effectiveness of research? It cannot be claimed that the subjective satisfactions of the 'scientist' is an adequate criterion of the value of his own work.

It would seem to be necessary to change the research philosophy to that of a 'decision process' model. If this is done, the problems of research design are simplified by the boundary conditions which are imposed. The decision model links the strategy of research with the strategy of social action.

The boundary conditions are set outside the research design, thus:-

- a) given that a quantity (not necessarily large) of information is available;

b) given that it is desired to attain a specified objective;

c) given that there is room for manoeuvre - there are different actions which can be taken,

the question then becomes, what action (c) in the light of information (a), will be most likely to maximise the probability of attaining objective (b). In the decision case the criterion of success of the research is in terms of the action variables rather than 'scientific' variables. It is true that these 'action' variables are related to or derived from the present value structure of the society, but the method provides a possibility of continuous modification or evolution of the system." (1)

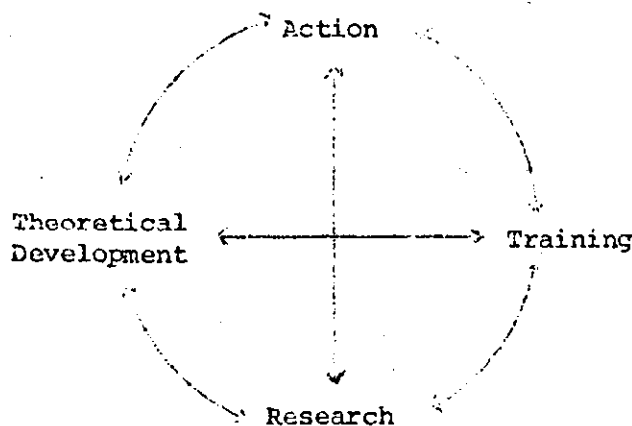
### (3) RELATIONS BETWEEN RESEARCH AND TRAINING

Daniel Glasser (2) has issued a warning which we ignore at our peril. He said -

"My chief impression from a quarter-century of moving back and forth between correctional administration and criminological research is that these two worlds are deplorably out of touch with each other and poorly attuned to the general public."

If the Institute keeps its research and training symbiosis and directs that on "decision process" models of the type suggested by Wilkins, then it will preserve a balance which has not been achieved in the workings of its sister bodies in Rome and Tokyo. The former, the United Nations Social Defence Research Institute, appears to place heavy emphasis on research but its lack of "training" emphasis restricts its influence on policy decisions. On the other hand, the Institute in Tokyo has achieved notable success in its training ventures, but despite lengthy discussions and plans has not made such a noticeable contribution to criminological research.

Having made that comment I trust that the UNAFEI Deputy Director will forgive me if I borrow a diagram from a report of UNAFEI entitled: "General Principles of Co-Operative Learning and their Application to Regional Training" which appeared in the "International Review of Criminal Policy", Volume No. 24, 1966, published by United Nations, New York.



This diagram shows the relationship between research, training, action and theoretical development. It also demonstrates the need for focus in research and in teaching. In the words of the UNAFEI report "there is a need for a complex 'coupling' of all the elements - research, application - and the target is a perception of 'need' which itself implies deficiency. No sector is more important than another; each can only function efficiently if combined with the others, not in series, but in a loop circuit".

The subjects set down for our training projects for the remainder of this financial year are "Sentencing", "Training", and "Crime Prevention". There are plans for several short seminars. The Training Division will also be available to assist in regional training projects; this is a part of the Institute's work which has already made heavy demands on the Director and his staff and which is rapidly filling up their diaries for 1974. Related to this is the programme of co-operation in Asia and the Pacific areas which will, in co-operation with UNAFEI and United Nations agencies, extend the activities of the Institute beyond the borders of Australia.

The Information Services will promulgate research findings as speedily and as widely as resources and postal services permit. It is also proposed to publish transcripts, papers and/or findings from each training project and such occasional papers and findings as are likely to add to criminological knowledge.

The Institute "Newsletter" which was issued today, is the first of quarterly publications reporting decisions of the Board and the Criminology Research Council and the activities of the Institute. One thousand copies of this Newsletter will be available.

A second regular publications planned, at this stage, for six issues a year is the "Criminal Justice Bulletin". Whereas the Newsletter will report on Board, Council and Institute activities, the Bulletin will present summaries of information on delinquency and crime (including legal and statistical data), reports of policies and programmes of prevention and treatment and criminological news in general from Australia and overseas. The resources of the "J. V. Barry Memorial Library" are expected to contribute considerably to the Bulletin. Incidentally, these library resources already include the latest in microfilm reader/printer equipment and it is proposed to make maximum use of micrographic systems for the storage and retrieval of information.

#### (4) CRIMINAL JUSTICE AND NATIONAL SOCIAL WELFARE POLICIES

One consideration which should not be ignored is the necessity to integrate criminal justice policies and programmes with other areas of social welfare. This concept was expressed in Resolution 1086B (xxxix) of the Economic and Social Council of the United Nations which provides that the "prevention and control of juvenile delinquency and adult criminality should be undertaken as part of the comprehensive, economic and social development plan."

In our type of democratic society major policy decisions should properly be made by politicians and the research and training services of the Institute should enable these political decisions to be made on the bases of more known facts than appears to have been the case hitherto. That expectation of assistance in providing data for decision-making has been influential in gaining political support for the Institute.

Paul Ward and Greg Woods (3) have expressed the hope that the establishment of the Institute will portend the approach of an "appropriate policy towards law enforcement" which "would be a policy of moderation, tolerance and rationality" but the Institute will be unique if it can always offer only one precise policy recommendation. More likely it will offer alternative policies and programmes with explanations of the possible social and economic costs and the implications of such alternatives.

It is to be hoped that the Institute will attract financial support from the private sector and the Act anticipates this eventuality. Independence of thought and action is essential to successful research and training ventures of the type we hope to produce. For the present and the foreseeable future, however, we are entirely dependent on public funds and this means scrutiny by government auditors, parliamentary estimates and public accounts committees and compliance with Treasury regulations and conditions. It also means public accountability which is a good thing - not always evident in academic institutions.

This awareness of responsibility to the public can be beneficial. Ours is an undertaking which not only depends on support from public funds but in the final analysis both the political decisions and the effectiveness of crime control efforts depend on societal attitudes.

The Criminal Justice System is only part of social planning and crime and delinquency are but two of many forms of social deviance.

Available resources must be allocated between competing social welfare programmes and also between welfare, overseas aid, industrial expansion, trade inducement, defence, public works and so on.

The particular social problems with which we are concerned involve "fences" as well as "ambulances"; in the final analysis "prevention" is the ultimate aim of "treatment". Because of this our interests will not be restricted to laws, the police, the courts or corrections. We shall be inevitably concerned about urban affairs, disadvantaged social groups, poverty, housing, mental health, family guidance, leisure facilities, regional development and so on. When you think about the considerable advances already made in knowledge about human behaviour and the enormous amount of guesses and unproved theories advanced about human behaviour it is hard to find a social issue which is not likely to be related in some way to crime and delinquency. Our range of interests will be catholic (and in some cases we may even become protestant) but we cannot allow ourselves to be diverted from our main objectives; depth of academic proficiency and scientific thoroughness must not be sacrificed to breadth (dissipation of resources on issues which are the concern of our colleagues in other fields).

What the recent Mitchell Committee Report (4) said about "sentencing" in particular will apply to all who work in the Institute.

"One cannot be informed about everything. Nevertheless, superficiality of approach in this area is apt to be peculiarly damaging to the public interest because sentencing is a matter which gives rise to strong emotions. Strong emotions produce a yearning for simple solutions, but there are no simple solutions. The sooner that a general appreciation of this fundamentally important fact is reached the better, for failure to accept it only delays understanding and hampers progress."

## CONCLUSION

I would conclude this opening personal statement as the leader of the Training and Information Division of the Institute by saying that if the press reports could be taken as an indication of public expectation, then this national Institute from today on will be engaged in a very formidable enterprise. It is expected to provide national leadership in the prevention of delinquency and crime through training, research, evaluation, standing setting, policy influencing, programme suggesting and the dissemination of information.

In such a task those who serve on the staff might well pray for what a former famous Chief of Police of Berkley, California, August Vollmer, said were the citizens' expectations for members of the Police Force:-

"The wisdom of Solomon, the courage of David, the strength of Samson, the patience of Job, the leadership of Moses, the kindness of the Good Samaritan, the strategical training of Alexander, the faith of Daniel, the diplomacy of Lincoln, the tolerance of the carpenter of Nazareth and finally, an intimate knowledge of every branch of the natural, biological and social sciences."

It is to be hoped that eventually the Institute will find staff who have these qualities! In the meantime it has to commence with staff who readily admit their inadequacies, who do not claim to be as good as those operating elsewhere but who see their role as that of the "towel and basin" tradition, willing to help, in humility, where they can, whether that request for help comes from government, administrators, colleagues in training or research activities in Australia or overseas or from the "consumers" and "victims" who are our main concern!

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- (2) Glaser, Daniel, "Five Practical Research Suggestions for Correctional Administrators", paper delivered in 1962 at National Institute on Crime and Delinquency - revised and reprinted in "Crime and Delinquency", January, 1971, p. 32.
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## RESEARCH RESOURCES AND PROGRAMMES

### IN THE NORTHERN TERRITORY

#### INTRODUCTION

Although a beginning has been made in the collection of criminal statistics, little work has been done so far in interpreting the available information.

To understand the background and scope of the problems encountered the following demographic back-ground is given.

The Northern Territory's 96,700 people are scattered over most of its 520,000 square miles, the main concentrations being at Darwin (42,800), Alice Springs (12,800), Nhulunbuy (3,000), Katherine (2,900) and Tennant Creek (2,200). Five centres thus account for two thirds of the population.

Some areas have several smaller population centres which are intrinsically linked. Two 'island' populations are worth noting. Groote Eylandt has a mining township and two settlements of Aborigines with a total population of 1,700 people. Bathurst and Melville Islands between them have approximately 1,300 people, mostly Aborigines. Important population groupings, predominantly Aboriginal, are to be found also at Elcho Island, Maningrida and Milingiabi along the northern coast of Arnhem Land, at Yirrkala in North East Arnhem Land, at Pt. Keats on the south coast South West of Darwin, and at Yuendumu, Papunya and Hermannsburg, all west of Alice Springs.

Some sizeable populations, again predominantly Aboriginal, occur at fairly remote points such as Docker River near the Western Australian border to the west of Alice Springs, Santa Teresa just off the north-western fringe of Simpson's Desert, Wave Hill near the head waters of the Victoria River and at Lake Nash on the Queensland border.

About half of the permanent residents of the Northern Territory are Aborigines and part-Aboriginal people. There is an important but small group of people of Chinese and South East Asian origins. A steadily increasing number of Europeans make up the remainder. Of the Territory's residents of European origin, it is estimated that about 48,000 have arrived in the last twenty years, including 25,000 in the past five years. The population of Darwin alone increased from 20,000 to 42,800 in eight years.

The age groupings of Northern Territory residents are also of interest and compared with southern states there are significantly greater populations in the age groups 0 to 14 and 22 to 39. There is a noticeable drop in the percentage of persons in the age group 15 to 19 which may be explained by the present need to leave the Northern Territory for tertiary education and other types of training unavailable in the Territory.

The Northern Territory population is thus essentially young in age. It is also noted that the age group between 20 and 40 contains an unusually high number of single persons.

## ACTIVITIES OF SOCIAL WELFARE BRANCH

For the past seven years the Director of Child Welfare, in conjunction with Directors in the States, has assumed responsibility for the compilation of juvenile delinquency statistics. Little work has been done on interpretation of these statistics. The attached Table "A" of juvenile crime rates for the year ended 30.6.71 indicates that the number of offenders of both sexes in the Northern Territory is considerably higher than in the States. This in part may be due to the fact that more children are dealt with in the form of warnings in the Southern States and not actually brought to Court, but nevertheless it is reasonable to suppose that the juvenile delinquency rate is high.

Legislation was commenced in 1972 to provide probation and parole services for adults. Due to staff shortages little use has been made so far of the adult probation legislation. In the case of parole the system is clumsy, in that so far there is no local Parole Board established. This necessitates an approach through the Attorney-General's Department to the Governor General before any Parole Order is made. Similar action is required to obtain the release on licence of Commonwealth prisoners under the terms of the Crimes Act.

The present situation is that preliminary interviews have been conducted with all prisoners eligible to be paroled within the next six months but due to the newness of the scheme the first parolees are still beginning to emerge from prison.

A small number of pre-sentence reports are being provided at the request of the Magistrates or Judge.

Because of the very great pressure of work on available staff no comprehensive statistical recording has yet been initiated. So far as possible it is proposed that statistics regarding probationers and parolees will be kept in the same form as those kept in the States and according to the guidelines set down at a recent conference of senior probation and parole officers. In the case of adult offenders, statistics are kept in the form recommended by the Commonwealth Statistician. Northern Territory figures are included in the various tables provided annually by the Statistician.

No significant research has been made into the interpretation of available statistics. Certain significant points have become noticeable following even the most cursory glance at the situation in the Northern Territory. The Court system, the resources of the Police and the Prisons are completely congested with persons charged with drunkenness and related crimes. A recent proposal by Professor Hawkins that the offence of drunkenness be de-criminalised would meet the full support of most professional persons. If the offences of drunkenness were removed and if proper facilities were provided for the treatment of alcoholics the picture of crime in the Northern Territory would be much clearer.

During 1970 as few as 151 offences were committed for hearing to the Supreme Court. No record of the number of offenders is available but it would be low enough to begin to make meaningful plans for prison reform, alternative methods of sentencing, including

perhaps work release and periodic detention and extension of probation and parole services.

No figures are available but it is noticeable that many persons committing serious offences in the Northern Territory are not domiciled there and are often recent arrivals or tourists from the southern states. An urgent need for the successful operation of parole services is water-tight reciprocal arrangements between all the States and Territories which would enable Interstate prisoners to be paroled in their home States where they have ties and better prospects of employment than in the Northern Territory.

On the other hand, it may be possible for the Northern Territory to accept supervision of prisoners from the States who themselves wish to make a new start in a place far from the scene of their offence.

#### ACTIVITIES OF THE POLICE FORCE:

The Northern Territory Police Force is responsible for the enforcement of law and order throughout the Northern Territory and the islands to the north up to the 10th parallel.

For administrative purposes, the Northern Territory is divided into 31 sub-districts with a Police Station in each sub-district. At present it is policed by 340 members of the Police Force. The population gain their livelihood from a variety of interests, including pastoral, agricultural, mining, building, business, construction, industrial, tourism, whilst a number are employed in the Armed Services and the Public Service. The population is perhaps the most cosmopolitan in Australia, having numerous large groups, such as Chinese, German, Italian, Greek, many people from the United Kingdom, also some from U.S.A. and a number of other countries, whilst approximately one-quarter of the population are full-blood Aboriginals. All have equal rights.

Northern Territory has one of the fastest growing populations in Australia. This in turn brings problems in keeping up the supply of housing. The general trend is that there is a considerable lag in providing housing. We are faced with a large number of caravan parks and many people permanently residing in caravans. The housing shortage induces the rental of houses to rise beyond the economical reach of many workers. This, combined with the itinerants who frequent the Northern Territory and particularly Darwin, has led to a large number of people camping in the open, particularly on or near the beaches. This has an effect on the environment and the way of living. Some of these people tend to live more freely, perhaps with less sanctity for morals and less respect for the property of others.

The crime rate for the Northern Territory is quite high in comparing it with the crime rate in the States of Australia. It is, however, very fortunate that we, so far, have not experienced some of the more violent and large scale crime which is being experienced in the Southern States. Many of the murders here (which are mostly amongst Aboriginals) and the more serious crimes are in some way associated with the consumption of

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alcoholic liquor. Drunkenness is a prevalent offence. Climatic conditions dictate that much more liquor is consumed in hot and tropical conditions than in cooler southern climates. Many use this as an excuse to consume alcoholic liquor.

Although limited statistics could be made available as to crime in general, time, finance and manpower appear to have been the dictating factors as to why little has been done here in the way of research concerning crime. The answers, therefore, in relation to the Police Force of the Northern Territory regarding the question asked at page 2 of the object of the Symposium in relation to research are :-

- |     |   |     |
|-----|---|-----|
| (1) | Being undertaken currently  | NIL |
| (2) | Completed in the past (including reports on the projects and decisions implemented as a result of such research), and | NIL |
| (3) | On evaluation procedures applied to such research and the results thereof   | NIL |

It would appear from these questions that the thinking in regard to Crime Prevention and Treatment will be given the greatest emphasis in regard to persons who by their repeated criminal acts have gained a place in Police records and have become a statistic. If this is the case, then it would appear that most of the research will be guided in the line of correction. No-one denies that there is need for the provision of institutions with equipment for corrective training and for the welfare and rehabilitation of prisoners. However, before such treatment can be commenced, one has to identify himself as an offender. It would appear that research would be more beneficial to the community at large if the problem could be attacked at the roots - that is, conduct research into the cause of crime: endeavour to right the situation before the crime occurs.

One of the functions of the Police is the "Prevention of Crime". If research was carried out in this field, the researchers would find a high level of support and an abundance of co-operation from the Police in their joint effort to carry out and research this function.

#### ACTIVITIES OF THE MAGISTRATES COURTS:

The assessment of research programmes and resources, so far as the Court System in the Northern Territory is concerned, need only be brief.

There are and have been no research programmes. The resources are pathetically small and comprise brief statistics which are collected for the purposes of the Bureau of Census and Statistics. Some use is made of information concerning the total number of convictions and the number of offences in particular categories and later in this paper reference will be made to this type of information. But the Court system doesn't merely deal with offences, it deals with people. The information gathered within the Court system nowhere provides information about the people appearing before it. It is suggested that research programmes that are not orientated towards "people information" will not assist in coming to understand the problems that are presently facing the community.

The information that is available does indicate that further research should be initiated as a matter of urgency.

(a) Road accidents :

Studies in this field indicate that motor vehicle accident rates based on population and rates based on numbers of registered vehicles are lower for cities between 10,000 and 50,000 people than for larger cities. However, the Northern Territory, which has the lowest population density in Australia has the highest proportion of road deaths, road accidents and road injuries. The attached Table "B" confirms this with tragic clarity.

You will note that the rates for the Northern Territory are significantly greater than for the Australian Capital Territory and the States. Purely geographic and demographic features of the Northern Territory are not sufficient to explain this high accident rate.

(b) Alcohol consumption

During the financial year 1968-1969 the average retail liquor purchases per head of population in the Northern Territory was \$132 compared with the overall Australian average of \$88. Even allowing for some adjustment for the higher cost in the Territory the evidence points to a much higher consumption of alcohol in the Northern Territory than in the rest of Australia.

The drunkenness conviction rate per 100 of mean population in 1969 was 8.6 for the Northern Territory compared with 1.1 for the national average.

(c) Criminal Offences :

The conviction rate in the Northern Territory is also disproportionately high. In 1970 the conviction rate for all offences before Magistrates Courts in the Northern Territory was 16.5 per 100 of population compared with 7.6 for the whole of Australia.

The conviction rate for serious offences as defined by the Bureau of Census and Statistics shows that the conviction rate in 1970 in the Northern Territory was 1.85 per 100 of population compared with 0.87 for the whole of Australia.

The high conviction rate for all offences can not therefore be explained merely by the large number of drunkenness convictions recorded in the Northern Territory or by the fact that there is as yet no provision to dispose of minor traffic offences (other than parking) without court proceedings.

(d) Imprisonment

In 1970 the rate of imprisonment per 10,000 of population for the whole of Australia was 7.4. During the same period the imprisonment rate in the Northern Territory was 24.0.

(e) Childrens Court

Elsewhere in this paper a comparison of convictions for juvenile offences is made between the Northern Territory and the States of Australia. Again the figures are disproportionate. The information that is available indicates that all is not well with the Northern Territory. In looking for reasons for this chaotic situation it is suggested that research should be directed at identifying and classifying the persons driving in such a disastrous manner, drinking, committing these offences and going to gaol.

Information concerning these people is available at the point of arrest or court appearance. It is therefore a matter of conveniently recording this information and then studying it. The police force and the Courts do not have time to study the information, but between them they can ensure that it is collected and preserved so that it can be properly used.

The role of the police force and the Courts may be seen as agents for the researchers. It will be the responsibility of the researchers themselves to indicate what basic information they require so that their agents can adjust their procedures to collect that information.

It is suggested that the Courts system should include a research officer to ensure that the appropriate raw information is collected and transmitted to the appropriate research team because, hopefully, more than one research project would be proceeding at any one time.

We all share the common purpose of crime prevention and correction of criminal behaviour. It will only be through the co-operation between people in direct contact with offenders (and by this is meant police officers, probation officers, magistrates and judges and others) and the research teams that we can hope to move nearer to our goal.

SPECIAL NEEDS OF THE NORTHERN TERRITORY.

The Northern Territory has a limited population. It has no Universities or Colleges from which might be drawn interested persons or groups to investigate social problems, particularly those connected with delinquency.

It is suggested that on the brief information that is available something is very wrong with the mode of life in the Northern Territory.

It is hoped that the Australian Institute of Criminology will be able to devote some of its resources to the Northern Territory.

YEAR ENDED 30.6.71 - JUVENILE CRIME RATES

<u>MALES</u>	N.S.W.	VIC	QLD	S.A.	W.A.	TAS	N.T.	ACT	N.Z.
Juv. Cr. Rates (Per 1000 in Age Group)									
Individual Offenders									
Age 8 - 16 - Rate	11.63	12.85	5.93	17.0	N/A	16.9	25.20	8.3	19.01
Age 10 - 16 - Rate	15.56	16.61	7.74	21.4		21.8	34.39	10.9	24.95
Court Appearances									
Age 8 - 16 - Rate	16.11	15.43	6.55	21.4		21.0	35.18	10.5	24.25
Age 10 - 16 - Rate	20.88	19.96	8.55	27.2		27.2	48.01	13.9	31.65
<u>FEMALES</u>									
Juv. Cr. Rates (Per 1000 in age group)									
Individual Offenders									
Age 8 - 16 - Rate	0.77	1.32	0.41	3.1		1.7	3.67	2.4	4.28
Age 10 - 16 - Rate	0.99	1.72	0.53	4.0		2.2	5.03	3.3	5.65
Court Appearances									
Age 8 - 16 - Rate	0.82	1.37	0.42	3.6		1.8	5.01	2.7	5.09
Age 10 - 16 - Rate	1.05	1.78	0.54	4.7		2.3	6.86	3.6	6.71

Road Accidents per 100,000 of Mean Population - 1971

	<u>Accidents</u>	<u>Killed</u>	<u>Injured</u>
N.S.W.	578	27	797
VIC	429	26	610
QLD	446	33	623
S.A.	628	25	862
W.A.	503	32	712
TAS	354	33	526
N.T.	772	58	1083
ACT	594	14	817
AUSTRALIA	511	28	714

Road Accidents per 10,000 of Registered Vehicles

	<u>Accidents</u>	<u>Killed</u>	<u>Injured</u>
VIC	107	7	54
QLD	111	8	155
S.A.	150	6	206
N.T.	227	17	318
TAS	84	8	125
ACT	131	3	179



Paper tabled by:  
Mr. W. J. McLaren,  
Commissioner of Police, Northern Territory

S P E L D (n. t.)  
SPECIFIC LEARNING DIFFICULTIES  
ASSOCIATION OF NORTHERN TERRITORY

Box 4739, P.O.,

Darwin 5794

October, 1973.

The Director,  
Australian Institute of Criminology,  
P.O. Box 277,  
CIVIC SQUARE A.C.T.

Dear Sir,

SPELD, Australia wide, is concerned with the welfare of intelligent children and others whose education and employment opportunities are handicapped by specific learning difficulties.

Here in the Northern Territory, SPELD is also anxious about the high rate of juvenile and other crime. Figures available for the year ended 30/6/71 reveal that for every 1,000 children in the age group 10-16 years, 34 boys and 5 girls were involved in delinquency, which was a much higher rate than that in other States. Indeed, the general crime rate in the Northern Territory is disproportionately high:- 16.5 per 100 of population compared with 7.6 for Australia as a whole. Serious crime figures in the Northern Territory in 1970 were double the figure of that for the rest of Australia.

To date, there has been no Australia wide study of any correlation between poor academic achievement and crime, but I quote from Reading Disorders in the United States (Report of the Secretary's (HEW) National Advisory Committee on Dyslexia and Related Reading Disorders 1969), which is attached for your information. Members of our association have personal knowledge of many young people who have been before the Children's Court, and whose academic achievements are not commensurate with their general intelligence.

A remedial teacher at one of the Darwin High Schools reports that every child at that school who has been involved in serious trouble within school, suspended, or has appeared before the Children's Court, is in his "Remedial Group".

The Superintendent of a Darwin Child Care Agency reports that every child from his homes who has made an appearance before the Children's Court because of misbehaviour such as stealing and illegal use of motor vehicles, is a child whose reading age is far below his chronological age, or who cannot cope with Maths. These children are considered to be of average intelligence.

Inadequate literacy has a demoralising effect which follows unhappy young people into unhappy adulthood. Frustration, lack of self respect, anger at an education system which failed to teach them, and anger at the business world which fails to employ them in satisfying jobs are understandable reactions. How often do these people hit back at society by anti-social behaviour?

But is inadequate reading ability a cause of juvenile and other crime?

SPELD (N.T.) strongly urges that your Institute establish a research programme in the Northern Territory as a matter of great urgency, to:

1. Ascertain what kinds of people are involved in delinquency and crime.
2. To establish WHY these people engage in delinquent and criminal behaviour.

As the results of research are known, constructive and positive plans should be implemented, designed for crime prevention. Counselling and education services could be provided for juveniles and others who DO appear before the courts, to prevent second and subsequent appearances.

SPELD in all States has made approaches to Federal and State Ministers of Education, and already several Teacher Training Institutions have introduced improved training in special education.

Northern Territory high road accident rate, conviction rate for drunkenness and associated disturbances, and the high rate of juvenile appearances in the Children's Court are the cause of serious concern. They indicate that Northern Territory is out of step with the rest of Australia. First and urgent priority should be given to research into the causes of Territory crime, followed by a plan for crime prevention.

Yours faithfully,

Mrs. (Nola LAKE)  
Honorary Secretary.

READING DISORDERS IN THE UNITED STATES - REPORT  
ON THE HEW NATIONAL ADVISORY COMMITTEE ON  
DYSLEXIA AND RELATED READING DISORDERS

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"It is also common knowledge that a disproportionate number of educational failures is found among both delinquent youth and criminal adults. The federal Bureau of Prisons reports that according to non-verbal tests the mean I.Q. of inmates is 102, yet the overall educational level is only 7.2. grade years. Studies indicated that 75% of juvenile delinquents are significantly retarded in reading. Another indication of national economic loss due to reading disability is the fact that the 1968 cost for detention of a juvenile delinquent in a Federal institution was \$6,935 per man year.

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"The Federal Bureau of Prisons, with 20,000 inmates, conducts mandatory reading classes for 3,500 inmates who read below the fifth grade level. Of the 20,000, one-half are less than 26 years old. 96% of these younger offenders dropped out of school before completing high school, and 90% of them have reading problems.

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"Reading disorders impose incalculable social and economic consequences. They represent a significant factor in the high rate of emotional maladjustment, school dropouts, and juvenile delinquency. They contribute appreciably to social welfare costs and to serious losses of economic manpower. They represent a waste of human resources which our country can no longer afford. A national program emphasizing the prevention of reading failure must be given high priority.

PAPER PREPARED BY DETECTIVE SUPERINTENDENT E.E.  
CANACOTT N.S.W. POLICE FOR PRESENTATION BEFORE  
THE AUSTRALIAN INSTITUTE OF CRIMINOLOGY CONVENTION  
TO BE HELD AT CANBERRA FROM THE 16.10.73 to 19.10.73.

1. In New South Wales, Police research is continually being conducted into the incidence of crime, its prevention and detection and in such research, heavy emphasis is placed on the compilation of criminal statistics which in the main and assisted by computer is the function of the Director, Administration, Management Research Branch, Operative Detective and general Police, and Technical Services personnel. The Director, Administration, Management Research Branch, under the Commissioner of Police, works in close liaison with the Director, Bureau of Crime Statistics and Research, State Department of Attorney General and of Justice.

2. From the information gleaned from such research, positive action is taken by the Police Department to ensure that the maximum benefit is to be gained in its fight against crime and to enable an effective assessment of the work force required and its disposition to maximum advantage. From the most recent figures available where there has been a substantial decrease in the reported crime rate, although many other factors could be said to exist, there is little doubt the statistical factor is playing an important role in enabling some progress to be made.

3. On the prevention aspect, once there is a full and rapid awareness of the incidence of crime, steps both immediate and long range can be taken to combat any pattern that emerges. This can extend from saturating a given area where statistics show crime is being committed, to more extensive supervision of personnel, having more Police on duty during those hours when the incidence of crime is highest, provision of more sophisticated equipment and training, concentration on improved public relations and better instruction to public on crime prevention methods.

4. So far as New South Wales is concerned, there has of recent times been a positive move to have more Police on duty during hours of darkness, more Officer Supervision of personnel, greater patrol coverage, both vehicular and foot, new methods of communication, such as the principle of "unit beats" and shortly to be introduced pocket radio. The two latter concepts put virtually every member of the Police Force engaged on general duty in continuous touch with the Operations Room and thus under constant control in the field, resulting in greater mobility of resources.

5. In order that full criminal statistical information is readily available to the New South Wales Police Department and to other interested bodies, various segments of the Criminal Investigation Branch and Scientific Technical and other Services Group within the Department maintain and provide various types of records. These are as follows:-

(a) Computer Section.

Prior to 1971, the recording of crime in the State of New South Wales was by way of monthly

accounting methods and weekly crime reports were submitted from each Divisional Headquarters. On the 18th January, 1971 a UNIVAC 9400 Computer was installed and crime was recorded by material facts from a "Crime Information Report and Further Information Report" being placed on line to the computer. Information from the Crime Information Reports as to type of offence committed, where committed, where reported and type of property stolen is converted to codes and such particulars together with names of victim, person/s arrested, wanted or suspected and their date of birth, age, sex and race are recorded on the computer.

A number of visual display units were installed in the newly formed "Crime Information and Intelligence System" and inquiries from Detectives and other Police would elicit information from the computer. Statistics are distributed each month to all Superintendents and Divisional Stations of the Crime returns for that particular area and in addition, the whole of the Crime recorded monthly is distributed to the Commissioner of Police and the Superintendent in Charge of the Criminal Investigation Branch. Crime for country areas is distributed to the various Country Centres and to the Superintendent in Charge, Country Districts.

The crime statistics distributed to the various levels of administration and supervision within the New South Wales Police Department is provided in formats useable at the particular level supplied. Codings used permit some hundreds of types of crimes to be tabulated. At the lower Station/Divisional level, the Officer responsible is permitted to see trends in the various classification of crime within his particular area of responsibility. At the top level, the Administration is enabled to discern increases in particular classes of crime within one area, or, a change in crime patterns across the State. For convenience of use, crime statistics used within the Department are classified under seven main headings:

1. Offences against the person
2. Steal with violence (including steal from person)
3. Property breakings (Break, enter & steal)
4. General larcenies
5. Frauds
6. Sexual Offences
7. Miscellaneous offences

Statistics extracted from the C.I.I. System are also supplied (in various formats as requested) to -

The Premier of New South Wales (vide the Annual Report)  
 New South Wales Department of Justice  
 (..Bureau of Crime Statistics and Research)  
 Commonwealth Bureau of Census and Statistics  
 (each six months)  
 Interpol (each year)

## GENERAL DESCRIPTION OF CRIME INFORMATION & INTELLIGENCE SYSTEM.

The broad aim of the system is to supplement existing intelligence files and to quickly make available to Police significant information contained in current crime reports, to assist them in their day to day Police work. The information can relate to crimes, persons or statistical distributions and is intended to assist the various levels from the individual detective to the top Police management. The system also establishes the foundation of a data base of computer accessible criminal intelligence. Initially the data base consists of crime and names files with provision for links to any number of additional files, which may be added subsequently, and supplement the manual historical records.

The data base contains current crime records and name records which are used in conjunction with a microfilm file of Crime Information Reports.

### (b) Central Fingerprint Bureau.

The Central Fingerprint Bureau maintains a complete record, by way of a single set of fingerprints, of every person who has been charged with a criminal or summary offence, in the State of New South Wales or whose fingerprints have been supplied by Interstate or Overseas Police Departments.

### (c) The Central Card Index.

The Central Card Index, which is part of the Criminal Records Office, maintains a complete record of the criminal histories of the above persons and is financially contributed to by all States and by the Commonwealth.

### (d) The Criminal Records Office.

The Criminal Records Office maintains a complete record of criminal histories of offenders dealt with by New South Wales and other Police Forces which are retained for an indefinite period or until withdrawn from the system for some specific reason. It also includes the Modus Operandi Section, Central Warrant Index and Juvenile Offenders' Records.

### (e) Modus Operandi Section.

Records include record names, aliases, nick names, method of operation in committing previous offences, types of offences previously committed, property reported as lost or stolen, jewellery repair marks, company fraud files, miscellaneous records relating to various types of crime and consorting records.

### (f) Central Warrant Index.

Record of issue of all warrants in the first instance, warrants of apprehension and warrants of commitment within the State of New South Wales and received from interstate or overseas.

(g) Communications Branch.

This branch in its present concept for the handling of interstate and overseas messages, confines its activities to the transmission and reception only of such messages. Messages received are re-routed in the main to the C.I.B., Criminal Records Office and Criminal Correspondence Branch where subsequent action is taken by them.

The only indexing taking place at the Communications Branch is in respect of sequential numbering of the messages as a means of ensuring that all messages are properly accounted for. The future concept of the Branch is that the activities shall be expanded to an "Information Centre" whereby all messages handled will be fully recorded and indexed. This will obviate the need for other recording procedures in the other centres mentioned.

(h) Stolen Motor Vehicles Index.

Record of motor vehicles reported stolen throughout the State and Interstate. The Index arranges for the circulation of all local stolen and recovered motor vehicles in the Sydney Metropolitan and Country areas of the State, the particulars of which are presented on ensuing lists ranging from daily to annual. The Index also supplies to the State Department of Motor Transport every 24 hours particulars of all vehicles stolen and recovered within that period. That Department has placed their records on Computer and at the present time, the necessary equipment is being installed whereby the New South Wales Police Department will have access to the Department of Motor Transport Computer.

All records relating to stolen motor vehicles will shortly be housed within the on-line computer system. It is proposed to also decentralise inquiry facilities, first to Newcastle and Wollongong and later to the larger provincial centres. The advantages will be immediate responses to inquiries made from mobile units and other Police in the field and the availability of management information i.e. the production of crime maps indicating areas of activity in relation to the theft and recovery of vehicles. The provision of these terminals within the Police Department will result in a full and rapid access to all information contained on Department of Motor Transport Files. This will result in the immediate transmission of information to Police in the field.

(i) Police Combined Operations Group.

This Group was recently inaugurated to facilitate the free interchange between interstate and overseas Police Forces, working in conjunction with Interpol, of information concerning the commission of crime and known movements of criminals. A full record of all such information is maintained at the Group office.

(j) Squads and Sections attached to the Criminal Investigation Branch.

The majority of the Squads and Sections attached to the Criminal Investigation Branch and the Special Branch maintain their own system of confidential records based mainly on observations made and information received concerning the activities of various criminals, together with information concerning vehicles and other equipment used by such persons. These records which include the Central Drug Bureau which maintains a record of drug offenders and intelligence relating to drug offences, are regularly up-dated from the Criminal Records Office.

COMMENT.

With regard to the foregoing types of records currently held, it is considered that with the exception of those maintained by the individual squads and sections within the Criminal Investigation Branch the Maintenance of such records is absolutely imperative to the effective operation of the Police Department as a whole in the investigation of Crime.

So far as those records maintained by the squads and sections is concerned although it could be said that these are not absolutely necessary and are a duplication of other existing records they do in fact materially assist members of the squads and sections in their effective operation.

SPECIFIC PROBLEMS WHICH ARE NOT BEING MET ADEQUATELY BY EXISTING SYSTEMS.

Further to the Central Fingerprint Bureau and the Criminal Records Office considerable difficulty is being experienced in the Maintenance and up dating of these two Bureaux by manual methods. It is fully realised that in the near future serious consideration will have to be given to recording any existing and subsequent records by automatic data processing.

In this connection, surveys have been undertaken by the Administration and Management Research Branch and as a result, considerable pruning of certain records has already taken place and it will be necessary to spend a period of two years in creating records suitable to data processing by placing on each fingerprint and record card the necessary detail.



It will be recommended to the Commissioner of Police of this State and the Premier, that funds be made available to data process those records within the next ten years and it will be further recommended that the Commissioners of each State be advised of the intentions of this State, so that they can readily advise their respective Governments of the probable costs involved.

E.E. CANACOTT  
Superintendent in Charge,  
Scientific, Technical and  
Other Services Group,  
N.S.W. Police Department.  
25th September, 1973.

1. Offences against the person

<u>Classification</u>	<u>Sub-Classification</u>	<u>How</u>	<u>Where</u>
1 Assault	01 Cause Grievous Bodily Harm	01 Acid	41 Bank
	02 Child	02 Adhesive substance	42 Beach
	03 Malicious wounding	03 Bore Hole	43 Bushland
	04 Occasion Actual Bodily Harm	04 Carry away	44 Cash Register, etc.
	05 Police	05 Clubbing	45 Club
	06 Common	06 Conceal in building	46 Drugs, obtain
	07 Female	07 Door	47 Dwelling
2 Culpable Driving	01 Death	08 Door, plastic strip	48 Factory
	02 Injury	09 Explosives	49 Hotel
		10 Fanlight	50 Motel
		11 Fighting/punching/kicking	51 Motor vehicle
3 Murder	01 Actual	12 Firearm	52 Office
	02 Attempt	13 Fire escape	53 Omnibus
	03 Accessory/conspire	14 Floor	54 Park
		15 Gassing	55 Post Office
		16 Glass cutter	56 Public toilet
		17 Hammer and chisel	57 Private
		18 Irritant substance	58 Racecourse
		19 Key (safe only)	59 Railway Station
		11 Kicking/punching/fighting	60 School
4 Shoot with intent	01 Cause Grievous Bodily Harm	20 Knifing/slashing/stabbing	61 Service Station
	02 Murder		
	03 Prevent Lawful apprehension		

1. Offences against the person (cont)

5 Other offences

01 Abduction/kidnap  
02 Abortion/attempts  
03 Manslaughter  
04 Offences against children  
    (not specified, Child  
    Welfare Act, etc.)

21 Louvre  
22 Motor vehicle  
23 Oxy acetylene  
08 Plastic strip (door)  
24 Poison  
11 Punching/kicking/fighting  
25 Remove boards  
26 Roof  
27 Servery  
20 Slashing/stabbing/knifing  
28 Smash and grab  
20 Stabbing/knifing/slashing  
29 Strangulation  
30 Telephone call  
31 Wall  
32 Window  
33 Key (Other than Safe)

62 Shop  
63 Sports ground/oval  
64 Street  
65 Swimming pool  
66 T.A.B. Office  
67 Taxi Cab  
68 Theatre  
69 Train  
70 Parking Area

## 2. Steal with violence

<u>Classification</u>	<u>Sub-Classification</u>	<u>How</u>	<u>Where</u>
1 Armed hold-up	01 Alone 02 In company	01 Acid 02 Adhesive substance 03 Bore hole 04 Carry away 05 Clubbing 06 Conceal in building 07 Door 08 Door, plastic strip 09 Explosives 10 Fanlight 11 Fighting/punching/kicking 12 Firearm 13 Fire escape 14 Floor 15 Gassing 16 Glass cutter 17 Hammer and chisel 18 Irritant substance 19 Key (safe only) 11 Kicking/punching/fighting 20 Knifing/slashing/stabbing 21 Louvre 22 Motor vehicle 23 Oxy acetylene 08 Plastic strip (door) 24 Poison 11 Punching/kicking/fighting 25 Remove boards 26 Roof	41 Bank 42 Beach 43 Bushland 44 Cash register, etc. 45 Club 46 Drugs, obtain 47 Dwelling 48 Factory 49 Hotel 50 Motel 51 Motor vehicle 52 Office 53 Omnibus 54 Park 55 Post Office 56 Public toilet 57 Private 58 Racecourse 59 Railway Station 60 School 61 Service station 62 Shop 63 Sports ground/oval 64 Street 65 Swimming pool 66 T.A.B. Office 67 Taxi cab 68 Theatre 69 Train
2 Assault and rob	01 Alone 02 In company		
3 Demand money with menaces	01 By letter 02 Verbally		
4 Steal from person	01 Actual 02 Bank bag, payroll 03 From hand-bag 04 Gingering 05 Hand-bag snatcher 06 Pickpocket		

2. Steal with violence (cont)

Classification

Sub-Classification

How

Where

27 Servery  
20 Slashing/stabbing/knifing  
28 Smash and grab  
20 Stabbing/knifing/slashing  
29 Strangulation  
30 Telephone  
31 Wall  
32 Window  
33 Key (Other than safe)

70 Parking area

### 3. Property Breakings

<u>Classification</u>	<u>Sub-Classification</u>	<u>How</u>
1 Business premises	01 Bank 02 Hotel, Wine, Liquor Bar 03 Office 04 Service Station 05 Surgery 06 TAB Office	01 Acid 02 Adhesive substance 03 Bore Hole 04 Carry away 05 Clubbing 06 Conceal in building 07 Door 08 Door, plastic strip 09 Explosives .. 10 Fanlight 11 Fighting/punching/kicking 12 Firearm 13 Fire escape 14 Floor 15 Gassing 16 Glass cutter 17 Hammer and chisel 18 Irritant substance 19 Key (safe only) 11 Kicking/punching/fighting 20 Knifing/slashing/stabbing 21 Louvre 22 Motor vehicle 23 Oxy acetylene 08 Plastic strip (door) 24 Poison 11 Punching/kicking/fighting 25 Remove boards 26 Roof 27 Servery
2 Factory Warehouse Store	01 Boatshed 02 Electricity sub-station 03 Factory 04 Garage/shed (private) 05 Pavillion 06 Petrol depot 07 Shed (workmans on-site trailers) 03 Store, warehouse, repository	
3 Government and semi-government buildings	01 Ambulance Station 02 Fire Station 03 Hospital 04 Military buildings 05 Police Station 06 Post Office 07 Railway Station/buildings 08 Schools/colleges/universities 09 Other government buildings	

### 3. Property Breakings

<u>Classification</u>	<u>Sub-Classification</u>	<u>How</u>
4 Living premises, quarters	01 Boarding house/residential	20 Slashing/stabbing/knifing
	02 Caravan (resident)	28 Smash and grab
	03 Hostel	20 Stabbing/knifing/slashing
	04 Motel	29 Strangulation
	05 Nurses Home	30 Telephone Call
	06 Private dwelling	31 Wall
	07 Private Hotel	32 Window
	08 Weekender	33 Key (Other than safe)
5 Recreation premises	01 Art Gallery/Museum	01 Acid
	02 Bowling alley/squash court	02 Adhesive substance
	03 Club	03 Bore hole
	04 Library	04 Carry away
	05 Public Hall	05 Clubbing
	06 Theatre, T.V./Film Studio	06 Conceal in building
6 Shops		07 Door
	01 Butcher	08 Door, plastic strip
	02 Cafe/restaurant	09 Explosives
	03 Chemist	10 Fanlight
	04 Kiosk	11 Fighting/punching/kicking
	05 Milk bar	12 Firearm
	06 Showroom	13 Fire escape
	07 Shops generally	14 Floor
		15 Gassing
		16 Glass cutter
		17 Hammer and chisel

### 3. Property Breakings

#### 7 Transport premises

- 01 Aerodrome
- 02 Bus depots (government)
- 03 Bus depots (private)
- 04 Freight depot/container terminal
- 05 Wharf/jetty

#### 8 Other premises

- 01 Building under construction/demolition
- 02 Church
- 03 Safe/strongroom (cross-reference only)

- 13 Irritant substance
- 19 Key (safe only)
- 11 Kicking/punching/fighting
- 20 Knifing/slashing/stabbing
- 21 Louvre
- 22 Motor vehicle
- 23 Oxy acetylene
- 08 Plastic strip
- 24 Poison
- 11 Punching/kicking/fighting
- 25 Remove boards
- 26 Roof
- 27 Servery
- 20 Slashing/stabbing/knifing
- 28 Smash and grab
- 20 Stabbing/knifing/slashing
- 29 Strangulation
- 30 Telephone call
- 31 Wall
- 32 Window
- 33 Key (Other than Safe)



#### 4. General Larcenies

<u>Classification</u>	<u>Sub-Classification</u>	<u>By whom committed/character assumed</u>
1 Business premises	01 Bank 02 Hotel, wine, liquor bar 03 Office 04 Service Station 05 Surgery 06 T.A.B. Office	71 Accountant 72 Airline official 73 Banker 74 Caller 75 Chemist 76 Charitable collector 77 Clergyman 78 Director 79 Driver 80 Doctor 81 Employee (where not otherwise listed) 82 Friend/relative/tenant 83 Gas Co., S.C.C. official, etc. 84 Gypsy/beggar 85 Hawker/pedlar 86 Manager 87 Member of Armed Services 88 Nurse 89 Partner 90 Peddler/hawker 91 Police officer 92 Relative/tenant/friend 93 S.C.C., Gas Co. official, etc. 94 Salesman 95 Secretary 96 Solicitor 97 Tenant/relative/friend 98 Tradesman
2 Factory, Warehouse, Store	01 Boatshed 02 Electricity sub-Station 03 Factory 04 Garage/shed (private) 05 Pavillion 06 Petrol depot 07 Shed (workmans On-site trailer) 08 Store, warehouse, repository	
3 Government and semi-government buildings	01 Ambulance Station 02 Fire Station 03 Hospital 04 Military buildings 05 Police station 06 Post Office 07 Railway Station/buildings 08 Schools/colleges/universities 09 Other government buildings	

#### 4. General Larcenies (cont)

##### 4 Living premises quarters

01 Boarding house/residential  
02 Caravan (resident)  
03 Hostel  
04 Motel  
05 Nurses Home  
06 Private dwelling  
07 Private Hotel  
08 Weekender  
09 Tent

##### 5 Recreation premises

01 Art Gallery/Museum  
02 Bowling alley/squash court  
03 Club  
04 Library  
05 Public Hall  
06 Theatre, T.V./Film Studio

##### 6 Shops

01 Butcher  
02 Cafe/restaurant  
03 Chemist  
04 Kiosk  
05 Milk bar  
06 Showroom  
07 Shops generally

95 Traveller  
96 Treasurer  
97 Workman employed  
98 School pupil

71 Accountant  
72 Airline official  
73 Banker  
74 Caller  
75 Chemist  
76 Charitable collector  
77 Clergyman  
78 Director  
79 Driver  
80 Doctor  
81 Employee (where not otherwise listed)  
82 Friend/relative/tenant  
83 Gas Co., S.C.C. official, etc.  
84 Gypsy/Beggar  
85 Hawker/pedlar  
86 Manager

#### 4. General Larcencies (cont)

##### 7 Transport and vehicles

- 01 Aerodrome/aircraft
- 02 Boat/launch
- 03 Bus depot (government)
- 04 Bus Depot (private)
- 05 Car
- 06 Car (doctors)
- 07 Cigarette van
- 08 Delivery van (other than cigarettes)
- 09 Freight depot
- 10 Motor cycle
- 11 Trailers (boat/box)
- 12 Trucks, lorries, buses, tractors
- 13 Wharf/jetty
- 14 Arrests for stealing vehicle

##### 8 Enclosed land

- 01 Beach
- 02 Camping area
- 03 Clothes line
- 04 Golf course
- 05
- 06 Swimming pool
- 07 Other enclosed land

- 87 Member of Armed Services
- 88 Nurse
- 89 Partner
- 85 Pedlar/hawker
- 90 Police officer
- 82 Relative/tenant/friend
- 83 S.C.C., Gas co., official etc.
- 91 Salesman
- 92 Secretary
- 93 Solicitor
- 82 Tenant/relative/friend
- 94 Tradesman
- 95 Traveller
- 96 Treasurer
- 97 Workman employed
- 98 School pupil

9 Others

4. General Larcenies

- 01 Building under construction/demolition
- 02 Bicycle
- 03 Church
- 04 Gas, electric, water or parking meter
- 05 Letter box
- 06 Machines (drink, cigarettes, poker, etc)
- 07 Petrol bowser
- 08 Public 'phone box
- 09 Stock stealing
- 10 Steal from open land
- 11 Steal from parking area
- 12 Steal from street
- 13 Park/Sports ground/oval

(Continued)

- 71 Accountant
- 72 Airline official
- 73 Banker
- 74 Caller
- 75 Chemist
- 76 Charitable collector
- 77 Clergyman
- 78 Director
- 79 Driver
- 80 Doctor
- 81 Employee (where not otherwise listed)
- 82 Friend/relative/tenant
- 83 Gas Co., S.C.C. official, etc.
- 84 Gypsy/beggar
- 85 Hawker/pedlar
- 86 Manager
- 87 Member of Armed Services
- 88 Nurse
- 89 Partner
- 85 Pedlar/hawker
- 90 Police officer
- 82 Relative/tenant/friend
- 83 S.C.C., Gas Co., official, etc.
- 91 Salesman
- 92 Secretary
- 93 Solicitor
- 82 Tenant/relative/friend
- 94 Tradesman
- 95 Traveller
- 96 Treasurer
- 97 Workman employed
- 98 School pupil

## 5. Frauds

### 1. Counterfeiting

- 01 Coins
- 02 Notes
- 03 Miscellaneous

### 2 False pretences

- 01 Bogus advertisement (sell/advt. space)
- 02 Bogus advertisement (tenancy & others)
- 03 Bogus order
- 04 Impersonation
- 05 Imposition
- 06 Sell encumbered vehicle, article, etc.
- 07 Stealing on promise of marriage  
or employment
- 08 Valueless cheque
- 09 Wilful false promise
- 10 Other false pretences
- 11 Credit Cards

### 3 Force and/or utter

- 01 Bank books/documents, etc.
- 02 Postal notes/money orders
- 03 Social Service cheques
- 04 Taxation cheques
- 05 Other cheques

### 4 Fraud

- 01 Company fraud
- 02 Conspire to fraud
- 03 Embezzlement
- 04 Falsification of accounts
- 05 Fraudulent conversion
- 06 Make false entry
- 07 Misappropriation

- 71 Accountant
- 72 Airline official
- 73 Banker
- 74 Caller
- 75 Chemist
- 76 Charitable collector
- 77 Clergyman
- 78 Director
- 79 Driver
- 80 Doctor
- 81 Employee (where not otherwise listed)
- 82 Friend/relative/tenant
- 83 Gas Co., S.C.C. official, etc.
- 84 Gypsy/beggar
- 85 Hawker/Pedlar
- 86 Manager
- 87 Member of Armed Services
- 88 Nurse
- 89 Partner
- 85 Pedlar/Hawker
- 90 Police officer
- 82 Relative/tenant/friend
- 83 S.C.C. Gas Co. official, etc.
- 91 Salesman
- 92 Secretary
- 93 Solicitor
- 82 Tenant/relative/friend
- 94 Tradesman
- 95 Traveller
- 96 Treasurer
- 97 Workman employed
- 98 School pupil

5. Frauds (continued)

5 Larceny by trick

- 01 Blessing money (gypsy)
- 02 Brassing (goods in short supply)
- 03 Parcels of rubbish
- 04 Ringing changes
- 05 Shoddy dropping
- 06 Vehicle breakdown

99

6 Other offences

- 01 Larceny as bailee
- 02 Larceny as servant

## 6. Sexual Offences

### Classification

1 Rape

2 Offences against  
females

3 Offences against  
males

4 Other sex offences

### Sub-classification

01 Actual  
02 Attempt/Accessory

01 Carnal Knowledge  
02 Carnal knowledge (girl under 10 years)  
03 Indecent assault  
04 Indecent assault (girl under 10 years)

01 Buggery  
02 Indecent assault, male  
03 Indecent assault, male (Under 16 years)  
04 Indecent act and incite, procure  
or solicit indecent act with  
a male

01 Bestiality  
02 Incest  
03 Indecent inscription  
04 Indecent 'phone call  
05 Prowler/peeping tom  
06 Procure female/live off earnings  
07 Expose person  
08 Other sex offences  
09 Indecent letter

### Where

41 Bank  
42 Beach  
43 Bushland  
44 Cash register, etc.  
45 Club  
46 Drugs, obtain  
47 Dwelling  
48 Factory  
49 Hotel  
50 Motel  
51 Motor vehicle  
52 Office  
53 Omnibus  
54 Park  
55 Post Office  
56 Public toilet  
57 Private  
58 Racecourse  
59 Railway Station  
60 School  
61 Service station  
62 Shop  
63 Sports ground/oval  
64 Street  
65 Swimming pool  
66 T.A.B. Office  
67 Taxi Cab  
68 Theatre  
69 Train  
70 Parking area

## 7. Miscellaneous Offences

<u>Classification</u>	<u>Sub-classification</u>	<u>Where</u>	<u>By whom committed/character/assumed</u>
1 Drug Offences	01 Forge and/or utter drug prescription	41 Bank	71 Accountant
	02 Manufacture unlawfully	42 Beach	72 Airline official
	03 Obtain unlawfully/ in possession of	43 Bushland	73 Banker
	04 Supply drugs	44 Cash register, etc.	74 Caller
	05 Use drugs	45 Club	75 Chemist
	06 Other Drug offences	46 Drugs, obtain	76 Charitable collector
2 Instrument offences		47 Dwelling	77 Clergyman
		48 Factory	78 Director
		49 Hotel	79 Driver
		50 Motel	80 Doctor
		51 Motor vehicle	81 Employee (where not otherwise listed
		52 Office	82 Friend/relative/tenant
Other miscellaneous offences	01 Armed burglar	53 Omnibus	83 Gas Co., S.C.C. official etc.
	02 Carry cutting instrument/ offensive weapon	54 Park	84 Gypsy/beggar
	03 Housebreaking implements in possession	55 Post Office	85 Hawker/pedlar
		56 Public toilet	86 Manager
		57 Private	87 Member of Armed Services
		58 Racecourse	88 Nurse
		59 Railway Station	89 Partner
	01 Arson	60 School	90 Pedlar/hawker
	02 Break and enter with intent to commit a felony (other than stealing)	61 Service Station	91 Police officer
	03 Goods in custody	62 Shop	92 Relative/tenant/friend
	04 Malicious injury/damage	63 Sports ground/oval	93 S.C.C., Gas Co. official, etc.
	05 Receiving	64 Street	94 Salesman
	06 Unlicensed pistol	65 Swimming pool	95 Secretary
	07 Other offences	66 TAB Office	96 Solicitor
		67 Taxi Cab	97 Tenant/relative/friend
		68 Theatre	98 Tradesman
		69 Train	99 Traveller
		70 Parking area	100 Treasurer
			101 Workman employed
			102 School pupil





N.S.W. POLICE – FURTHER INFORMATION				C.	REFERENCE No.	
P. 41						
1. TYPE OF INCIDENT			2. POLICE PATROL IN WHICH ORIG. INCIDENT OCCURRED		3. STATION ALLOCATING INDEX No.	
4. STATION ALLOCATING ORIGINAL INDEX No.		5. INDEX No. OF ORIGINAL INCIDENT. YEAR                      No.		L.C.	6. S.P.R. No.	7. YEAR                      INDEX No.
8. PLACE OF OCCURRENCE						
9. COMPLAINT:                      ACCEPTED <input type="checkbox"/> A                      REJECTED <input type="checkbox"/> R                      DOUBTFUL <input type="checkbox"/> D						
10. VICTIM (IF FIRM REG. NAME)				11. ADDRESS		
12. NARRATIVE						PROPERTY CODE
						13. ANY PROPERTY IDENTIFIABLE                      YES <input type="checkbox"/> Y                      NO <input type="checkbox"/> N
14. TOTAL VALUE OF PROPERTY NOW STOLEN \$				15. PROPERTY RECOVERED: YES <input type="checkbox"/> PARTIALLY <input type="checkbox"/> VALUE \$                      NO <input type="checkbox"/>		
16. PERSON ARRESTED <input type="checkbox"/> WANTED <input type="checkbox"/> WARRANT <input type="checkbox"/>				17. ADDRESS		
18. ALIASES AND NICKNAMES				19. SCARS/TATTOOS		
20. PECULIARITIES						21. OCCUPATION
22. Date of Birth	23. AGE	24. SEX	25. Place of Birth	26. RACE	27. HEIGHT	28. BUILD
29. COMP.	30. HAIR	31. EYES				
32. MOTOR VEHICLE USE (State Year, Make, Model, Colour, etc.)						
33. DISTRICT AND PLACES FREQUENTED						
34. ASSOCIATES KNOWN TO POLICE						
35. PHOTO No.		36. GOOD LIKENESS?		37. ARRESTED BY		38. DATE OF ARREST
39. SUBMITTED BY				40. RANK AND STATION		41. DATE
42. CLEARED:                      BY CHARGE <input type="checkbox"/> C                      OTHERWISE <input type="checkbox"/> O						
F.P.C.		D.	I.	C.	R.	F.
						S.P.R. No.

RESEARCH RESOURCES AND PROGRAMMES - NEW SOUTH WALES DEPARTMENT  
OF CHILD AND SOCIAL WELFARE

D. H. LIGHTFOOT,  
 Administrative Assistant

RESOURCES:

A. Manpower:

(i) Within the Department:

The Senior Research Officer and the Research Officer of the Department are each responsible to the Assistant Director, Research and Special Services. There is a close liaison between these officers and clerical assistance in data collection etc. is provided to the Senior Research Officer by the Research Section. The Research Officer is in turn responsible for the supervision of one graduate clerk and a section consisting of 6 clerical officers, the most senior of whom is responsible for day to day organisation of the routine data collection procedures and related activities undertaken by the Research Section.

The Senior Research Officer has specific responsibility for long term research and evaluation investigations of programmes related to delinquency, neglect and dependency in children, while the Research Officer and his staff are responsible for the development of data collection programmes, the maintenance of Departmental statistics generally, and for interpreting this material and carrying out specific projects, usually on a short term basis, in relation thereto.

The Senior Research Officer and the Research Officer are involved in activities covering the whole range of the Department's responsibilities, and time has not been specifically budgeted for the various areas.

Trained Psychologists of the Psychological Counselling Service are responsible to the Senior Psychologist for the provision of a clinical service to establishments for dependent and delinquent children and young people, and also for undertaking assessments of juveniles immediately following on their entry into the Department's care. Specific projects related to their duties are undertaken by these officers from time to time, and their services have also been utilised in administration of various tests to research subjects in other projects.

A Research Committee, chaired by the Assistant Director, Research and Special Services, and comprised of the Senior Psychologist, Senior Research Officer and Research Officer, with other officers co-opted as required meets regularly in relation to various projects being undertaken and proposed projects.

The specific duties of the Committee include the following:-

- a) To formulate and recommend to the Director programmes of Research to be undertaken by the Senior Research Officer and by the Research Officer and his staff.
- b) To examine and advise upon proposed research projects by individual officers of the Department, to ensure

that these are of a satisfactory standard of design and execution, and that fullest advantage is taken of the work and findings of others.

- c) To examine requests from outside agencies for access to Departmental facilities for research purposes, to make a report and recommendation to the Director, and to liaise thereafter with the agency if the project is approved.
- d) To maintain suitable records of all research carried out within the Department.

Research proposals are initially considered by the Committee on the basis of a written project outline, including the hypotheses to be tested, the research method proposed, size and nature of any sample populations involved, details of proposed experimental controls, details and/or specimens of the questionnaires or other test material to be administered, and the proposed method of analysis of data.

Where appropriate, the person(s) planning to undertake a particular project are invited to meet with the Committee to further discuss the proposal.

In considering its recommendation to the Director, the Committee pays particular attention to the adequacy of the project in relation to the subject under study, the potential value of the project to the Department, the degree to which a project may interfere with on-going programmes, any potential side-effects as regards Departmental clients, and ethical considerations, especially where access to children in the Department's care is sought.

The Department considers that its clients are entitled to the fullest privacy and confidentiality in its dealings with them, and should not be exposed to investigation, particularly by outside researchers, simply because they represent a convenient, or even ideal, population for a particular project.

(ii) In Other State Departments:

Data collection in relation to court actions involving juveniles in all courts throughout the State with the exception of the 5 proclaimed Special Children's Courts and few courts in the metropolitan area handling large numbers of juveniles is undertaken for the Department by officers of the Petty Sessions Branch, Department of the Attorney General and Justice.

Staff of the Police Juvenile Records Section provide the Department with statistical information on juveniles who are subjected to a formal police caution in lieu of a court appearance.

The Department is represented by the Research Officer on the Inter-Departmental Committee on Crime Statistics, which includes representatives from the Departments of Corrective Services, Attorney General and Justice, Police, Child and Social Welfare, the Bureau of Crime Statistics and Research, and the Bureau of Census and Statistics. This Committee functions at operational level and has been instrumental in eliminating a number of overlaps in activities in the various Departments, and in the sharing of relevant information and resources for specific projects.

## (iii) Commonwealth Departments:

The Department works closely with the New South Wales regional office of the Bureau of Census and Statistics, the Bureau programming and processing court statistics from the juvenile court data project implemented in 1971.

## (iv) Independent:

While there is undoubtedly potential for the carrying out of research projects by higher degree and honours students, in addition to academics generally, and also by some of the consultancy firms, comparatively few applications have been made by such persons for access to Departmental facilities to undertake projects in the delinquency area, and the Department has not canvassed these resources to any great degree.

The Department has been, and continues to be, most sensitive to issues of confidentiality, civil liberties, and ethics in relation to the delinquent children and young people for whom it is required to take some responsibility, and its effective performance of many of its functions in relation to these young people depends largely on the maintenance of standards here.

It is fair to state that the Department has foregone the potential benefit of accelerated research activity in at least some areas in order to maintain a casework environment in which a juvenile and his family may best be helped to re-adjust.

B. Materials:

(i) Files are retained by the Department on all individuals who have come into the Department for the purposes of care and control and care and protection. These are kept indefinitely, and contain a wealth of social background data on the individual and his family, in addition to detailed reports on progress and attainments while in the Department's care.

The material is however not in strictly standardised form or location on the files, and this creates some difficulty in retrospective studies. Apart from the methodological criticisms which may be levelled at such approaches, these files would constitute a reasonable basis for longitudinal studies of selected individuals. It is however, extremely difficult to obtain a true random sample of a cohort of cases from these older records due to the way in which the material has been organised and the unfortunate non-retention of certain related records. There has been an increasing standardisation of material on these files however, and recent and current cases provide much relevant data in accessible form.

(ii) Court appearance data was collected manually until July, 1971, when the juvenile court data project was implemented.

Prior to 1.7.71, it was not possible to produce exhaustive data on either the total number of distinct juveniles involved in offences under all Acts or of the total offences and patterns of offences committed by them, due to the volume of cases handled, the manual data collation procedures, and the administrative processes on which these procedures relied.

In the light of subsequent experience, it has become evident that frequent errors occurred under these conditions particularly in the classification of offences. The

limitations of the manual system and the Department's lack of resources to facilitate other studies also served to inhibit extended research based on this material, and consequently relatively little overall effective research into trends and patterns of delinquent behaviour took place prior to that time.

(iii) Police cautions are recorded in the Police Juvenile records section. Statistical material on these cases has been incorporated in this Department's court data project since July, 1971.

(iv) A central juvenile index is maintained in the Department's Research Section. This index is maintained alphabetically in male and female sections. This index was incomplete in its coverage prior to July, 1971 but administrative procedures introduced at that time in conjunction with the court data project provide for the inclusion of all cautions and court appearances of juveniles in the index.

In so far as this index includes actions initiated by Departmental officers, railway detectives, and transport inspectors, in addition to cautions and police charge cases, this index is the most comprehensive juvenile record in the State for the period since July, 1971.

The index is designed to maintain a card for any person currently under 18 years of age who has been the subject of a court appearance or a formal caution at any time.

#### PROGRAMMES:

##### A Data Collection: (i) Juvenile Court data project:

Since 1971, material in respect of each "final appearance" of a juvenile in a court of first instance jurisdiction has been coded by Departmental or Petty Sessions officers on the form attached as Appendix A. Elements of this information are also manually entered on a central juvenile index.

Following coding and manual processing, which includes the removal of the upper portion bearing the name of the individual, the statistical report form is forwarded to the Bureau of Census and Statistics for processing.

The material meets the requirements of the Department's Annual Report and the standardised statistics programme, and has been utilised in a considerable number of planning and development projects by the Department.

A particular feature of this project is its provision for the coding of the specific statute, section, etc. under which a charge or complaint has been lodged. This effectively provides an absolute data base for classification purposes, and will enable the material to be classified readily into almost any conceivable classification system.

Arising out of experience with this project, it has been possible to develop a classification system for New South Wales which if adopted by other States and Territories may develop into a national classification.

It should be emphasised that the juvenile court data project is still developmental, and that problems are still being experienced with respect to total coverage and editing, highlighting the need for effective check, control, and

follow-up procedures to be built into any such system as it is developed.

The feasibility of extending the content of this collection to incorporate additional items in relation to the court processes included in the pilot studies currently being undertaken in South Australia, Victoria, and Queensland is to be explored with the Bureau of Census and Statistics in the immediate future.

The court data project is seen as the first phase of a wider project which will only be extended as Departmental resources permit to incorporate social background material of an objective nature. The confidential nature of the proceedings in children's courts as between the juvenile, his family, and the individual officials directly responsible for administering the courts, requires that action to obtain such data be carried out in the casework context, and Departmental field staff are currently carrying very heavy workloads.

(ii) Higher Criminal Court Statistics:

Material on juveniles dealt with in the higher courts is collected by the Bureau of Census and Statistics and is incorporated in the Bureau's publication "Statistics of Higher Criminal Courts".

(iii) Juvenile subjected to formal police caution:

A statistical report form (Appendix B) is completed by the police juvenile records section and is processed into the court data project computer file, thereby linking court appearances and cautions administered to individual offenders, and developing a readily accessible data base for evaluative studies of the two modes of disposal.

(iv) Standardised Statistics programme:

This programme was devised in 1964 to provide for a uniform presentation of statistical material across the range of child welfare activities of the Departments responsible for administering these activities throughout the Commonwealth and also extending to New Zealand and Papua-New Guinea, although the latter no longer participates in the programme. New South Wales has accepted the task of collating and reproducing the material submitted by the contributing States and Territories since the inception of the programme.

The presentation of uniform court statistics has held a very high priority within this programme from the beginning, and conferences convened from time to time have also concentrated heavily on this area.

The programme has suffered from fairly frequent changes in personnel responsible for production of the material, and from competing needs for the scarce research resources available in the various contributing States and Territories. This has particularly been the case in New South Wales over the past 18 months, and has resulted in lengthy delays in the presentation of the collated material.

Specifications for the various tabulations have been varied from time to time in the light of experience, and the programme remains very much a developmental exercise at this point.

Having regard to evident inconsistencies in interpretation of the specifications, and the somewhat unreliable nature of

at least some of the material due to incomplete coverage of the field and similar factors, the collated material has not been widely distributed, being restricted rather to the contributing authorities and to others who have assisted in the various conference discussions in this area.

Close examination of the specifications at the last conference arranged in relation to the programme resulted in a request for the specifications to be virtually re-written in sufficient detail to avoid the inconsistencies in classification etc. which had been evident over the years. This task remains far from complete at this point.

There has been a growing realisation however among participants in the programme of a need for a concentrated effort to develop a data base which will be sufficiently flexible to meet the requirements of individual Departments, the standardised statistics programme, and other classifications and tabulations such as the Institute of Criminology may well propose.

To this end delegates to the 1970 and 1972 conferences on this programme made a number of recommendations to the Child Welfare Administrators' Conferences in the succeeding years. These included requests for representations to the Commonwealth or some other appropriate authority for exhaustive analysis of offences in the various statutes in all States and Territories, with a view to developing a comprehensive classification system which would permit genuine uniformity in presentation of court statistics, and for exploratory work to be done in the area of uniform social background data collection via pre-disposition reports to children's courts, juvenile panels, etc.

The programme has served as a catalyst in the development of the classification system to be introduced by Dr. Vinson, and the movement for a national collection of social background data on delinquent juveniles such as has been the subject of recent activity by the Criminology Research Council.

#### B. Specific Projects: (i) Published Studies:

In recent years a number of studies by the Department's Senior Research Officer have been published in professional journals, and others are presently in press or pending publication. Studies in the delinquency area are set out in Appendix C to this paper. Reprints of published articles are available.

#### (ii) Theses etc:

Undergraduate and post-graduate theses and extended essays completed by Departmental and outside researchers utilising Departmental facilities include studies of the "latchkey" environment and its relationship to delinquency, the effectiveness of probation in the treatment of delinquency, and an evaluation of the group counselling programme in a major institution for male delinquents.

#### (iii) Unpublished Studies:

A number of limited studies have been undertaken by departmental staff over recent years including a social background analysis of a sample of older male delinquents committed to institutions, recidivism studies of ex-inmates of major institutions, the effectiveness of probation supervision with juveniles involved with drugs as compared to juveniles with



histories of uncontrollability or exposure to moral danger, the relationship between intelligence and training school response, type of offence and training school response, place of residence and training school response and reading ability and training school response.

(iv) Current Projects:

Evaluation studies of new treatment programme are in the advanced planning stage.

Other projects include extension of earlier studies of male delinquency to female delinquency with appropriate refinements, the relationship of socio-economic and cultural factors to emerging patterns of delinquency and delinquents and the implications for differential treatment programmes, and a study of the chronic offender and his juvenile antecedents.



# STATISTICAL REPORT ON JUVENILE APPEARING BEFORE A CHILDREN'S COURT

NOTE -

(a) A form is to be completed for each appearance of a juvenile (i.e. a child or young person under 18 years of age) before a Children's Court, at which the outcome of a charge/complaint against the juvenile is determined (referred to as a "final appearance").

(b) The outcome of a charge/complaint is regarded as being determined when an order on the charge/complaint is handed down by the Court and that order effectively removes that charge/complaint from the list of that Court.

(c) All charges/complaints against a particular juvenile, in respect of which the outcome is determined on the same day, should be reported on one form.

(d) See instructions on reverse side of this form.

Name of Juvenile: \_\_\_\_\_  
(Surname) (Forenames)

1. Reference Number (Statistics Section Use Only) ..... 


2. Name of Court: ..... 


3. Date of Birth of Juvenile (If not recorded, age at date of commencement of court action ..... completed years) ..... / ..... / 19.....

4. Sex (insert appropriate code): Male 1; Female 2 ....

5. Occupation: ..... 


6. Address: ..... 


7. Country of Birth: ..... 


8. Was Juvenile a State Ward at commencement of court action? (insert appropriate code): Yes 1; No 2

9. Charge(s)/Complaint(s) laid by (tick appropriate box or boxes): Police ☐; Child Welfare Officer ☐; Parent ☐; Other ☐. If "Other", specify ..... 


10. Date of Earliest Offence/Incident (in time) covered by charge(s)/complaint(s) reported in Item 12 ..... / ..... / 19.....

11. Date of Initial Court Appearance in respect of charge(s)/complaint(s) reported in Item 12 ..... / ..... / 19.....

12. Charge(s)/Complaint(s) for which outcome determined -

Description of Charge/Complaint	Number of Charges/Complaints	Act under which Charge/Complaint laid -						
		If a wealth Act, enter "C"	Number	Year	Section	Sub-section	Para-graph	Sub-para-graph
(a) .....								
(b) .....								
(c) .....								
(d) .....								
(e) .....								
(f) .....								

\* Report in arabic numerals (i.e., show (11) as 2).

Report in Arabic numerals (i.e., show (17) as 2).			
	B	C	D
13. Orders Handed Down by the Court in respect of charge(s)/complaint(s) reported in Item 12 –			
(a)			
(b)			
(c)			
(d)			
(e)			
(f)			

14. Period (In months) of Supervision (by Child Welfare Officer or Adult Probation Officer) ordered under any supervision order (insert number of months; if no supervision ordered, enter "0")

15. Determination by the Court on the future residence of the juvenile as a specific condition of an order under which the juvenile is permitted to be at large (if no such determination, enter "none")

16. Was Payment of Compensation Ordered? (insert appropriate code): Yes 1; No 2

17. Total number of times the charge(s)/complaint(s) reported in Item 12 have come before the Court

18. Was Child Welfare Department requested by the Court to furnish a home report before the orders in respect of the charge(s)/complaint(s) reported in Item 12 were handed down by the Court?  
(Insert appropriate code): Yes 1; No 2

19. Date of "Final Appearance" (see headnotes (a) and (b))

Signed: \_\_\_\_\_ Date: \_\_\_\_\_

## INSTRUCTIONS FOR COMPLETION OF REPORT

### 1. GENERAL INSTRUCTIONS -

(a) A "Statistical Report on Juvenile Appearing before a Children's Court" is to be completed in respect of each "final appearance" (see headnotes (a) and (b) on the front of this form) of a juvenile before a Children's Court. Completed forms are to be forwarded to the Research Officer, Department of Child Welfare and Social Welfare, Box K718, P.O. Haymarket 2000, on the day of the "final appearance".

(b) Answers should be written clearly, preferably in block letters.

(c) Answer each item by inserting the required particulars in the space provided. For certain items, coding boxes are provided on the extreme right-hand side of the form - these boxes should be left blank.

## 2. INSTRUCTIONS FOR INDIVIDUAL ITEMS -

**Item 3. Date of Birth.** Wherever known, date of birth should be entered in the space provided on the extreme right-hand side of the form. If not recorded, enter number of completed years of age in space provided within the brackets.

Item 5. Occupation and Report occupation and address as shown on the charge/complaint sheet.

Item 7. Country of Birth. If country of birth is not readily available, enter "unknown"

Item 8. Was Juvenile a State Ward. Unless the court papers positively state otherwise, assume the juvenile is not a State ward.

**Item 12. Charge(s)/Complaint(s) and**

Item 13. Orders Handed Down —

(a) Charges/complaints shown in Item 12 and the orders handed down in respect of these charges/complaints are to be listed in the same sequence.

(b) If in respect of multiple charges/complaints laid under the same section, etc. of an Act, one order or the same concurrent order for each charge/complaint, is handed down by the court, the charges/complaints are to be grouped in Item 12 and the order shown once only in Item 13.

(c) Charges/complaints of a different nature and the orders relating to them are to be listed separately; similarly, orders of a different nature and the charges/complaints to which they relate are to be listed separately.

For example, the following charges and related orders should be reported as shown below -

<u>Charge</u>	<u>Act</u>	<u>Order</u>
Break, Enter and Steal	(N.S.W.) 40/1900 section 112	Probation 12 months
Break, Enter and Steal	(N.S.W.) 40/1900 section 112	Probation 12 months
Break, Enter and Steal	(N.S.W.) 40/1900 section 112	Dismissed
Illegal Use of Motor Vehicle	(N.S.W.) 40/1900 section 526 A(1)	Fined \$20

Item 12. Charge(s)/Complaint(s) for which outcome determined —

Description of Charge/Complaint	Number of Charges/Complaints	Act under which Charge/Complaint laid —						
		If a wealth Act, enter "C"	Number	Year	Section	Sub-section	Para-graph	Sub-para-graph
(a) Break, Enter and Steal	2	—	40	1900	112	—	—	—
(b) Break, Enter and Steal	1	—	40	1900	112	—	—	—
(c) Illegal Use of Motor Vehicle	1	—	40	1900	526A	1	—	—

**Item 13. Orders Handed Down by the Court in respect of charge(s)/complaint(s) reported in Item 12 –**

(a) Probation 12 months

(b) Dismissed

(c) Fined \$20

## STATISTICS SECTION USE ONLY

Previous "final appearances" of the juvenile before a Children's Court. (Show in chronological order with earliest appearance first.)

[illegible]



### INSTRUCTIONS FOR COMPLETION OF REPORT

## 1. GENERAL INSTRUCTIONS -

(b) A "Statistical Report on Juveniles dealt with by Police Caution" is to be completed for each juvenile in respect of whom a caution is administered in lieu of court proceedings. Completed forms are to be forwarded to the Research Officer, Department of Child Welfare and Social Welfare, Box K718, P.O. Haymarket 2000, on the day the caution is recorded at the juvenile offenders' index.

(b) Answers should be written clearly, preferably in block letters.

(c) Answer each item by inserting the required particulars in the space provided. For certain items, coding boxes are provided on the extreme right-hand side of the form – these boxes should be left blank.

## 2. INSTRUCTIONS FOR INDIVIDUAL ITEMS -

**Item 3. Date of Birth.** Wherever known, date of birth should be entered in the space provided on the extreme right-hand side of the form. If not recorded, enter number of completed years of age in space provided within the brackets.

**Item 5. Occupation and** Report occupation and address at date of caution.

**Item 6. Address**

Item 7. Country of Birth. If country of birth is not readily available, enter "unknown".

Item 8. Was Juvenile a State Ward. Unless positively stated otherwise, assume the juvenile is not a State ward.

Item 12. Offence(s)/Complaint(s) for which caution administered. Report all offences/complaints for which a caution is administered. The section, etc. of the Act under which court proceedings would otherwise have been taken against the juvenile should be reported as indicated below –

<u>Offence/Complaint</u>	<u>Act</u>
Break, Enter and Steal	(N.S.W.) 40/1900 section 112
Break, Enter and Steal	(N.S.W.) 40/1900 section 112
Break, Enter and Steal	(N.S.W.) 40/1900 section 112
Illegal Use of Motor Vehicle	(N.S.W.) 40/1900 section 526 A(1)

Item 12. Offence(s)/Complaint(s) for which caution administered -

Description of Offence/Complaint	Number of Offences/Complaints	Is it a "C" Act, enter "C"	Act under which court proceedings would otherwise have been taken					
			Number	Year	Section	Sub-section	Para-graph	Sub-para-graph
(a) Break, Enter & Steal	3	-	40	1900	112	-	-	-
(b) Illegal Use of Motor Vehicle	1	-	40	1900	526A	1	-	-

## STATISTICS SECTION USE ONLY

Previous "final appearances" of the juvenile before a Children's Court. (Show in chronological order with earliest appearance first.)

[illegible]

14. Juvenile delinquency and the psychology of general deterrence. American Sociological Review (publication pending.)
15. Ecology of juvenile delinquency in metropolitan Sydney. American Sociological Review (Publication pending.)

Paper presented by:

Dr. T. Vinson,  
Director,  
New South Wales Bureau of Crime  
Statistics and Research.

## INTRODUCTION

The Bureau of Crime Statistics and Research was established by the Minister of Justice in September 1971 to conduct research into the origins and effective handling of crime in New South Wales.

The early reports of a research organisation have an importance beyond their relevance to particular issues. It is in this early stage that the credibility and, therefore, social usefulness of the research findings, is established.

Research can only play a useful role in the formulation of social policy if it is practised in a spirit of intellectual honesty and its findings expressed in candid, intelligible form. The opportunities for such work have existed since the inception of the Bureau.

## ADVISORY COMMITTEE

The Advisory Committee which helped the Government establish the Bureau continues to influence the research programme. Apart from their participation in the general work of the Committee, many members have provided invaluable help in introducing the Bureau's staff to sources of technical help and statistical data.

## LINKS WITH OTHER DEPARTMENTS

The Bureau enjoys a generally high level of cooperation from other government departments. The formation of an Interdepartmental Committee on Crime Statistics has been a stimulus to even closer cooperation.



This Committee was convened by the Director of the Bureau at the request of the Public Service Board. The participating groups include the Police Department, the Departments of Corrective Services and Youth and Community Services. An immediate aim has been the development of a generally acceptable classification of crime. It is intended that this classification of offences be detailed to the extent that the classes within it may be used as the basic 'building blocks' for the statistical reporting of the various departments and the exchange of statistical information between them. Considerable progress has been made towards achieving these objectives.

The Bureau of Census and Statistics is playing a coordinating role in these developments. The Bureau of Crime Statistics and Research is currently submitting the proposed offence classification to field testing in the courts. If certain technical problems can be resolved in time, it is proposed to introduce the new classification into the Petty Sessions statistics by January 1974.

Much of the work performed by the Bureau depends on a continual flow of statistical information from Courts of Petty Sessions. While with the aid of computers it is possible to maintain certain controls on the quality of the data received, we are obviously very dependent on the goodwill and involvement of the officers furnishing statistical reports. For this reason, a brief bulletin (FEEDBACK) is being forwarded to Clerks of Petty Sessions upon the completion of each report which makes use of their material. The bulletin indicates the major findings and social relevance of each report. The Bureau's staff also take part in Petty Sessions Branch training groups and seminars.

While such avenues of communication have been of value, it is felt that even more will have to be done in the coming year to encourage the interest and support of court officers. This increased effort should include an active programme of court visiting as well as more widespread participation in seminars and training programmes. The Bureau's concern to produce tangible evidence that it is 'in business' has probably distracted it from recognising the need to secure the commitment of court officers to the value of judicial research. Greater attention must be given to this matter in future.

In recent months, working relations have been established with a number of Commonwealth departments and agencies. In January 1973 the Director was invited by the Commonwealth Attorney General to join a working party on the computerising of crime intelligence information and criminal statistics. The Commonwealth Commission of Enquiry into Poverty has approved a grant of \$8,000 to support the Bureau's research into the attitudes and values of certain disadvantaged groups and the delivery of health and welfare services to these groups. The Commonwealth Department of Transport is financing a follow-up study of Breathalyser offenders to determine the relative impact of different types of penalties. Negotiations are in train which are likely to result in further grants and subsidies to support other projects being undertaken by the Bureau.

## THE MEDIA

The Bureau's work generally has attracted accurate and balanced coverage by the media. From the researcher's point of view, the most objective and understanding newspaper accounts have been those prepared by feature writers who were given a thorough briefing in advance of the release of each report. As an indication of the coverage received, the Bureau's findings were discussed in 27 radio interviews and 18 television interviews during the period March 1972 to February 1973.

## EXHIBITION

The Bureau has been invited to stage an exhibition at the 25th World Mental Health Congress to be held at the Opera House and Wentworth Hotel in October 1973. It is proposed to assemble a small display and use the occasion as a dress rehearsal for a larger New South Wales presentation at the next United Nations criminology conference in Canada. The theme of the display will be the value of research in the fields of social policy and social administration.

## PAPERS AND PUBLICATIONS

At such an early stage, the Bureau's official reports have rightly taken precedence over other journals in the publishing of its research findings. Nevertheless, it is important that the professional acceptability of the Bureau's work be established by publishing its material in academic journals. During the past year, an article comparing Australian and overseas crime figures (Statistical Report No. 6) has been accepted for publication in the AUSTRALIAN JOURNAL OF SOCIAL ISSUES. The Research Bulletin dealing with the relationship between legal representation and outcome was recently published in THE AUSTRALIAN LAW JOURNAL. Statistical Report No. 7 'City Drunks - a possible new direction' appeared in the July issue of THE AUSTRALIAN JOURNAL OF SOCIAL WORK. An article based on the Bureau's Newcastle research has been accepted for publication in the BRITISH JOURNAL OF CRIMINOLOGY and an analysis of homicides and serious assaults shortly will appear in the ANGLO-AMERICAN LAW REVIEW.

## COMPUTING DIFFICULTIES

In the Bureau's March 1972 report attention was drawn to a number of difficulties associated with the use of the Treasury computing facilities. Since then, the Bureau has diversified its use of computers, so that we are currently using three different machines for various analyses. The

Mathematical Program Library System (M P L S) which was developed by the A D P Bureau has been transferred to the T A B I B M 360/44 Computer. No difficulties with the M P L S system have been encountered on this machine, and the service provided has been first class. However, every use of M P L S on the A D P Bureau facilities has been dogged with repeated failures, apparently due to the fact that the system in which M P L S operates there has been superseded. It is hoped to transfer all M P L S work to the T A B machine shortly.

In addition to the work carried out using the above machines, some data analysis has been undertaken using the facilities of UC Compunet Pty. Ltd. This work is continuing.

A major feature of computing work during the year has been the development of a COBOL program to edit the Petty Sessions statistical data. This program was written in consultation with the Bureau by a programmer from Treasury A D P, and is maintained by the A D P Section of the Justice Department. It is hoped to develop a similar edit shortly for Breathalyser data.

## STAFFING

As will be seen from the outline of the work being undertaken by the Bureau, its staff need to be highly flexible. At the moment there are three professional people (Research Statistician, Criminologist/Social Worker, Sociologist), supported by a Research Clerk, two Clerical Assistants and a Secretary. This team is capable of producing a steady output of research but in the interest of efficiency and staff development some restructuring of roles is necessary.

Too much of the Research Statistician's time is taken up with computer programming and chasing up work at the computing facilities. These tasks diminish the statistical contribution he can make to the analysis and reporting of research data. What is needed is a relatively less skilled person to help shepherd statistical data through the punching, editing and processing stages.

There is a steady build-up in the number of requests for statistical consultation coming from State Government Departments and community organisations. The fact that health and welfare services in particular are attempting to use our research data in their forward planning is a reassuring sign that the reports are not just taking up shelf space. But these community involvements and the need to maintain working relations with a great many government agencies, indicate the need to consider creating the position of Deputy or Assistant Director.

There is little point in the Bureau striving to become a large research unit if it can accomplish its objectives with a relatively small permanent staff, supplemented by temporary employees working on particular projects (e.g. the Poverty Enquiry), and by means of subsidised University research. However, the division of responsibilities is another issue. The person appointed as Director of the Bureau will presumably always be selected on the basis of

his capacity to plan and undertake research. His ability to function in this way depends to a considerable extent on the opportunities for sharing day to day administrative details with a deputy.

## SPECIFIC PROGRAMMES

Apart from the general objective of compiling crime and judicial statistics, the following were listed as target programmes in the Bureau's March 1972 Report:

- A. Study of specific groups of offenders
- B. Evaluation of correctional procedures
- C. Community studies
- D. Opinion studies
- E. Organisational/Administrative studies.

## PROGRESS ACHIEVED

### A. STUDY OF SPECIFIC GROUPS OF OFFENDERS

#### (i) Breathalyser and Drug offenders 1971

Two reports dealing with offenders convicted under Sections 4E and 5 of the Motor Traffic Act and the New South Wales Poisons Act have been published. The reports focussed on the penalties imposed by the courts particularly in cases involving persistent offenders. In the case of the Breathalyser report, the alcohol level of convicted drivers, their occupation, and previous traffic record received particular attention. The 1971 figures appeared to indicate that in terms of blood alcohol concentration, the beneficial effect of the present Breathalyser legislation had stabilised at the 1970 level. This impression was confirmed by the 1972 findings.

A report on 1972 drug offences has been prepared. This report is more comprehensive than those previously published by the Department. It covers not only cases dealt with under the Poisons Act at Courts of Petty Sessions, but Higher Criminal Court cases, matters dealt with under the 'neglect' provision of the Child Welfare Act and breaches of Commonwealth legislation dealt with by New South Wales Courts.

#### (ii) A series of reports on drunkenness offenders

Statistical reports 3 and 5 presented a profile of people arrested for drunkenness and gave an account of the social situation of the drunk who is sent to prison. These reports highlighted the material poverty and social isolation of the drunkenness offender. The final report in the series (No. 7) focussed on the treatment and care facilities available to vagrant drunks.

A feature of this exercise was the close cooperation between the Bureau and groups of practitioners working with homeless persons. In March of this year, the New South Wales Council of Social Service arranged a public forum to discuss the Bureau's recommendations. The occasion provided an opportunity for government and voluntary agencies to exchange views on the proposals. In the weeks that have elapsed since the forum, members of a Commonwealth Committee appointed to advise on policy concerning homeless people, have expressed considerable interest in the concept of an 'Intake Centre'. At least two voluntary organisations have offered to make suitable premises available. Meanwhile, the number of people admitted to Sydney prisons for the offence of public drunkenness has decreased by 94 percent in recent months.

#### (iii) Aborigines in prison

A small study detailing the social background and offences of Aborigines in New South Wales prisons has been published (Statistical Report No. 2). The Commonwealth Department of Aboriginal Affairs has expressed interest in this report and, should it be decided to undertake a more comprehensive study of Aborigines and the Law, might be prepared to offer financial support.

#### (iv) Robbery Study

With the cooperation of the Police, data has been collected on every robbery offence reported in 1972. Further work is progressing to develop background information on both the victims and the offenders in robbery cases. Convicted offenders will be interviewed in prison. It is envisaged that the first of a series of reports on robbery offences will be published in late 1973.

#### (v) Serious Assaults and Homicides

An analysis has been made of homicides and 'serious' assaults reported to the Police during 1972. The role played by different kinds of weapons has been assessed, in order to probe the basic question:

'Would a reduction in the number of firearms result in a reduction in the number of homicides?'

The study considered the social circumstances in which homicides and serious assaults take place, the relationship which exists between victim and assailant, the latter's apparent motive and the seriousness of his intent (as reflected in such things as the number of attacks and the part of the body which received the most serious wound).

### B. EVALUATION OF CORRECTIONAL PROCEDURES

While routine statistics may help to capture the broad picture of crime trends in society, much finer instruments are needed if we are to measure the effectiveness of our existing correctional procedures.

In cooperation with a post-graduate research student, the Bureau recently has been developing a framework for measuring the effectiveness of different correctional methods. In keeping with current research strategies in psychiatry and social welfare, the framework focusses on the study of interactions between the following variables:

- style of treatment
- personality of client
- values/attitudes of worker
- different types of outcome.

On the basis of past studies, consultation with leading overseas researchers, and the Bureau's own experience, a number of instruments have been selected for possible use in local studies. The stage has been reached where it is necessary to field test these instruments (including some made available by the California Board of Corrections) before undertaking long-term research. Unfortunately, some difficulty is being encountered in satisfying probation workers that this proposed research does not breach the civil liberties of probationers.

Simply stated, the guiding philosophy of the proposed study is that it is only possible to evaluate the effectiveness of correctional procedures by considering the interactions between the personality of the client and other significant features of the treatment system. Research in neighbouring fields suggests that no amount of information concerning the individual, in isolation from measures of the treatment variables, can be expected to indicate the relative merits of different approaches to handling delinquency.

#### Research into the effectiveness of penalties imposed on motor traffic offenders.

While the information published in the report on 1972 Breathalyser offenders contained some useful social information, the report's value would have been greatly enhanced if it had been possible to study the subsequent criminal and driving records of those dealt with by the courts.

The Bureau believes that such a project is feasible using New South Wales data. The Commonwealth Department of Transport is providing financial support and a number of preliminary analyses, including a canonical correlation analysis, have already been completed. In essence, this is a method for constructing two indices simultaneously from the data: the 'seriousness of the offence' and the 'severity of the penalty'. By plotting the scores of offenders on both indices, it should be possible to identify a number of contrast groups.

Essentially the three groups would comprise those receiving a penalty of average severity, or a penalty 'lighter' or 'heavier' than average. These three categories would, in turn, be further analysed in terms of the overall eligibility of the defendant for severe, average or light punishment.

The final details of the sample depend to some extent on the way the cases studied group into the nine categories representing the possible combinations of 'seriousness' and 'penalty'. It is expected, however, that a total of

approximately 1,000 cases would be included. Each case could then be followed for two years in order to assess the impact of different types and degrees of punishment on different classes of offenders.

## C. COMMUNITY STUDIES

### (i) Regional

A study of the coincidence of health, welfare and crime problems throughout a region, has all but been completed. Because of the unexpectedly high degree of concentration of the foregoing problems in seven minor suburbs, an attempt has been made to include two other indices before the findings are presented in a Bureau publication. One of the additional indices is the area of residence of people involved in motor vehicle accidents. The Bureau is well on the way towards assembling this data.

The second additional index concerns the area of residence of servicemen who were casualties during the Vietnam war.

A field survey of the attitudes and values of people living in disadvantaged areas with high rates of delinquency, has now been completed. A team of experts in the field of educational testing have helped the Bureau to assess the nature and extent of educational retardation in 'disadvantaged' and 'average' schools throughout the same region. Furthermore, an attempt has been made to plot the distribution of health and welfare services throughout Newcastle to assess whether they penetrate the areas of established need. In these projects the Bureau is working closely with the Newcastle Community Development Group, a body created to try and remedy some of the problems highlighted in the Bureau's earlier study of the region.

The Community Development Group has opened an after school centre in the Newcastle suburb with the highest 'risk' rating. Already a number of public meetings have been held and the headmaster and staff of the school are quite enthusiastic about the scheme. This centre is intended to be much more than a club providing recreational programmes. It could be the means of enriching the lives of many children otherwise destined to miss out on the opportunities which are a normal part of community life.

For example, it is hoped to identify children with specific learning difficulties and provide them with special help. On the non-academic side, the group leaders associated with the centre will attempt to introduce the children to a variety of social, sporting, and cultural experiences which might not otherwise be available to them. Local parents, teachers, school counsellors and representatives of the University and Teachers College, are among those who have volunteered their services to the centre.

An important side-light to these developments is the part time secondment of a probation officer attached to the Newcastle district office to participate in an experimental project to test the practicability of crime prevention at a neighbourhood level. This project has received the approval of the Public Service Board.



(ii) Victimisation study

With the assistance of a grant from the Bureau, Professor Athol Congalton, of the School of Sociology, University of New South Wales, is testing the methodology involved in a local study of unreported crime.

#### D. OPINION STUDIES

A survey of public attitudes towards different types of offences and methods of handling offenders has been completed with the financial support of the British Tobacco Company. A total of more than one thousand Sydney adults were interviewed and a report will be prepared before the end of 1973.

#### Civil Rehabilitation Committees

During May and June 1972, questionnaires were sent to 372 C.R.C. members. The forms were accompanied by a letter from the President of the Sydney Committee who wrote again later urging members to support the project. All C.R.C. Presidents were personally contacted.

Eighty-three questionnaires were completed and returned for analysis. (Three have not been used because they were left blank.) The respondents identified a number of practical difficulties in their institutional work. On the positive side, considerable satisfaction was expressed with the nature of the work undertaken by the committees.

The detailed findings of the survey provide an overview of the areas of concern and proposed development which C.R.C. members see as requiring attention if the movement is to continue to grow and become more effective. It is intended to publish the results of this small study in the form of a research bulletin.

#### E. ORGANISATIONAL/ADMINISTRATIVE STUDIES

In the March 1972 Report mention was made of a study of parole decisionmaking. The study has three broad aims:

- i. To discover those factors which are associated with the granting or not granting of parole.
- ii. To determine those factors which discriminate most clearly between parolees who are likely to succeed and those who are likely to fail.
- iii. To estimate mathematically the likelihood of success under parole for various groups of prisoners who were not actually granted parole.

The collection of information on two samples of cases coming before the Parole Board in 1968 and 1970 and the follow up of individual criminal histories, has been completed. The data is now being prepared for analysis.

At this stage of the project the Social Research Officer, Mr. Marshall, is collaborating with the Research Statistician whose specialist knowledge will be used to refine the analysis of the findings. Certain theoretical problems are common to the analysis of much of the Bureau's data. The tools that need to be developed to analyse the Parole data described above will also be applicable, with modifications, to such information as the Breathalyser and Drug statistics.

Mr. Homel (Research Statistician) is presently engaged in a review of this field of study.

T. VINSON  
DIRECTOR

## BUPEAU PUBLICATIONS

### STATISTICAL REPORTS:

No. 1	Drug Offences 1971	(March 1972)
No. 2	Aborigines in Prison	(April 1972)
No. 3	City Drunks - Central Court of Petty Sessions - February 1972	(April 1972)
No. 4	Breathalyser Offences 1971	(July 1972)
No. 5	Drunks Who Go To Gaol	(August 1972)
No. 6	Crime in Our Cities - A Comparative Report	(November 1972)
No. 7	City Drunks - A Possible New Direction	(February 1973)
No. 8	Drug Offences 1972	(May 1973)
No. 9	Gun and Knife Attacks	(June 1973)
No.10	Breathalyser Offenders 1972	(September 1973)
No.11	Petty Sessions Statistics	(To be published November 1973)

### RESEARCH BULLETIN:

Legal Representation and Outcome	(February 1973)
The C.R.C. Looks at Itself	(October 1973)





\*18 Where offender administered or used drug:

(a) How was drug obtained? \_\_\_\_\_ ☐

\_\_\_\_\_  
\*(b) Was a medical prescription used? Yes 1; No 2 \_\_\_\_\_ ☐

\*19. Number of previous convictions (drugs) \_\_\_\_\_ ☐☐☐

**ADDITIONAL PERSONAL:**

\*20. Marital status: Single 1, Married 2, Widowed 3, Divorced 4, Permanently separated 5, De facto 6 \_\_\_\_\_ ☐

21. Usual occupation (state fully) \_\_\_\_\_ LEAVE BLANK → ☐

\*22. Was offender a nurse, doctor or affiliate? Yes 1; No 2 \_\_\_\_\_ ☐

(State capacity) \_\_\_\_\_

\*23. Highest level of schooling (code) \_\_\_\_\_ ☐

1. Graduate University/College Advanced Education.
2. Gained Higher School Certificate, Leaving or Matriculation.
3. Gained School Certificate or Intermediate.
4. Attended secondary.
5. Attended primary.
6. Never attended school.

\*24a. Year of arrival in Australia (if born in Australia simply write "N.A.") \_\_\_\_\_ 19 ☐☐

24b. If born overseas:

(a) Country of birth \_\_\_\_\_

(b) Nationality or citizenship \_\_\_\_\_

**25. APPEAL**

\*(a) Appeal lodged: No 1; Yes by offender 2; Yes by Crown 3 \_\_\_\_\_ ☐

If yes to (a) complete the following after disposal of appeal:

\*(b) Outcome: Allowed 1; Dismissed without variation 2; Dismissed with variation 3 \_\_\_\_\_ ☐

\*(c) If penalty/sentence varied, new penalty/sentence \_\_\_\_\_ ☐☐

(d) Date appeal determined \_\_\_\_\_ ☐☐ ☐☐ ☐☐

(Signed) \_\_\_\_\_ (Date) \_\_\_\_\_



\*17. Where relevant, blood alcohol level \_\_\_\_\_  %

\*18. Number of previous traffic convictions \_\_\_\_\_

\*19. Number of previous D.U.I./Breathalyser convictions \_\_\_\_\_

ADDITIONAL PERSONAL

\*20. Year defendant first obtained driver's license \_\_\_\_\_

\*21. Marital status: Single 1, Married 2, Widowed 3, Divorced 4, Permanently separated 5, De facto 6 \_\_\_\_\_

22. Usual occupation (state fully) \_\_\_\_\_ LEAVE BLANK →

\*23. Highest level of schooling (code) \_\_\_\_\_

1. Graduate University/College Advanced Education.
2. Gained Higher School Certificate, Leaving or Matriculation.
3. Gained School Certificate or Intermediate.
4. Attended secondary.
5. Attended primary.
6. Never attended school.

24. APPEAL

\* (a) Appeal lodged: No 1; Yes by offender 2; Yes by Crown 3; \_\_\_\_\_   
If yes to (a) complete the following after disposal of appeal:

\* (b) Outcome: Allowed 1; Dismissed without variation 2; Dismissed with variation 3 \_\_\_\_\_

\* (c) If penalty/sentence varied, new penalty/sentence \_\_\_\_\_

\* (d) Where relevant, new amount of fine (dollars) \_\_\_\_\_

(e) Where relevant, new length suspension: \_\_\_\_\_ years \_\_\_\_\_ months \_\_\_\_\_ days

LEAVE BLANK →

(f) Date appeal determined \_\_\_\_\_

(Signed) \_\_\_\_\_ (Date) \_\_\_\_\_



BUREAU OF CRIME STATISTICS AND RESEARCH  
DEPARTMENT OF THE ATTORNEY-GENERAL AND OF JUSTICE  
Box 6, G.P.O., Sydney 2001

## STATISTICAL REPORT ON PERSONS APPEARING BEFORE COURT OF PETTY SESSIONS

**NOTE:** A form is to be completed for each appearance of a person or corporate body before a Court of Petty Sessions, at which the outcome of a charge/complaint against the person or corporate body is determined.

This form is *not* to be completed for appearances under Sections 4b and 5 of the Motor Traffic Act, and under Parts III or IV of the Poisons Act. Special forms have been provided for these cases.

1. Court \_\_\_\_\_

2. Date case determined \_\_\_\_\_

3. Defendant \_\_\_\_\_  
(Surname) (Christian Names)

4. Date of Birth (or stated age) \_\_\_\_\_

5. RESIDENCE of Defendant:  
Street Number and Name \_\_\_\_\_  
• Locality/Suburb \_\_\_\_\_  
• Local Government Area (insert code) \_\_\_\_\_

6. Sex: Male 1; Female 2 \_\_\_\_\_

7. Principal offence: (Insert appropriate code) \_\_\_\_\_

8. Plea entered in respect of principal offence: Guilty 1; Not Guilty 2; Ex-parte 3; No plea 4. \_\_\_\_\_

9. Was defendant legally represented? Yes 1; No 2: \_\_\_\_\_

10. PREVIOUS COURT HISTORY: Yes 1; No 2: \_\_\_\_\_  
Dealt with by Children's Court for:  
Indictable offence \_\_\_\_\_  
Summary offence \_\_\_\_\_  
Dealt with by other Courts for:  
Indictable offence \_\_\_\_\_  
Summary offence \_\_\_\_\_  
No previous convictions (Yes 1; No 2) \_\_\_\_\_

11. Total number of relevant (coded) offences dealt with on this occasion (*including* principal offence). \_\_\_\_\_

12. Action taken in respect of principal offence (insert code) \_\_\_\_\_

13. APPEAL.  
\*(a) Appeal lodged: No 1; Yes by offender 2; Yes by Crown 3; \_\_\_\_\_  
If yes to (a) complete the following after disposal of appeal:  
\*(b) Outcome: Allowed 1; Dismissed without variation 2; Dismissed with variation 3; \_\_\_\_\_  
\*(c) If penalty/sentence varied, new penalty/sentence \_\_\_\_\_  
(d) Date appeal determined \_\_\_\_\_

(Signed) \_\_\_\_\_ (Date) \_\_\_\_\_



Tabled by:

Mr. R. G. Fox,  
Senior Lecturer in Law,  
Monash University

Submission for the use of the Victorian Delegation to  
the Australian Institute of Criminology "Research,  
Resources and Needs" Conference Canberra, October, 1973.

Prepared by Dennis Challinger. Main headings in this submission correspond to aims of the Conference as circulated.

(b) (i) CRIME AND DELINQUENCY RESEARCH UNDERTAKEN IN  
THE PAST

Note: This section heading also incorporates "information on decisions made and action undertaken as a result of that research". The results of University research may occasion some action or policy changes, however, as the University itself does not actually implement those changes, the following merely describes previous research.

1. Staff Research Work

A description of research work undertaken by the Staff of this Department can be found in the University's Annual Research Reports, since 1951 the year the Department was established. Most notable of the Departmental publications listed in those Reports were the following books:

N. Morris:	The Habitual Criminal, Longman Green & Co. 1951.
N. Morris:	Criminals and the Community, Melbourne Univ. Press 1953.
J. V. Barry:	The Life and Death of John Price, Melbourne Univ. Press 1964
S. W. Johnston	Correction Handbook of Victoria
& R. G. Fox:	1965, Criminology Department 1965
J. V. Barry:	The Courts and Criminal Punishment, New Zealand Government Printer, 1969.

In addition over the past twenty years, Departmental Academic Staff have written over 150 papers which have appeared in academic journals throughout the world.

2. Diploma Students' Research Projects

Diploma of Criminology students at this University have been required in the past few years to complete a small research project on a topic of their own choice. Some of these have been published in academic journals, however the bulk are not formally published.

The projects are often limited to small-sample studies because the study is required to be finished within a certain time, most students are part-time, and because students often work alone, though the option to work with others is available.

Hereunder is a random selection of Diploma students' research papers which have been completed in the last few years and which can be perused in the Criminology Departmental Library.

- An Evaluation of Vocational Training Schemes in Victorian Youth Training Centres.
- An Analysis of Safe-breaking Statistics. 1970
- Geographical Mobility of Youth Parolees in Victoria.
- Distribution of Victoria's Juvenile offenders.
- Examination of Trade and Educational Programmes at Morning Star Youth Training Centre.
- Drunkenness and the 'Alcoholic and the Drug Dependent Persons Act'.
- Police Warnings to Juvenile Offenders.
- Rape in Victoria.
- Enquiry into Murder in Victoria.
- Jewish Juvenile Delinquency.
- Evaluation of the Local Recruitment Training and Role of Honorary Probation Officers.
- Selection Procedures for Prison Officers and Youth Officers.
- The Application of the Inter-personal Maturity Level Typology to Delinquent Girls in Victoria.
- A Pilot Study of Prison Escapees.
- Leisure Time Activities of Certain Young People.
- Police, Patients and Others: A Survey conducted at Royal Park Psychiatric Hospital.
- Survey of Delinquency in the Shire of Diamond Valley.
- The Social Worker and the Prisoner's Wife.
- Evaluating the Efficacy of a New Delinquency Prediction Device.
- A Survey of Victorian Bank Robberies - 1967 - 1970.
- Employability of Ex-Prisoners.
- Victorian Police Selection Procedures.

### 3. Degree Students' Research Work

Four students have now qualified for Master of Arts Degrees in Criminology, their theses being described below:-

- (i) Children Awaiting Trial in Victoria - An examination of remand facilities for children awaiting Children's Court Hearings.
- (ii) Death and the Law - An analysis of the working of the Victoria Coroners Courts and attendant problems.
- (iii) The Discipline of Priestly Life - A philosophical in-depth analysis of priests societal role.
- (iv) Parole Prediction in Victoria - Calculation and validation of eight predictive devices for assessing Victorian parolees.

### (b) (ii) RESEARCH PROJECTS CURRENTLY BEING UNDERTAKEN

#### 1. Staff Research Work

##### (a) Car Stealing in Australia -

With financial support from the Victoria

Law Foundation, this project aims to analyse all of the known facts about the incidence of car stealing in Australia. Studies of victims and offenders are also included.

- (b) An Analysis of Victoria Children's Court Appearances -  
Funded by the Criminology Research Council this small study will provide contemporary data on Victorian delinquency by an analysis of 1972 offenders.
- (c) Survey of Adolescent Attitudes in Geelong  
A questionnaire was administered to 600 school students in Geelong by a field worker there. The analysis of these completed questionnaires which included a self reporting delinquency schedule, is nearing completion.
- (d) Appropriateness of the Jesness Inventory in Australia  
Using an American computer programme for scoring the Jesness Inventory, data on Australian adolescents is being gathered with the ultimate aim of producing a powerful adaptation of the Inventory for local conditions.

## 2. Diploma student's research work

The 1973 Diploma students research projects will be submitted shortly. Some of the topics being researched this year are:

An Examination of the Role of Police Prosecutors; Female Youth Training Centre Escapees; Homeless Women; An Analysis of the Fitzroy Legal Service.

## 3. Degree student's research work

Three students are currently undertaking preparation of theses for Masters degrees. The titles of these are hereunder:

- (i) Adolescent Shoplifting;
- (ii) Education Correlates of Delinquency;
- (iii) Police Administration with Respect to Drug Offences.

## 4. Research externally funded

### 1. Child Welfare Administration in Victoria

A Senior Research Fellow is currently engaged in this project to evaluate the procedure for handling and deciding protection applications, and the evaluation of comparative effectiveness of the various forms of substitute care. The project is funded by a grant of \$30,000 from the R. E. Ross Trust.

### 2. Driving Licence Suspension Project

The Department has recently secured a research grant of \$48,475 for the completion over two years of a project

to assess the effectiveness of suspending driver's licences for traffic offences. A Research Fellow will be appointed shortly to commence this project.

(b) (iii) MANPOWER AND FINANCIAL RESOURCES AVAILABLE FOR CRIMINOLOGY RESEARCH

Over and above the Academic Staff of this Department who spend their non-teaching time on research, and the Research Fellows and Research Assistants employed on specific projects, the Diploma students form the remaining research manpower.

In an attempt to utilize this manpower more effectively in future research endeavours, the new syllabus for Criminology D makes provision for students to research in depth particular problems in a task-force approach. This approach will enable students to utilize their own strengths in concert with each other. Current student enrolments include social workers, teachers, policemen, magistrates, psychiatrists, barristers, solicitors, probation and parole officers, psychologists and others. The multidisciplinary approach to particular criminological problems would obviously be extremely valuable, and negotiations with statutory authorities have established its feasibility.

(c) METHODOLOGY IN CRIME RESEARCH INCLUDING STATISTICS AND COMPUTER FACILITIES

Comments here will be restricted to computer facilities which are the obvious means of improving the collection of statistics. Methodology does not lend itself to a written submission.

Melbourne University are fortunate in having a Cyber 73 installation with attendant advantages. This machine is amongst the most sophisticated available today and has the capacity to perform complex operations extremely rapidly. Additionally, on call within the machine are the well known SPSS (Statistical Programme for the Social Sciences) Package, Australian Census Data, and results of Market Research Surveys. These are invaluable for the manipulation and comparison of criminological data.

When Ward's submission to the Attorney General with respect to the police computer system is released, I think it will become apparent that sophisticated data processing equipment such as described above will become an essential requirement for further criminological research. This Department is very favourably placed in that light.

(d) CO-ORDINATION BETWEEN CRIMINOLOGY RESEARCHERS

Again this subject is better discussed verbally to which extent comments here will be brief.

It is quite obvious that some liaison between Australian researchers of similar, or identical, topics should be established. Like many others I hope that the Institute will be the means of achieving this end from which positive and valuable interchange will result.

The extension of this concept to an International sphere is more ambitious, and the apparent fate of the NCOD's "Current Projects" and the NIMH's "Abstracts" in America would seem to indicate the difficulty of such an undertaking.

Paper presented by:

Mr. J. Martin,  
Director of Research Statistics,  
Social Welfare Department, Victoria

## PROJECTS COMPLETED IN THE PAST

### 1. Census of prison population in Victoria on the night 17-18 October, 1970

In this project all persons - that is, convicted prisoners, and those awaiting court hearing or deportation - in a Victorian prison on the night of the census were counted and the total population analysed by the offences committed, age, place of birth, religion, educational level attained, marital status, known previous convictions, length of sentence, and the expected date of release.

This census is the first detailed analysis of prison population in Victoria. Its purpose was to provide a comprehensive profile of prison population on an average day; and its usefulness can be summed up the following way:-

(a) to be a source of information on which administrative decisions can be made on matters such as building an additional prison or providing trade and other training within prisons. The full practical use of such a study is hard to ascertain because, as a rule, there is very little feed-back. But we learned, for instance, that the prison security officer felt it made him understand his problems better. Another type of use was when a student of architecture used the census as a basis for designing a prison for his Masters thesis.

(b) to broaden general understanding about the type of people found in prison. In other words, it provides knowledge for the sake of knowledge - and the need to know is said to be the greatest of all. One must test long-accepted assumptions (myths). Too many answers and statements of belief are based either on outstanding cases and generalisations made therefrom, or on facts noted only because they confirm an existing preconception. For instance, the census enabled us to combat certain general beliefs about the proportion of migrants, and Catholics, within the prison population.

### 2. Awaiting Court Hearing

This research project was built into the prison census. The 213 prisoners who were awaiting court hearing in prison on the night of the census were followed up.

The findings of the survey were published in the June, 1972 issue of the 'Australia and New Zealand Journal of Criminology'. The more significant points made were that:-

(a) only one in twenty were found not guilty at their trial

(b) three of the twenty who were subsequently bailed did not present themselves when the court was scheduled to hear their case, and

(c) the length of time spent in prison awaiting court hearing was related to the seriousness of the offence and, therefore, also to the severity of the sentence they received.

It is expected that this information will be taken account of when the relevant act is redrafted.

### 3. Parole Prediction in Victoria

This project was carried out by Mr. D.O. Challinger, who at the time was a research officer with this Department, and was submitted as the thesis for his Master of Arts degree.

In this study people who were released on parole during the year 1968-69 are analysed and then followed up as to whether they had breached parole in the two years after release. From the information thus gathered certain characteristics - such as 'no parole job', 'bad work record', 'previous conviction' and 'previous wardship' - were found to be significant indicators as to whether or not a person eligible for parole would successfully complete a parole period. On the basis of this, a scoring system was devised to predict failure on parole.

The possible use of such a device is being studied by members of the Parole Board.

### PROJECTS BEING FINALISED AT PRESENT

#### 1. Census of youth training centre population on the night 11-12 March, 1972

This census is similar to the one on prison population mentioned above. The only difference is that it contains more detailed information than the prison census.

Its purpose and its potential usefulness, are the same as that of the prison census.

#### 2. Study of absconders from youth training centres

Those youths who were detained in a youth training centre on the night of the above census and who had a history of absconding, were analysed as a separate group. The aim of this study was to establish if it can be determined, at the time of reception in a youth training centre, whether or not a youth is prone to escape or not.

#### 3. People imprisoned in Victoria for murder and manslaughter, 1962-71

This is a major project. Part One covers the total murder and manslaughter situation in Victoria in the ten-year period extending from 1962 to 1971. The rates of homicide, the victims, the rate of clearance, and the results of the committals are analysed. In Part Two, which is the main section of the study, the 174 males and 19 females received in Victorian penal institutions during this same ten-year period convicted either of murder or manslaughter are studied. Their personal characteristics such as age, place of birth, marital status, socio-economic background and previous criminal history are analysed; and so are their relationship to



their victim, their motives, and the methods they used. In addition, the locality, the place and the time of the offence, are shown; also the time-span between offence and conviction, and the sentences they received are given.

#### PROJECTS TO BE STARTED

1. 'Census of prison population in Victoria on the night 27-28 October, 1973'

This census is a repeat of the 1970 census. The only additional question asked will be "Age when left school".

2. A survey to ascertain how many people awaiting court hearing in Victorian prisons would be entitled to be released on their own recognisance if Victorian courts were to implement a scoring system on similar lines to that developed by the Vera Institute of Justice in the United States. It was initiated as the Manhattan Bail Scheme in 1961 and, since 1964, many other United States jurisdictions have adopted it.

It works on the assumption that people who have real roots in the community are less likely to 'jump bail' as those who have not. Accordingly points are given for good family ties, good employment history, time or residence at the last address, and points are taken away if the person had a criminal record. If he scores 5 points the magistrate is advised to release the accused on bail.

#### MANPOWER AND FINANCIAL RESOURCES AVAILABLE FOR CRIMINOLOGY RESEARCH

The Research and Statistics Division of the Social Welfare Department has a staff of nine. Besides myself, there are two Research Officers who have relevant university qualifications. Four administrative officers produce the standard statistical information required for the Annual Report, the Victorian Year Book, for the Child Welfare Statistics in Australia and New Zealand. They also maintain tables showing weekly changes in institutional population and, whenever necessary, assist in research projects. In addition, there is a junior, who looks after the Research Library attached to the Division, and a typist.

So far all work produced has been by the staff of the Division, but the possibility of finding outside researchers to do some research of interest to the Department is being investigated.

#### DEGREE OF PRIORITY GIVEN TO EACH RESEARCH PROJECT

A Research Committee, under the chairmanship of the Deputy Director-General, meets once a month to discuss research priorities and other matters related to research and statistical activities. These meetings are attended either by the Director, or his delegate, from each Division within the Department.

## METHODOLOGY

Computer facilities are available within the Victorian public service. While computers are regarded as the greatest blessing in statistical work, our Division, in line with the experience of many other agencies, has experienced many delays when computers were used. My opinion is that unless the project involves a great number of cases, or where the same analysis is to be made again and again, it is advisable to devise a manual method of tabulation.

## CO-ORDINATION AND DISSEMINATION OF INFORMATION

Co-operation and co-ordination is certainly necessary. Research is not an activity that can be done in isolation by one person or by a group of persons within an institution. Ideally one study is built on a previous one. Each time one can formulate a better hypothesis and produce a more meaningful result. This is absolutely basic - research is a cumulative effort.

Regarding dissemination a lot can be said - and should be said. But here I would only like to stress that the greatest problem seems to be that researchers like to produce 'learned papers' written in academic language. Unless we learn to produce relatively short and clear summaries of our work, the results will not be digested and implemented by the 'man on the beat'.

In conclusion, I would like to express one thought. It is so obvious that I feel shy to say it. It is: Do not expect that we will come up with any final answers. Just as medical researchers do not envisage that they will eliminate all disease, we will never eliminate all crime. Therefore let us rejoice whenever we make a marginal break-through and thus perhaps bring about a little less suffering.

Paper presented by:  
 B. Hickey,  
 Catholic Family  
 Welfare Bureau, Perth. W.A.

The contribution of the Catholic Family Welfare Bureau to research into criminology would appear to be a minor one, but insofar as it represents a non-statutory body in touch with the day to day lives of families in difficulties, its role, and the role of similar voluntary agencies could be significant.

The information available to the voluntary agency could add social and family dimensions to research.

The Catholic Family Welfare Bureau in Western Australia has, as its name implies, a family orientation. Although it deals with individuals and their problems, most of its work is concerned with social and psychological stresses insofar as they affect the family unit.

It is active in the field of marriage guidance, child guidance, family breakdown, and the placement of children in need of care.

In the area of criminology, the Bureau has closer contact with children's offences than with those committed by adults. It is in a position to see the effects of the legal process on the family and the long-term effects on juveniles of early appearances in court. Some are examined here, especially in relation to first offences.

#### 1. Notification of an offence.

The first reaction of parents on becoming aware that their child has been charged with an offence is typically profound shock. At times they are told by letter, by telephone, or at times by the appearance of the police at the doorstep.

Their shock is usually accompanied by acute embarrassment and to keep it from the neighbours. They are often angry at what they see to be lack of discretion by the police, and frequently fabricate a story to explain away the presence of the police at their door.

#### 2. Before the court hearing.

In the time between the charge being laid and the court appearance they are usually in a state of high anxiety, not knowing what they ought to do. Sometimes they contact one of the voluntary welfare agencies for advice. Mostly they sweat it out.

In Western Australia the officers of the Department for Community Welfare, within which Department the Children's Court is set up, are authorized to act on behalf of the child. An officer is assigned to each case, and is expected to contact the family before the appearance in court. Too often they receive notice of the appearance at the last moment, and it is not uncommon for the officer to fill out what is known as the "Information Report" with the child and its family, ten minutes before the court hearing.

The parents are not informed of their rights, nor advised about representation. This heightens their anxiety. It is a presumption that the child will plead guilty. Almost none plead not guilty, and only a tiny minority is ever legally represented.

In court the Departmental Officer does not conduct a defence. He gives a few background notes about the child.

### 3. The Outcome

W. A. Legislation allows the court to dismiss first offences. This is often done. Very young offenders may appear before a special panel instead of the court.

Frequently the sentence proves to be more severe than a summary sentence, because it is indeterminate. Committal to the Department for Community Welfare is such a sentence which, despite the goals of treatment and rehabilitation, often appears to the offender and his family a harsher punishment than the short sharp sentence.

The stigma of such an indeterminate sentence is not limited to the child. The whole family often has to bear it. Voluntary agencies find they are involved in allaying fears and assisting families to cope with such repercussions.

### 4. Trivial offences.

Once a charge is laid the legal process must take its course.

Often, it has been found, that when a person lays a complaint against a child for a minor offence, such as a broken window, he is not aware that he has laid a formal charge, and, with the usual plea of guilty, is rarely aware of its outcome. We have found that many of these charges would have been withdrawn had those who laid them realized the consequences. In many cases they had nothing more in mind than a desire to get the police to give the child a dressing down.

### 5. Nature of the court.

Families are often confused about the operation of the court, which often has the atmosphere of a headmaster's office, and yet passes legal sentences. Opinion seems divided on whether Children's courts should be more like the panel for young offenders, where the whole family can be involved, or whether these courts should be placed under Crown Law where due process would be observed.

This ambiguity is communicated to families of young offenders, and compounds their confusion and anxiety.

Because voluntary agencies are seen by families of offenders as less threatening than statutory bodies, they are often privy to reactions that are not revealed to others.

For this reason they are well placed to assist in the study of factors that could encourage or prevent the occurrence of crime in society, especially where children are involved. They may well help fill out research conducted by more academic bodies and correction agencies.

Paper presented by:

Mr. P. Prisgrove,  
Senior Research Psychologist,  
Department of Corrections, Western Australia

## RESEARCH IN THE WESTERN AUSTRALIAN DEPARTMENT OF CORRECTIONS

### INTRODUCTION

Early in 1973, the Director of this Department approved the assignment of a number of psychologists to what are functionally full time research duties. This group is known as the Research Section.

### AREAS OF FUNCTION

The first problem to be tackled by the group was the formulation of some explicit statement of its function, in the context of an overall plan for the future development of the section. The group defined for itself in consultation with some other members of the department, five broad areas of function:-

1. To monitor and report on developments in Correctional Research and practice in other Australian States and overseas, and to establish and maintain contact with other correctional research agencies.
2. To carry out research into problems having particular relevance to the functioning of this Department \* to provide a focus for information related to these problems and to promote discussion and awareness of these problems.
3. To provide a research consultant service to people wishing to carry out research in the area of crime and delinquency.
4. To develop a Correctional Research Library and filing system for research documents and materials.
5. To provide such other research services as are required by the Clinical Psychologist in Charge of the Psychology and Research Section.

These broad areas of function are covered by the duties of members of the Research Section in the following way. Each member has one research topic assigned to them, or chosen by them, from each of the first two areas and the psychologist responsible for the section assigns duties from areas 3, 4 and 5, as seems appropriate in view of each member's commitments at the time.

### ANTICIPATED FUTURE DEVELOPMENT

A widely expressed problem in correctional research is its lack of relevance to the more practical aspects of running a correctional system or program. This problem probably has two main roots. Firstly, correctional researchers tend to be research specialists, and are often unaware of the practical, everyday aspects of prison management, and secondly, people involved in the running of a correctional program usually do not have the time or the detachment to take a critical look at the way their program is running or read the research literature relating to their area of concern. It is hoped that the Research Section will counteract this problem in two ways:-

1. People with a research background will be encouraged to bring their research skills to bear on correctional problems, and to prepare research papers reviewing the literature in particular areas and suggesting ways in which the Department

could use these reviews and findings in order to pursue its correctional aims. When a member of the research section becomes particularly interested in a problem area they will be encouraged to place their research in a more practical framework, perhaps by planning an institutional program, or developing a treatment method in an institutional setting. Since these plans must be made in the context of a particular institution, the researcher will need to gain a considerable working knowledge of the institution into which the program or treatment is to be integrated. He will also need to see his plans from the point of view of the Superintendent and Staff of the institution and through discussion with these people will gain further insights into the practical problems of institutional life. This process should overcome to a large extent the first of the two problems mentioned at the beginning of this section. Finally, the researcher at this stage will be encouraged to move out of the research section (perhaps temporarily) in order to be more closely involved with the program that he has designed.

2. As vacancies occur in the Research Section for the reasons described above, it will be possible to invite people working in applied fields within the Department to join the research section for a period, in order to take "time out" from their everyday work in order to read the research literature in their field and to establish whether any improvements can be made in their techniques or programs. This will overcome to a large extent the second problem mentioned at the beginning of this section. In the event that a replacement is required for the person while they are taking this "time out", a member (or members) of the Research Section could fill in for them, thus increasing the Research Sections member's practical understanding of institutional life.

#### TITLES OF CURRENT PROJECTS ( OCTOBER, 1973)

(Names in parentheses indicate research section members currently involved in each project).

Escapes from penal institutions: (J. A. Bell, P. J. Boyes)  
 Escape and related behaviour: A Critical Review (J. A. Bell  
 P. J. Boyes)  
 Methods of evaluating correctional Programs: A Review of the  
 Literature (J. A. Bell)  
 Developing a job performance rating schedule for prison officers  
 (P. B. Prisgrove)  
 Prison officers' perceptions of inmates (P. B. Prisgrove)  
 Work Release study (P. B. Prisgrove)  
 Alcoholism, problem drinking and Corrections (P. Johnson)  
 Initiating a departmental research and information pamphlet  
 (P. Johnson)  
 Validation of the Michigan Alcohol Screening Test (P. Johnson)  
 An examination of the Karnet pre-release information course  
 (P. Johnson)  
 Developing a pre-release program for inmates at Wooroloo Training  
 Centre (P. Johnson)  
 Aborigines in the criminal justice system (M. Martin)  
 Vocational Guidance and correctional assessment (S. Smyth)  
 An index of voluntary organisations in the Perth metropolitan  
 area offering assistance to ex-prisoners (S. Smyth)  
 Job Stability among offenders (S. Smyth)  
 Community attitudes to ex-prisoners (P. B. Prisgrove)  
 Sexual behaviour and the law (S. Smyth)  
 Collection of norms for the Queensland Test (M. Martin)  
 Improving the Department of Corrections annual report (M. Martin)

#### FOUR SUGGESTED AREAS OF INSTITUTE ASSISTANCE

##### Information Clearinghouse

Similar to "National Clearinghouse for Mental Health Information".

Skills and resources co-ordination

Redirection of requests and enquiries.

Referee and Research co-ordination

Central index of current research projects.

Placing "seal of approval" on research projects.

Facilitating contact between researchers

Training sessions

National seminars

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\* For example in view of the relatively high proportion of aborigines in prison in Western Australia, the general problem of "aborigines and the criminal justice system" is of particular relevance in this state.

## INVOLVEMENT OF COMMONWEALTH BUREAU OF CENSUS AND STATISTICS

PAPER PRESENTED BY

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Mr Chairman, Ladies and Gentlemen,

As a representative of the Commonwealth Bureau of Census and Statistics, I welcome this opportunity to make contact with people working in the important social field which is the concern of the criminologist and which is variously known broadly as Law, Order and Public Safety, or Criminal Justice or more restrict- edly as Prevention of Crime and Treatment of Offenders.

I shall hope to give you an idea of the involvement of the Bureau in the provision of statistics that relate to this field, going back a little into the past, explaining the present and speculating a little about the future.

The Bureau is a Commonwealth Agency, and its charter, the Census and Statistics Act, requires it to collect, compile and publish statistics over an unlimited social field. What in practice it does produce is limited by resources and determined by priorities in which those of the Commonwealth tend to predominate.

The idea of a Central Statistical Office responsible for official statistics over all demographic, economic and social fields, predates Federation and after Federation the Government Statisticians or Statists in the States continued to have this role. In 1958, following the Statistics (Arrangements with the States) Act, agreements were entered into between State and Commonwealth Governments whereby the Commonwealth became responsible substantially for financing the State statistical systems, and for operating them as part of an integrated Commonwealth-State Statistical Service.

The existence of an integrated organisation does not in itself guarantee uniform statistics. In many fields State interests and requirements which arise out of different administrative arrangements are predominant and have to be catered for, and in these fields progress towards uniformity has to be won step by step.

Resources devoted to statistics in the first decade following integration have been substantially increased, but demands have also increased in all fields and resources available for development of social statistics have been too scarce to permit the requirements in social fields to be adequately met.

What are the statistics that are relevant to the Prevention of Crime and Treatment of Offenders field? I shall have something to say on statistics of crime reported to the police, activities of magistrates courts, activities of higher courts, statistics of prisons and of public expenditures on law, order and public safety, because these are the headings under which the Bureau is already publishing figures. However, there are further headings of child welfare, children's courts and juvenile delinquency, of probation and parole, and of victimisation; these are areas which call for statistical development. They may emerge as separate headings, or they may be subsumed under the older ones.



Before giving examples of Bureau statistics under these heads I should like to make a few general remarks about official statistics of the kind the Bureau publishes. Some of these generalities may be made specific in relation to the later statistics.

The statistics, which of course it costs much to produce, have to be justified by their usefulness and this justification will be effective when the demands from users are effectively channelled. Two points that are important here are that the statistis have many users, some more influential than others and that some organisation of users may be needed in order to make their requests effective. The second point is that until the statistics are available their uses cannot be properly known. In the matter of statistics supply often creates demand, the fact that data are available leading to uses being found for them. Also, of course, the fact that some data are available and have been found useful leads to realistic suggestions for their improvement and adaptation to further uses.

In this connection the establishment of the Institute as an expert and influential user of statistics will be a powerful factor in future development.

The uses of statistics have often been classified by statisticians. One common term applied is "descriptive". Its use is based on the observation that statistics, in giving numerical information about a phenomenon or activity, give an added dimension to its description. Numbers and kinds of offences committed, and numbers and kinds of persons dealt with by the courts are in this category.

A more ambitious use of statistics is "analytical". This is the result that can be obtained by turning numbers into rates so that, for example, the features of two different situations can be compared.

A third and still more ambitious use is "predictive". This is a use which leads in the hands of experts to forecasts of what may be expected. Such forecasts are needed even in annual budgeting. For more long-term planning they are equally needed, but have greatly increased difficulty and uncertainty.

The "predictive" use is perhaps just another way of saying that statistics are used for planning so that we now very commonly have the terms "statistics for planners" and "statistics for decision makers" and it is these people who often have the greatest influence in demanding new collections. Allied to the use for planning is another important use for "programme evaluation" i.e. to monitor progress in the execution of specific government programmes or policies or in the social situation which these programmes are designed to influence.

Statistics are of course used for management. The official statistics are helpful to an individual manager in that the performance of his business or institution can be seen against the total picture. However, considerations of confidentiality usually preclude publication of statistics which enable comparisons to be made between individual management units.

Statistics are also used for research. The researcher, academic or official, by examining the statistics, will expect to find clues to areas in which research is needed and may even arrive at some hitherto unrealised conclusions from the statistics themselves. More detailed analysis of the statistics may help him, but his research will usually take him into greater depth than the statistics can hope to cover.

Official statistical systems are complex and slow to develop, particularly in fields where many agencies are involved. Hence there is a tendency to work primarily on continuing rather than ad hoc statistical collections. There is a clash of interests here because sometimes the most powerful users want statistics ad hoc for a particular decision, yet these statistics could not be justified for continuous collection. The most economical way of satisfying all needs may be to have a core of ongoing statistics and a facility to conduct special ad hoc inquiries, using the ongoing system as a basis but making a special extension for the occasion.

In any statistical system there are certain important segments. One such segment concerns concepts, definitions, and classifications. Before data are collected it must be agreed what are the items, what is to be included or excluded, and how the data are to be classified. In effect the statistician will want to know exactly what is to be collected and what is to be done with it. The framework for the statistics has to be predetermined in detail. What he doesn't know, and what the whole system is about, is just how frequently the particular items are going to occur. It is quite essential that these concepts, definitions and classifications should be specified in writing and should be agreed upon and understood by all interested persons whether they are the producers or the users of the statistics.

Another segment is the data collection. This will involve methods whereby the primary data are captured and recorded, whether on special unit report forms, or schedules covering a number of units, or otherwise. It will involve adequate training and preparation of the staff on whom the duty of filling or checking the forms or schedules will fall, giving them an understanding of the need for accuracy and completeness and of the purpose of the exercise.

A third segment is the data processing. In this segment the material on the primary forms is compiled into a shape, usually of statistical tables, where it is now informative to the user. There is a variety of means and techniques of data processing but increasingly they lead at some stage into an electronic computer which carries out the later stages and produces the information as "output".

The fourth segment is the dissemination of the results, whereby these results are made available to the users. Printed publications, be they Departmental Reports or special statistical publications, mimeographed bulletins, photographs of computer output, and even computer tapes may be used for the dissemination. A good system will have in it an enormous amount of information. Means of dissemination need to be flexible enough to enable the often very different requirements of users to be met without being involved in over-bulky publications nor yet great expenditures of time for meeting special requests for information in depth.

I think this is the point at which to quote some words of Sir Leon Radzinowicz in an interview broadcast on 18 September last. He said:

"Crime statistics are a little like a great many other institutions. For instance, we grumble about marriage and yet we do feel that marriage is a good institution because nothing better has been invented. We grumble about criminal statistics. They have many limitations but without criminal statistics there can be no civilised state controlling crime, and indeed this is,

if I may say so, one of the weakest points in the present penal scene of Australia. You have criminal statistics of various States but no ambitious attempt has been made to co-ordinate them to be able to draw conclusions which would be relevant to the experience of the various States and to Australia as a whole".

His remarks about statistics for Australia as a whole could be made about many social statistics at the present time, and particularly about statistics which arise as a by-product of State administrative action. In so far as such statistics have been developed they have been developed principally for State purposes.

It is an interesting thought, though obvious, that in these fields good national statistics require not only good State statistics but uniform State statistics, and that the successful achievement of national totals will automatically yield reliable inter-State comparisons. There is little satisfaction in adding unlike statistics from the States and Territories into a national total.

Within a State, good statistics for that State are a first consideration. Comparability with other States, though interesting and useful at times, is of secondary importance. Nevertheless a drive for uniformity comes when States meet in Conference. From the National point of view, however, the need for uniformity is crucial. No statement can be made about Australia as a whole until sufficient uniformity among all States and Territories has been attained. Equally, to a Commonwealth Authority, inter-State comparability is likely to be of considerable importance. Hence the introduction of a Commonwealth body into the State meetings emphasises the advantage of uniformity. The Commonwealth Statistician has always had such a role but until the role of the Commonwealth Government as a direct user is stressed, as in fact it is now being stressed in a number of social fields, the Commonwealth Statistician has not been able to give the priority to these statistics which might help to accelerate the development of national uniformity.

The development of uniform statistics of serious offences reported to the police, which will be the subject of a later session of this seminar, is an example which may be followed in other areas. The subject was approved at a meeting of Police Commissioners (State, Territory and Commonwealth) which appointed a Statistics Sub-committee on which the Commonwealth Statistician was represented. Uniform concepts, definitions and classifications were drawn up by the Sub-committee, the Statistician being largely responsible, using his network of State offices, for the service work of compiling and finally printing the standards. He also provides the vehicle of publication for the Australian total statistics. It is believed that the movement for uniform statistics of serious offences is now thoroughly alive; the key persons in the different States and Territories are in touch with one another and with the Statistician and future progress, as resources permit, seems assured. A repetition of this process in prisons statistics, child welfare statistics and court statistics would be worth working for.

The development of a classification of offences as a common tool for statistics in all States might also be achieved by some similar co-operative activity. The achievement of such a uniform classification has the added complication, however, that not only are six States and two Territories involved but also within each of these areas a number of authorities, police,

prisons and courts need to be persuaded of the value and practicability of using such a classification.

Prior to Federation, State statistics of crime were regularly published. I have not done the research but I feel certain that the Blue Book returns to the British Colonial Office, which were set up in the 1840s, provided for numbers of prisoners to be reported annually, including executions and numbers who died in gaol. When the first Commonwealth Statistician was appointed in 1906 he called a Conference of State Statisticians, including the Statistician of the Colony of New Zealand, and the assembled Conference accepted a large number of forms for the uniform reporting of statistics.

These forms covered, under the heading "Criminal and Legal", size of police force, magistrates courts cases tried and particulars of persons convicted, higher courts cases tried and particulars of persons convicted, and general returns of gaols including particulars of persons in gaol under sentence at the end of the year. The particulars of persons convicted included age, sex, religion, birthplace and offence in the case of convictions, and age, sex, birthplace, religion and education (literacy) of prisoners. A classification of offences was prescribed, with 52 items grouped into the following five classes:

- I Offences against the person
- II Offences against property
- III Forgery and offences against the currency
- IV Offences against good order
- V Offences not included in preceding classes.

Years later, in 1928, the Conference was concerned at the lack of uniformity in the returns and agreed that each State should furnish a detailed statement of the methods employed. It also expressed the opinion that the expense involved in compiling statistics in respect of distinct persons (magistrates courts) was greater than was warranted.

The attainment of uniform social statistics between States which have different administrative and institutional arrangements will not be an easy task, and sustained interest and effort would be needed to achieve them. At present, when the statistics show different rates between States it is not reasonable to conclude that these differences reveal underlying differences in social behaviour. They are likely to be caused by differences in the basis of the statistics stemming from differing administrative or institutional arrangements. It must be the aim of uniform statistics to reach a point where the interstate differences revealed by the statistics, over as wide a field as possible, are not affected by such factors. Only then can convincing national appraisals be based on them.

To illustrate the principal statistics on Law and Order now appearing in the Official Year Book I have prepared some diagrams. These are as follows:

#### Selected Crime

1. Offences reported or becoming known to the Police per 100,000 mean population : Australia 1964-1972.
2. State differences in selected offences reported or becoming known to the Police per 100,000 mean population : States and Territories 1964-1972.

Selected Crime (contd)

3. Offences cleared as a percentage of crime reported or becoming known to the Police : Australia 1964-1972.
4. Offences cleared as a percentage of crime reported or becoming known to the Police : Australia 1972.
5. Offenders under 21 years of age as a percentage of total offenders involved in offences cleared by offence : Australia 1972.

Courts

6. Convictions in Magistrates Courts by class of offence per 1,000 mean population : Australia 1967-1972.
7. Convictions in Magistrates Courts by class of offence per 1,000 mean population : States and Territories 1971.
8. Committals from Magistrates Courts to Higher Courts and convictions in Higher Courts, per 1,000 mean population : Australia 1964-1971.
9. Class of offence as a percentage of total convictions in Higher Courts : States and Territories 1971.
10. Number of convictions and number sentenced to imprisonment by Higher Courts per 100,000 mean population : N.S.W. 1968-1972.
11. Males convicted in Higher Courts by age per 100,000 male mean population : N.S.W. 1964-1972.

Prisoners

12. Mid-year number of convicted prisoners per 10,000 mean population : Australia 1964-1971.
13. Mid-year number of convicted prisoners per 10,000 mean population : States and Territories 1971.

Police

14. Mid-year number of Police per 10,000 mean population : Australian 1964-1972.
15. Mid-year number of Police per 10,000 mean population : States and Territories 1972.

Expenditure

16. Current and capital public authority expenditures on law, order and public safety as percentages of total current and capital public authority expenditures : Australia 1964-65 to 1971-72.
17. Current outlay and capital outlay on law, order and public safety as percentages of total current outlay and total capital outlay respectively : States 1971-72.

As I have indicated, and as the very simple nature of the data I have presented will confirm, Bureau activity at the national level in the crime statistics area has been limited. It is not easy therefore for the Bureau to speak with certainty of the next step in improving national crime statistics which

should be taken. The priorities may be expected to become clearer as consultation between the interested parties at the national level increases. There are two matters which may be topical and on which I might say a few words.

The first is the possibility of the victimisation survey. The Bureau conducts quarterly labour force surveys and other occasional ad hoc surveys on a sample of the population. The survey is in effect a small-scale census which, being confined to a sample, is less expensive and less time-consuming in the processing, yet enables many questions about persons, households and families to be answered with reasonable accuracy at the national level. Questions as to whether the household has been broken into, or whether persons have been the victims of assault or of theft, may be considered as supplementary questions at a future survey.

The second is the index of criminals. The keeping of a continuing record of offences by the same offender is at present part of the police systems in at least some States. Access to these records could be a basis of longitudinal studies, which could be statistical in character. In the short term there may also be a case for using these records to improve the current statistics. One use would be to help distinguish first offenders. Another could be to show the total number of individuals who had been dealt with during the year, discounting those who had been dealt with more than once.

I should not want an impression of slow progress in these statistics in Canberra to be interpreted necessarily as slow progress in the individual States. Most States have some progress to report, but I think the most important are the expanded statistics of prisons in New South Wales and the expanded statistics of Higher Criminal Courts and now of Juvenile Courts also in that State. Both prison and higher court statistics are the subject of special statistical bulletins, published annually since 1964 (Prisons) and since 1968 (Higher Courts).

Nor should I omit to mention the paper on Crime Statistics written by our Chairman\* and presented to the seminar on social statistics of the Australian Statistical Society in August last. This paper reviews the present availability and points to four areas where criminologists would welcome further statistical development. These were victimisation surveys, statistics of characteristics of offenders, statistics of the functioning of agencies and finally process profiles and statistical biographies for samples of individual cases for selected crimes.

\* Dr R.G. Cushing, Australian National University.

TABLE 1: OFFENCES REPORTED OR BECOMING KNOWN TO THE POLICE: AUSTRALIA 1964 to 1972  
(Rate per 100,000 population)

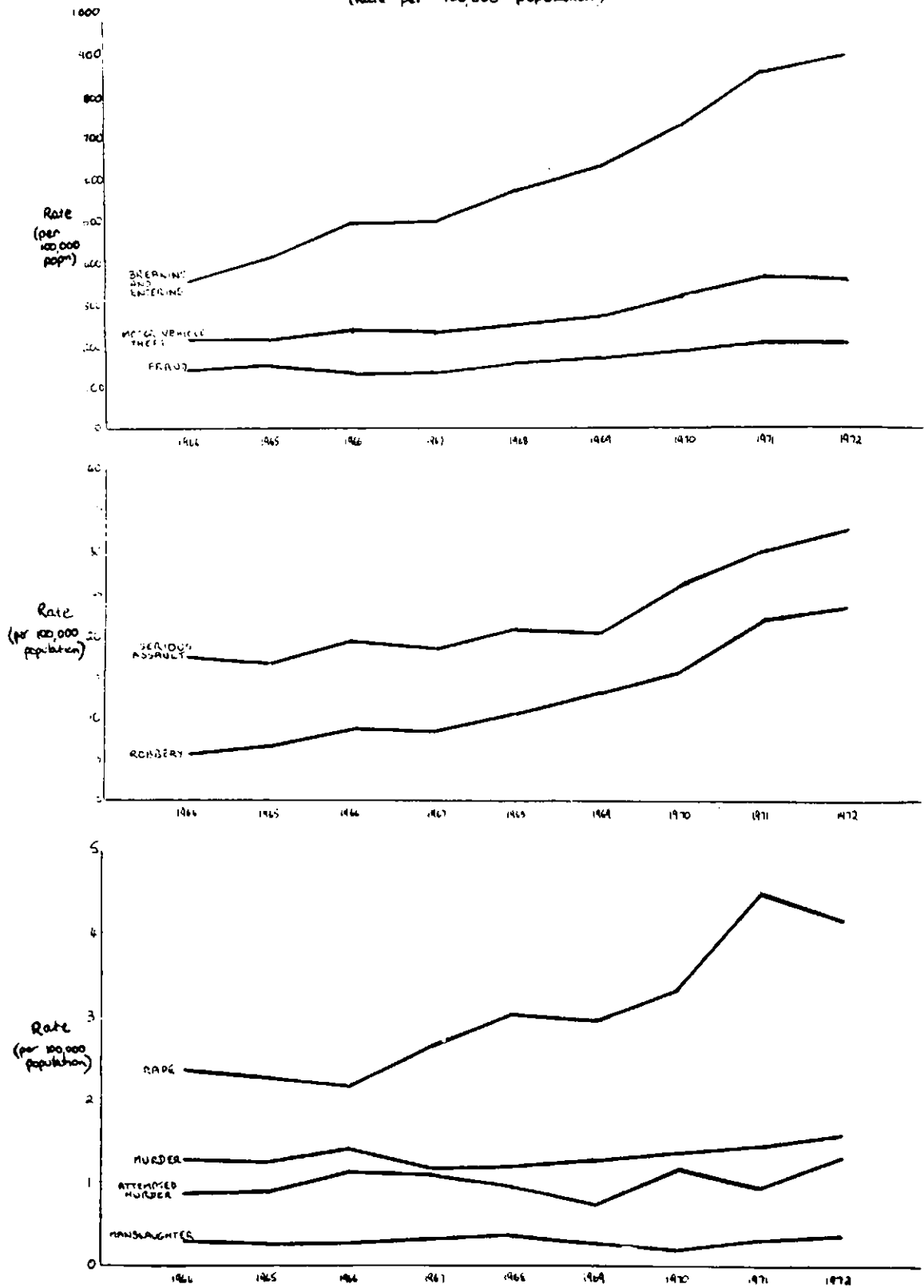


TABLE 2: MAJOR STATE DIFFERENCES IN SELECTED OFFENCES REPORTED OR BECOMING KNOWN TO THE POLICE: 1964-1972

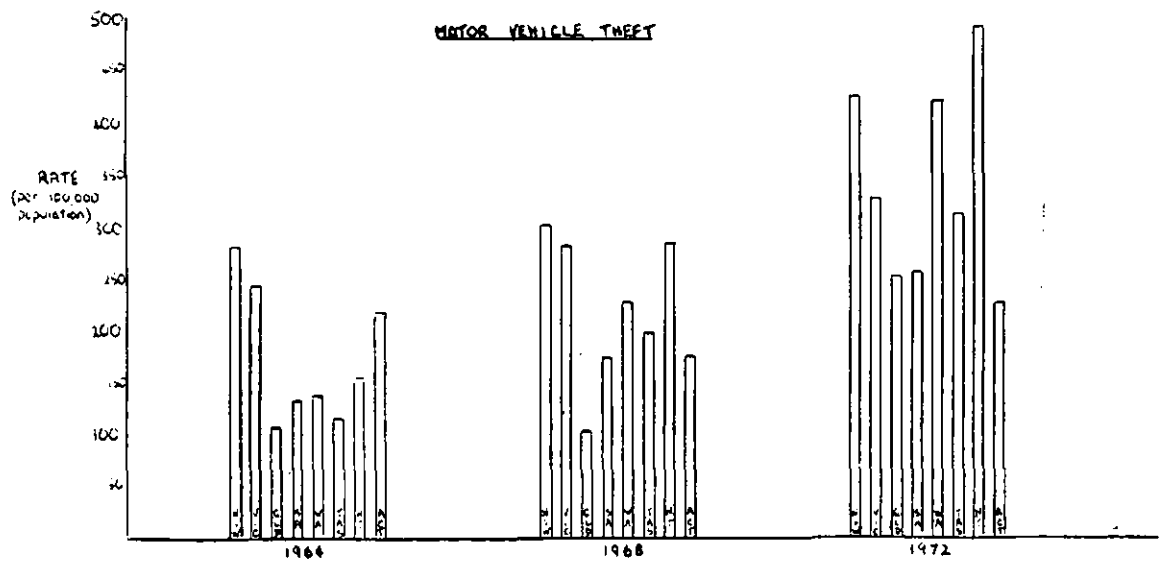
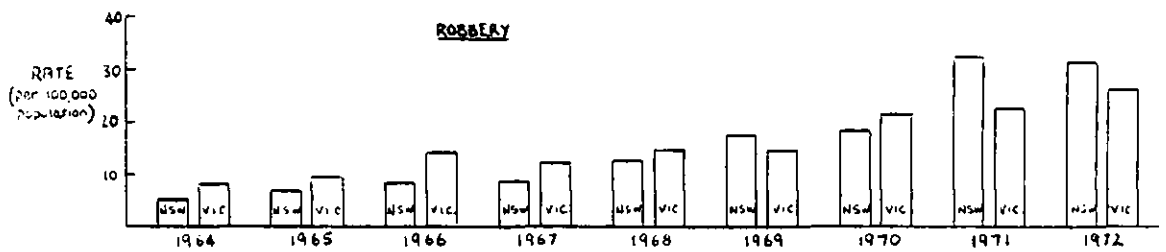
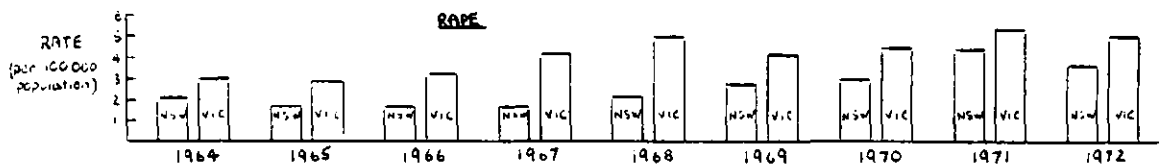
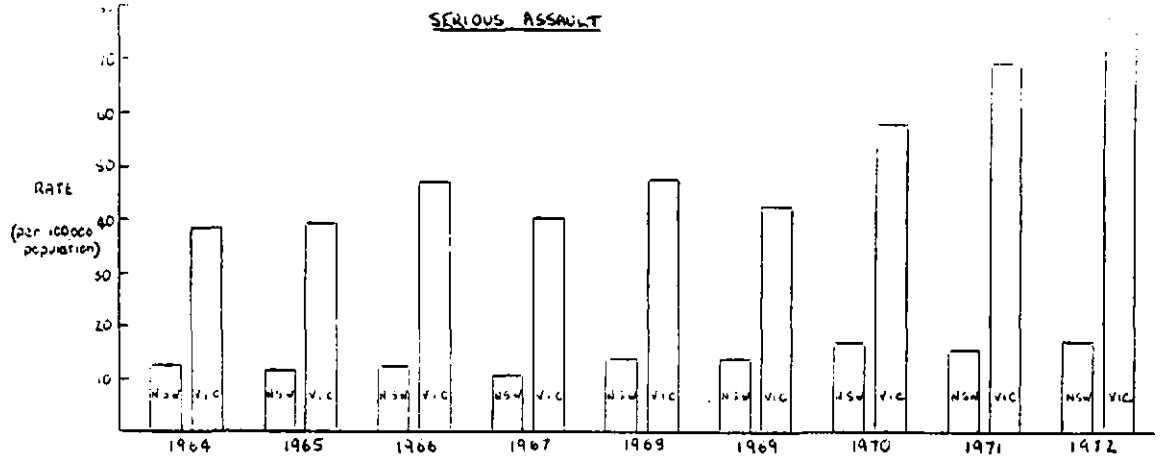




TABLE 3: OFFENCES CLEARED AS A PERCENTAGE OF CRIME REPORTED OR BECOMING KNOWN TO THE POLICE: AUSTRALIA 1964-1972

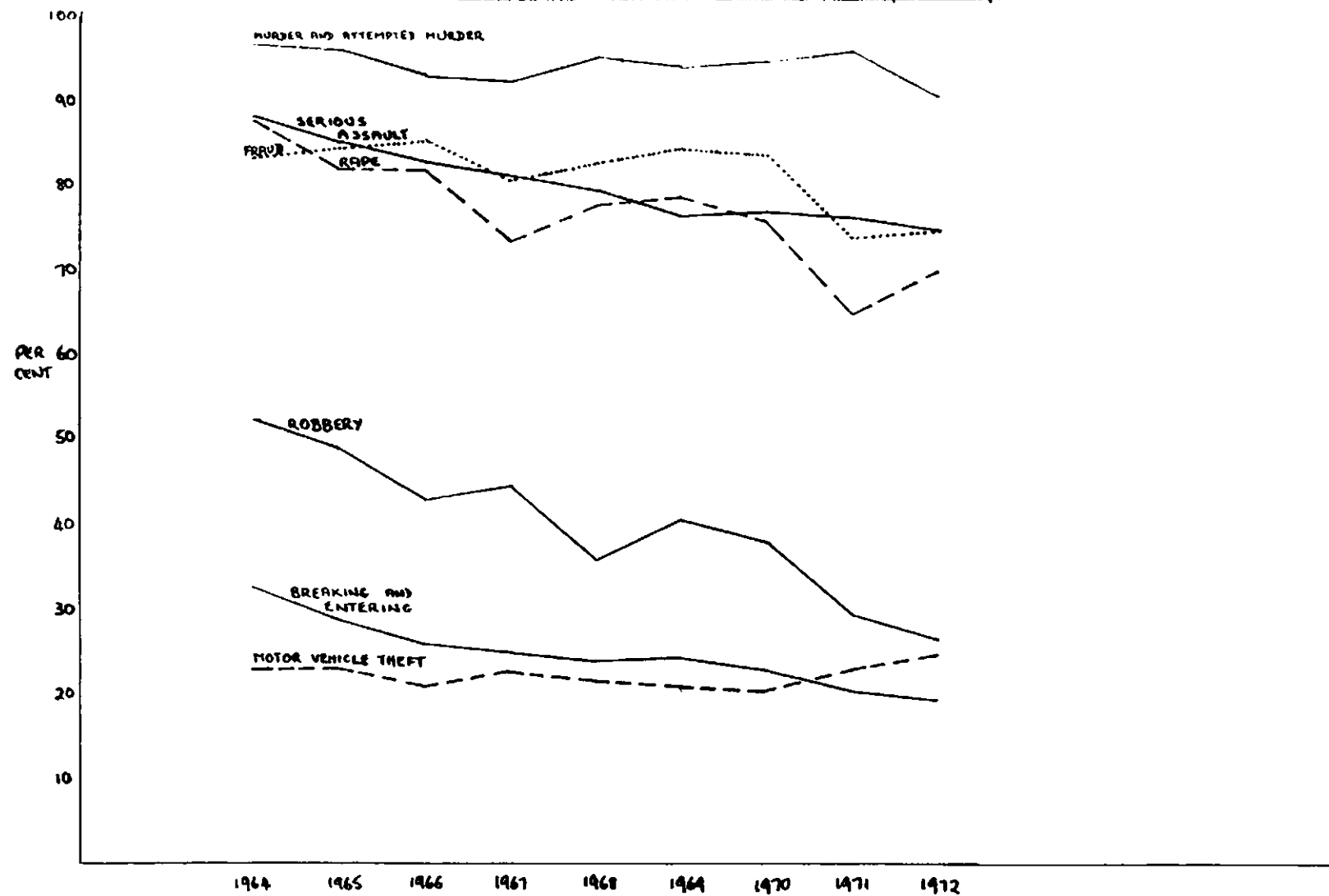


TABLE 4 : OFFENCES CLEARED AS A PERCENTAGE OF CRIME REPORTED OR BECOMING KNOWN TO THE POLICE : AUSTRALIA 1972

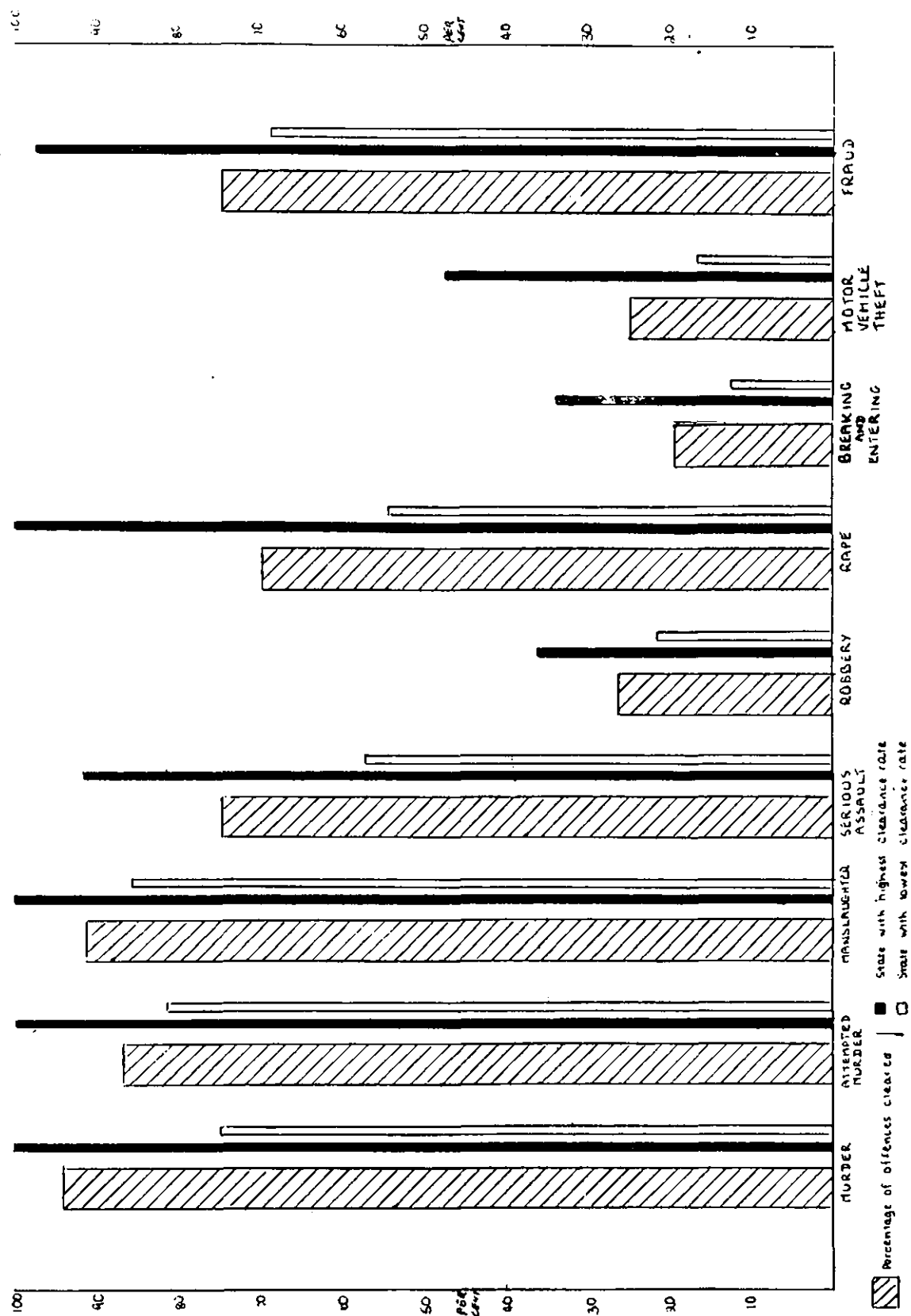


TABLE 5: OFFENDERS UNDER 21 YEARS OF AGE AS A PERCENTAGE OF TOTAL OFFENDERS INVOLVED IN OFFENCES CLEARED: AUSTRALIA, 1972

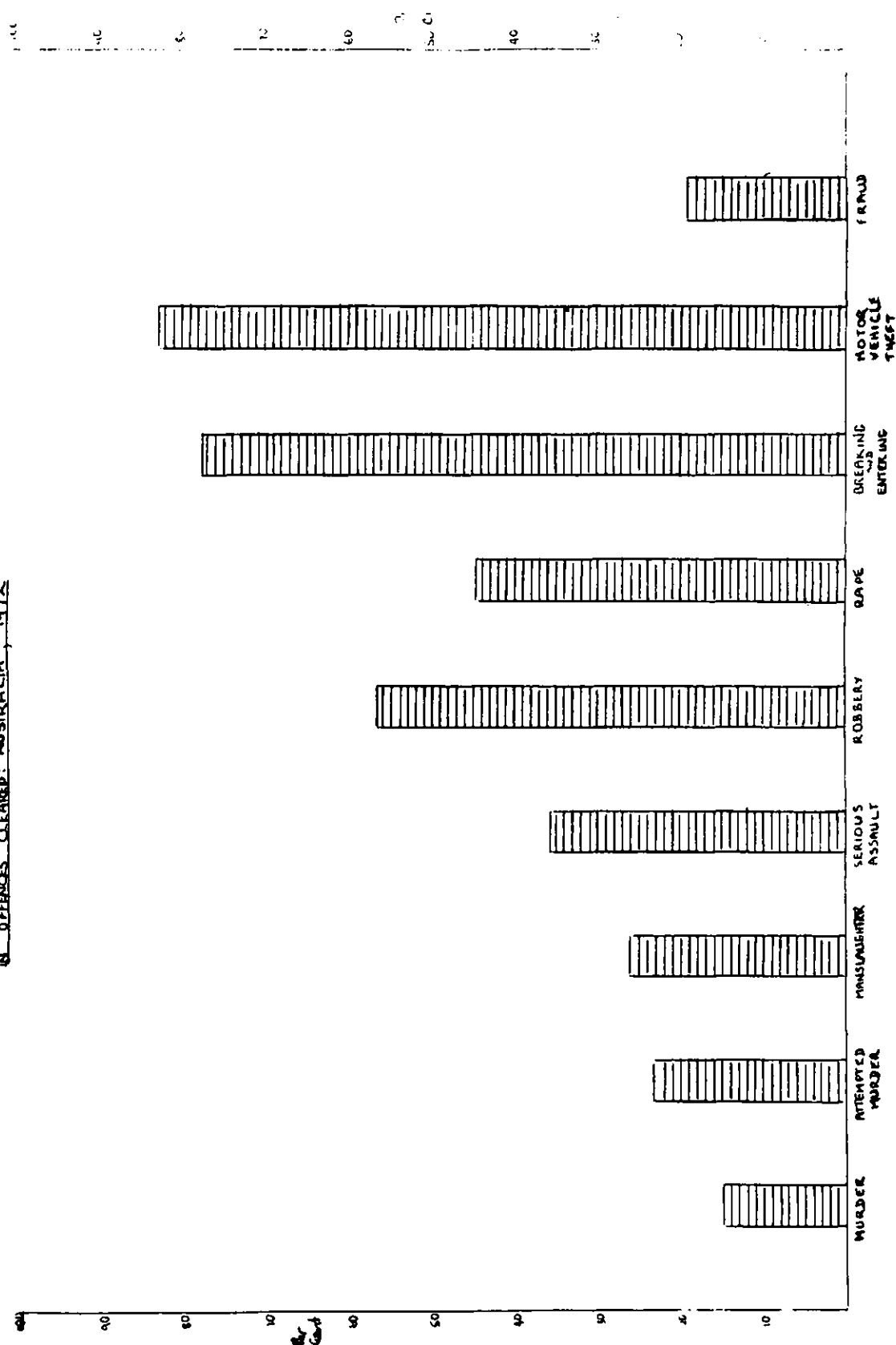
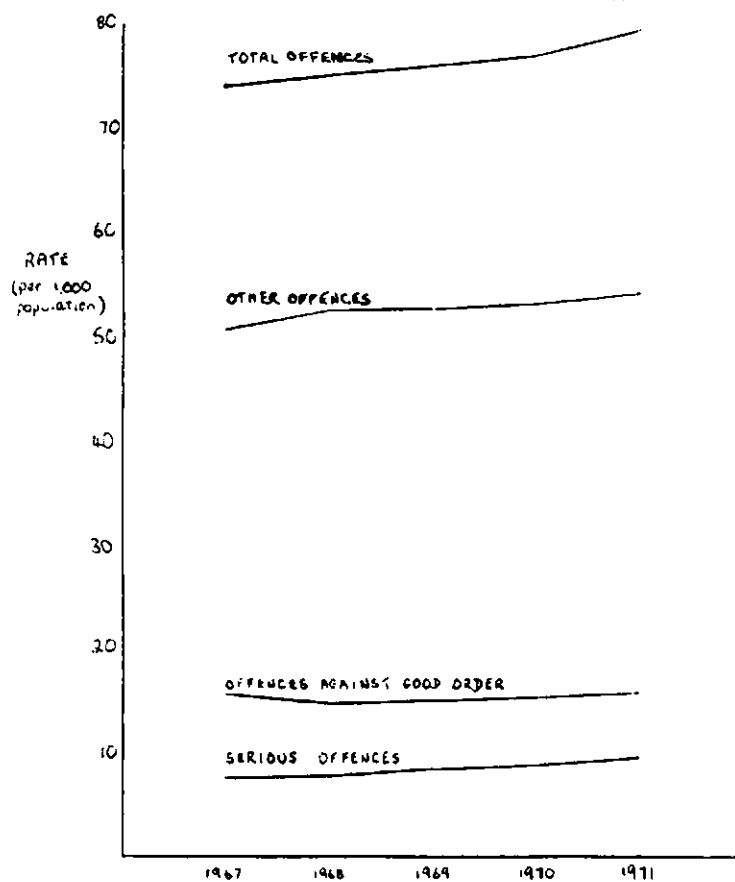


TABLE 6: CONVICTIONS IN MAGISTRATES COURTS BY OFFENCE  
AUSTRALIA: 1967-1971



NOTE: SERIOUS OFFENCES INCLUDE OFFENCES AGAINST THE PERSON, PROPERTY AND FORGERY AND OFFENCES AGAINST THE CURRENCY.

TABLE 7: CONVICTIONS IN MAGISTRATES COURTS BY CLASS OF OFFENCE  
STATES AND TERRITORIES: 1971  
(RATE PER 1,000 POPULATION)

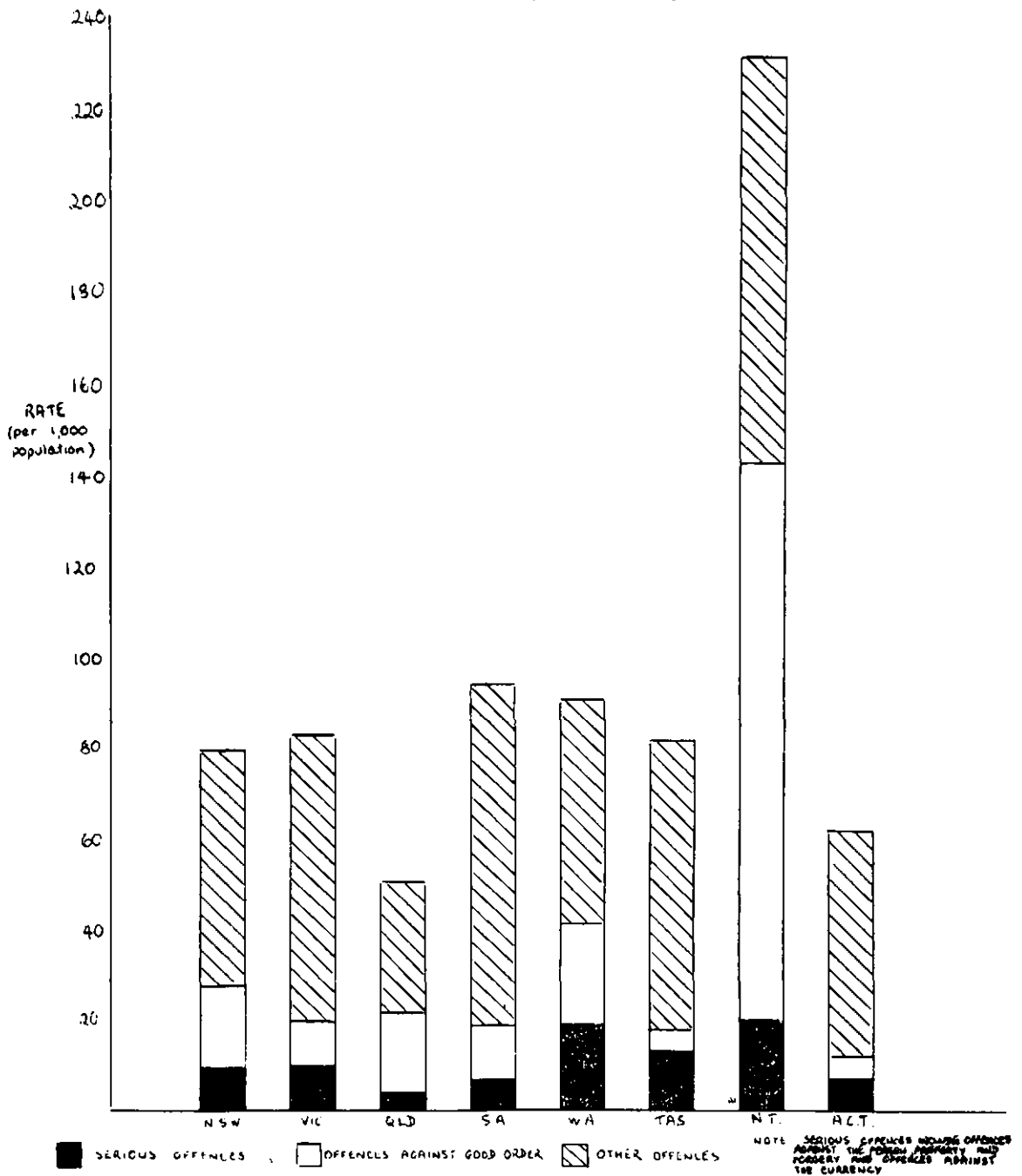


TABLE 8: COMMITTEES IN MAGISTRATES COURTS TO HIGHER COURTS AND  
CONVICTIONS IN HIGHER COURTS: AUSTRALIA, 1964-71  
(RATE PER 10,000 POPULATION)



TABLE 9: CLASS OF OFFENCE AS A  
PERCENTAGE OF TOTAL CONVICTIONS IN HIGHER COURTS  
STATES AND TERRITORIES, 1971

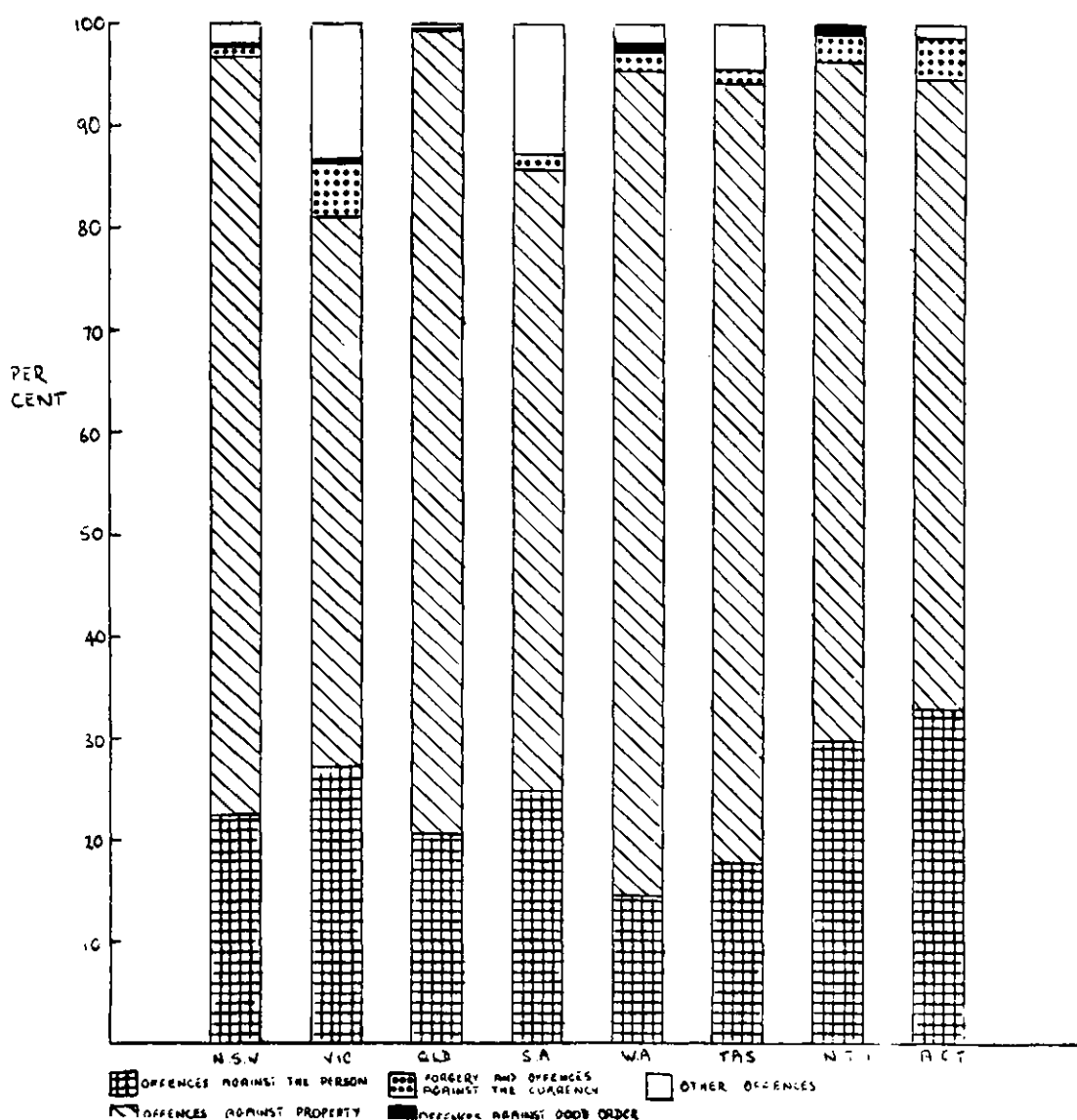


TABLE 10: NUMBER OF CONVICTIONS AND NUMBER IMPRISONED IN  
HIGHER COURTS: U.S.W., 1968-1972  
 (RATE PER 100,000 POPULATION)

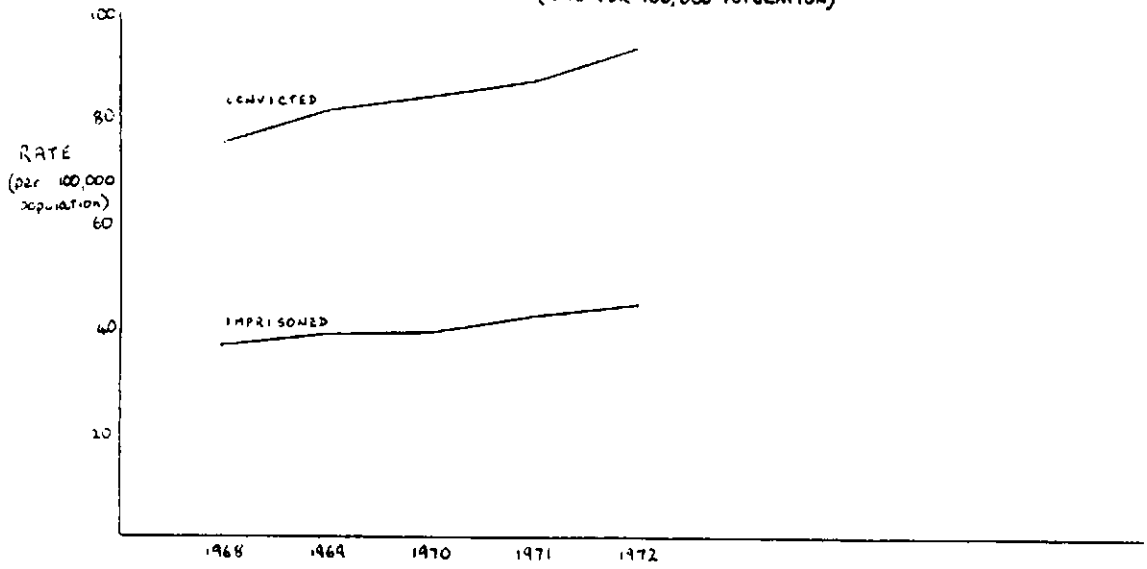


TABLE 11: MALES CONVICTED IN HIGHER COURTS BY AGE: U.S.W., 1972  
 (RATE PER 100,000 MALE POPULATION)

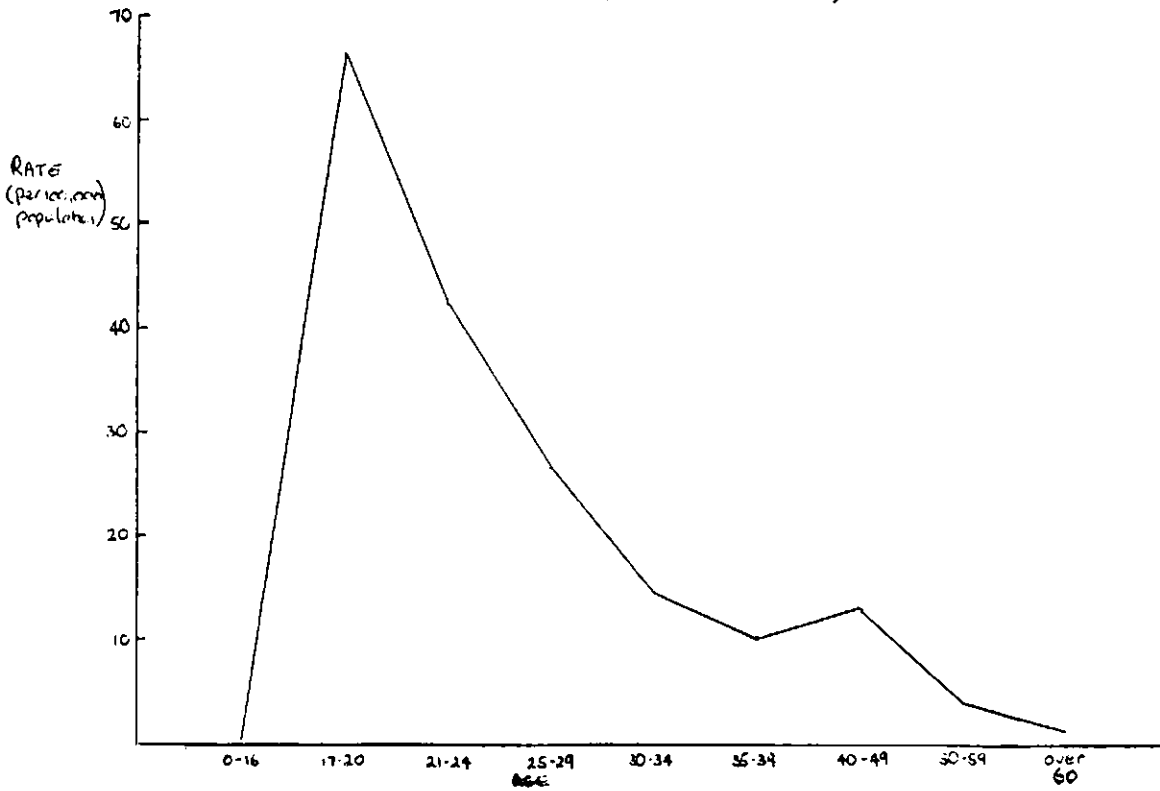
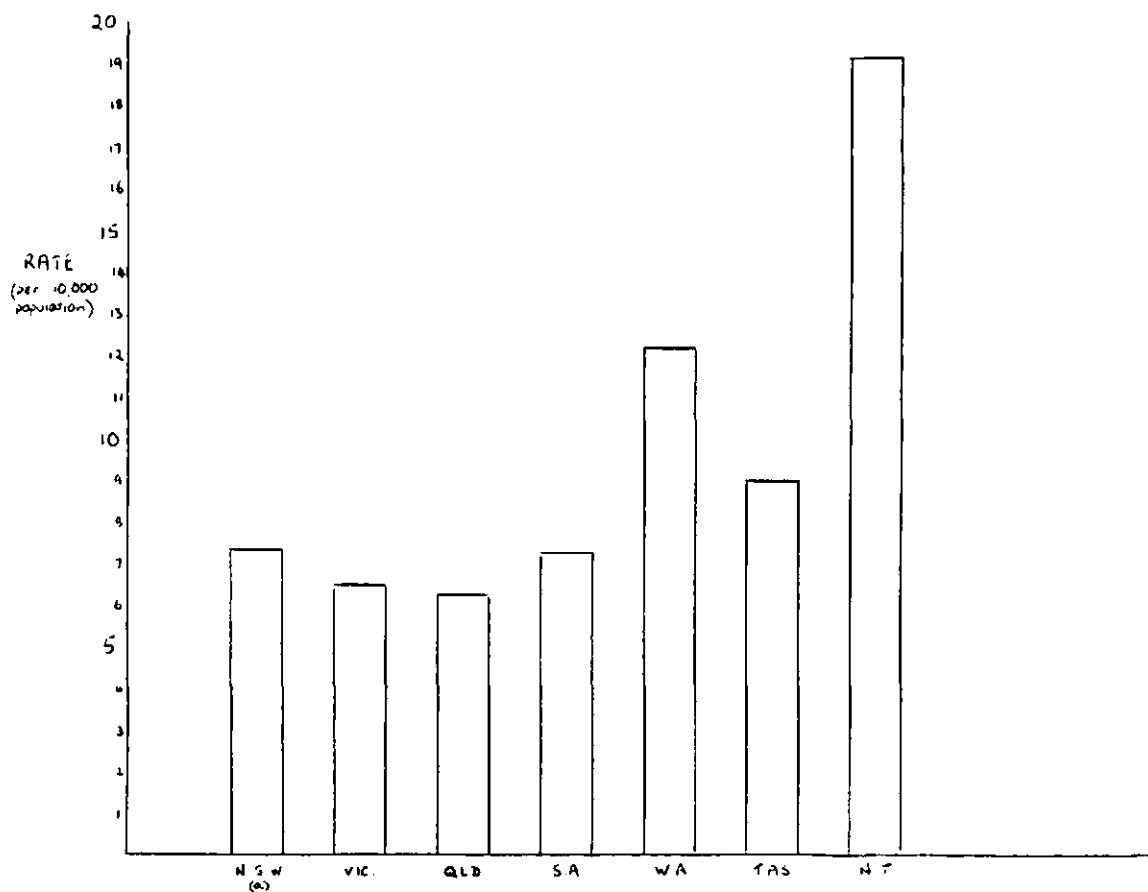


TABLE 12: NUMBER OF CONVICTED PRISONERS: AUSTRALIA 1964-1971  
(RATE PER 10,000 POPULATION)



TABLE 13: NUMBER OF CONVICTED PRISONERS: STATES AND TERRITORIES 1971  
(RATE PER 10,000 POPULATION)



(a) INCLUDES A.C.T. PRISONERS HELD IN N.S.W. PRISONS.



TABLE 14: NUMBER OF POLICE, AUSTRALIA, 1964 TO 1972

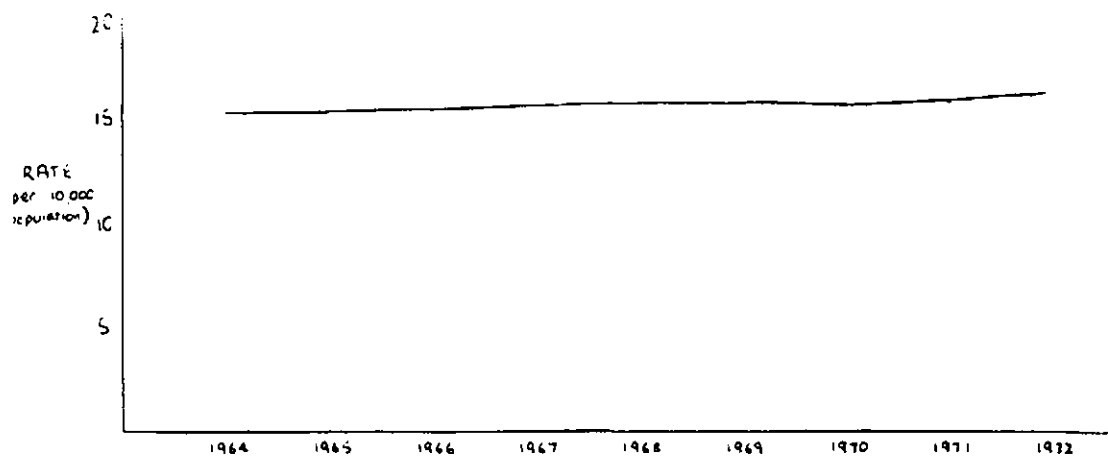


TABLE 15: NUMBER OF POLICE: STATES AND TERRITORIES, 1972

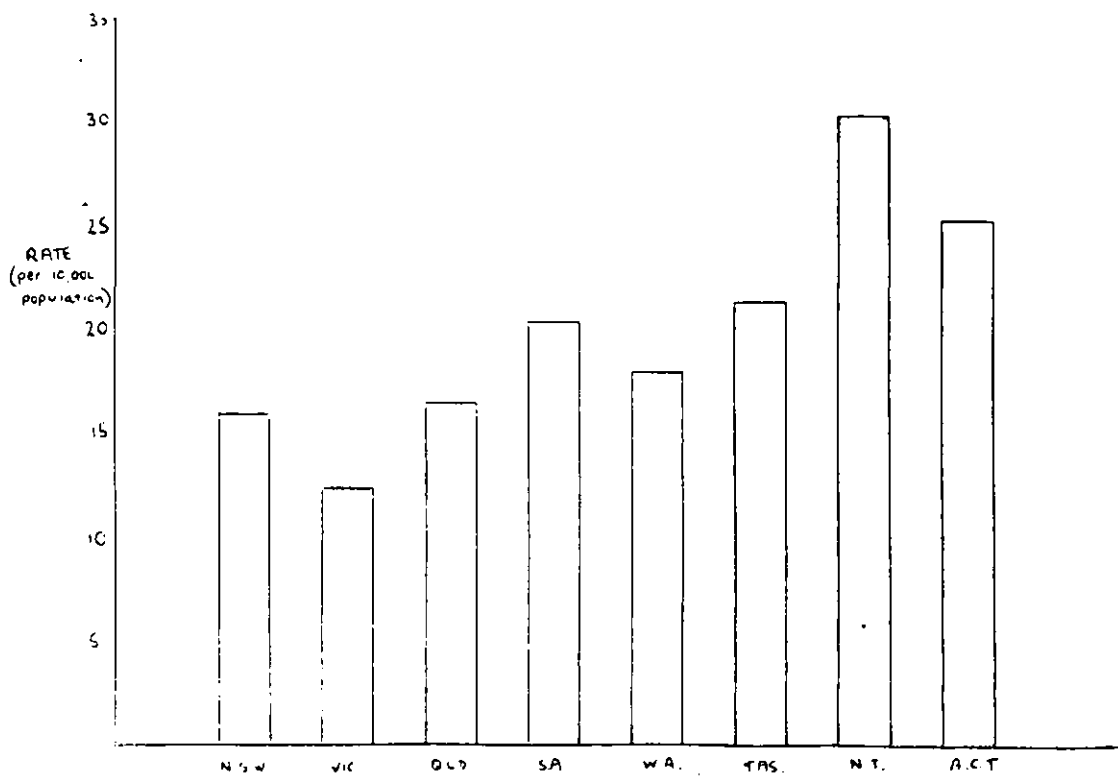


Table 16: CURRENT EXPENDITURE AS A PERCENTAGE OF TOTAL CURRENT EXPENDITURE AND CAPITAL OUTLAY AS A PERCENTAGE OF TOTAL CAPITAL OUTLAY ON LAW, ORDER AND PUBLIC SAFETY - AUSTRALIA  
1964-5 TO 1971-2

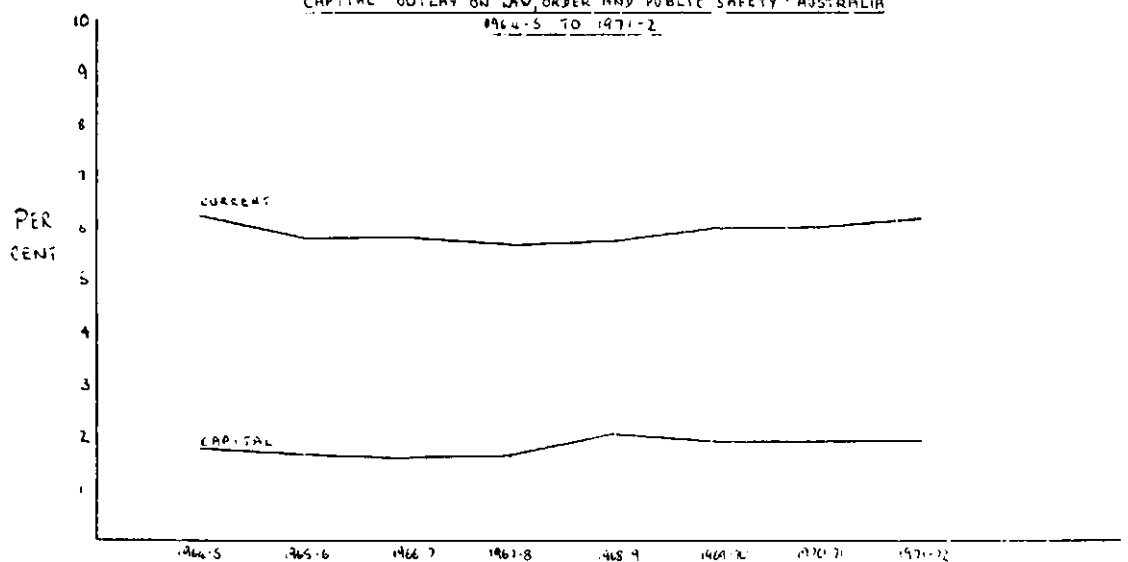
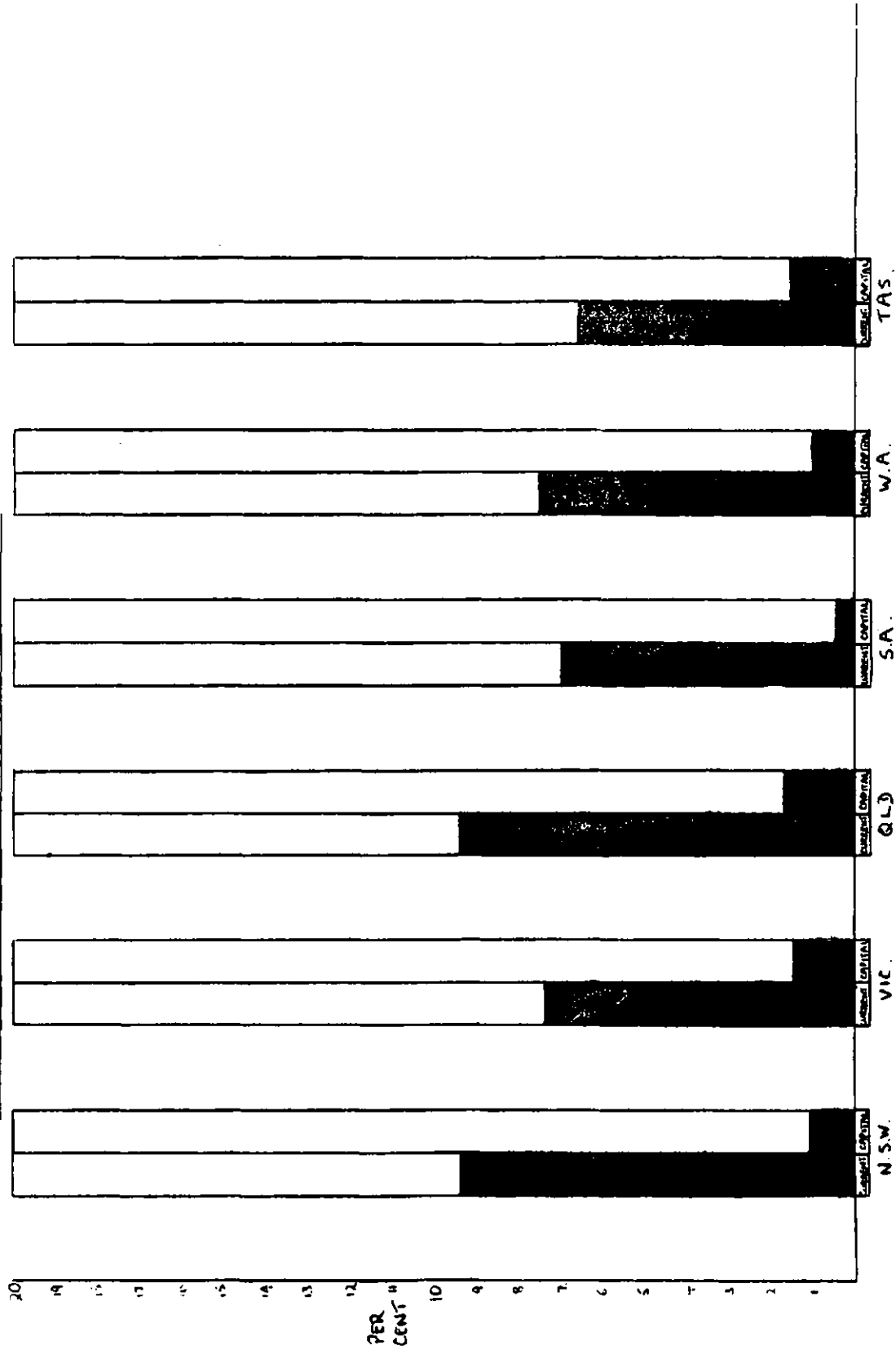


FIGURE 7 CURRENT OUTLAY AND CAPITAL OUTLAY ON LAW ORDER AND PUBLIC SAFETY AS A PERCENTAGE OF TOTAL CURRENT OUTLAY AND CAPITAL OUTLAY STATES 1971-2







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RESEARCH PROJECTS - SOUTH AUSTRALIAN POLICE DEPARTMENT

<u>ITEM</u>	<u>PROJECT</u>	<u>AIMS</u>
1.	Patrol Work Loads.	<p>To quantify mobile patrol work loads in order to:-</p> <ol style="list-style-type: none"> <li>(1) Ascertain where the work was located.</li> <li>(2) Structure patrol areas to evenly distribute work loads, so as to provide capacity for efficiently meeting               <ul style="list-style-type: none"> <li>- radio tasking duties</li> <li>- preventive policing</li> <li>- organisational requirements (non scheduled duties)</li> </ul>               according to time of day and day of week.             </li> <li>(3) To identify work load "action centres".</li> <li>(4) To establish other criteria relative to the structuring of patrol territories.</li> <li>(5) To provide a basis for the methodical staffing of patrol areas.</li> </ol>
2.	Patrol Response Times.	<ol style="list-style-type: none"> <li>(1) To determine criterion affecting capacity of patrols to respond to radio tasking jobs with minimum delay.</li> </ol>
3.	Data Collection Units.	<ol style="list-style-type: none"> <li>(1) To determine the minimum territory necessary to relate meaningful management, command and other statistics, including Criminal Statistics compatible with Police organisational needs.</li> <li>(2) To research the relationship of statistical and organisational areas utilised by other agencies and organisations and particularly to determine the relevancy of Local Government areas to police requirements.</li> </ol>

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REMARKS

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Computer assisted operational research study now completed but updated annually. This study in conjunction with item 2 resulted in the complete abandonment of patrol areas and police station districts, commonly fixed on basis of geographical convenience and the substitution of patrol areas built up from D.C.U.'s. (See 3 below) and assessed work loads in D.C.U.'s. These patrol areas are aggregated into Patrol Sectors giving primary and secondary coverage according to needs with accent on preventive policing. Sectors in turn are aggregated into Police Regions. Adjustments to Patrol areas are made from time to time based on sampled workloads thus keeping workload within capacity of patrols and ensuring time for preventive policing.

Criterion identified which affect patrol response times. It was found that this was not necessarily a corollary of area, but a number of factors. Of primary significance was the manner in which patrol areas were designed or structured. The importance of "action centres" by time of day and day of week was noted, also the relationship of commercial premises and social factors.

Research completed. Police Data Collection Units adopted identical with Census Collectors Districts. These aggregate into patrol areas structured on workloads (see item 1 supra).

Patrol areas aggregate to form Sectors and Regions. The D.C.U.'s are therefore small enough territorially to localise trends etc., but can be aggregated into any police area and it is intended that all police management information and statistics will be related to these D.C.U.'s or larger territory aggregated from these D.C.U.'s according to need, including criminal statistics. A significant feature is the compatibility afforded between police and other statistics, e.g., social, demographic, available from the Bureau of Census and Statistics. The study concluded that Local Government areas have only an incidental relationship to police planning needs. Evidence to this effect was recently given to the current Royal Commission into Local Government boundaries.

<u>ITEM</u>	<u>PROJECT</u>	<u>AIMS</u>
4 .	Police Station Accessibility Study.	<p>To determine:</p> <ol style="list-style-type: none"> <li>(1) Public use of existing Police Stations.</li> <li>(2) Times when used.</li> <li>(3) Purpose for which used.</li> <li>(4) Places and distances from which the public came to use the Police Stations.</li> <li>(5) Means by which public travelled to police stations.</li> <li>(6) Criterion for optimum siting of police stations in metropolitan area for both public and police.</li> </ol>
5 .	Police Station Office Workloads.	<ol style="list-style-type: none"> <li>(1) To ascertain minimum population catchment necessary to justify the establishment of a police office.</li> <li>(2) To provide a rational basis for the deployment of staff in police offices against measured needs.</li> </ol>
6 .	Population Study.	<p>To define within the area defined as Metropolitan Adelaide and individual country police districts:</p> <ol style="list-style-type: none"> <li>(1) Probable population growth.</li> <li>(2) Present and future distribution and age structures.</li> </ol> <p>for the purpose of estimating future police and public needs on a territorial basis.</p>



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REMARKS

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Survey carried out using Town Planning methodology. Survey conducted at area stations simultaneously over sample period. Callers were canvassed re starting point of journey, whether from work or home, whether combined with other business, method of travel etc. Origins were plotted on maps against each station and photographed. It was found in some cases nearer police stations were by-passed in favour of more distant ones. Only 2% of callers used public transport. The influence of roads, (especially clearways and freeways) was identified and also the significance of regional shopping centres and other matters. Only 31% of all callers at Police Stations called on specific police business. This study confirmed the redundancy of many small police stations and these are being phased out. (See also items 5 and 6 below).

Workload measured by type and units of time against callers to office over Survey period in item 4. The global incidence of police office work amounted to 1.18 transactions for 1000 population per day, although this was considerably exceeded in some areas. It was determined that the minimum population required to sustain an economical and productive police office work force over an extended range of hours was 85,000 plus. Results of this study were allied to Project No. 4 above.

The study also identified office work load needs by hour of the day and queuing problems. More effective deployment of office staff has resulted from action taken.

A historical and predictive analysis of populations to identify trends for police planning. This study was related to Project 7 below. A considerable amount was learned of the relationship of population dynamics to police needs and planning, particularly the cyclical effects of populations and social factors such as the change in housing modes related to population densities and hence police workloads. In country areas particularly, the long term development of police installations require choices between localities and some assessment of population trends.

<u>ITEM</u>	<u>PROJECT</u>	<u>AIMS</u>
7.	Land Use Study.	<ol style="list-style-type: none"> <li>(1) To determine the parameters of future urban and other land use within metropolitan Adelaide to assist in identifying future population distribution (See 6 above) and "action centres".</li> <li>(2) To assist in determining optimum siting of police stations and the necessary acquisition of land against future needs.</li> <li>(3) The identification of future constraints or modifying factors relating to police organisation or operational territories, e.g., patrol areas.</li> </ol>
8.	Police Enquiry Branches.	<ol style="list-style-type: none"> <li>(1) To examine the method and locations where this type of activity is conducted.</li> <li>(2) To relieve specialist police from this task.</li> <li>(3) To provide a rational basis against which to relate staff requirements.</li> </ol>
9.	Information and localised police intelligence needs.	<p>To examine methods to:-</p> <ol style="list-style-type: none"> <li>(1) Provide an effective information flow between C.I.B. and uniform Police at a localised level.</li> <li>(2) Provide intelligence at a local level for the effective deployment of police for both command and operational purposes.</li> <li>(3) Provide a link between local operational police and the central crime intelligence units.</li> <li>(4) Provide local records associated with "contact" policing, e.g., key holders register.</li> <li>(5) Reduce time involved in the dissemination of information to uniform Police.</li> <li>(6) Provide a basis of crime and other information against which supervisors might relate the preventive efforts of patrol crews and fixing their daily objectives.</li> </ol>

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REMARKS

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This study examined the probable land use development within Metropolitan Adelaide. It sought to identify residential areas (including re-development) industrial and open space areas. A major part was the probable effect on police operations of planned road and public transportation proposals, including freeways. The analysis involved extensive study of the Planning and Development Act and its implications, zoning proposals and the planning proposals of Service Government Departments as well as developer organisations. This study in conjunction with other studies above gave valuable information re locating police stations and patrol structuring and of social factors impinging upon police planning.

This study dealt with the problem of minor enquiry work, service of summons, etc. At time of this study it had been carried out from each station over Metropolitan area, the staff involved alternating between station office work and enquiry work. A work study was carried out to determine frequency/distribution/time measurement of these duties the solution being to consolidate staff into fewer units confined to this function and assuming responsibility for some of the minor criminal investigation work. The effect of this move was to separate the activities of uniform police into three main streams, i.e., patrol, office and enquiry with staff confined to those functions. This has produced significant advantages.

Recent re-organisation involving the decentralisation of mobile patrols and the expanding of the metropolitan area pointed to a need to examine these areas. Particular emphasis has been placed on preventive policing in Sectors and the development of "contact" policing made possible by improved radio communications (See 10 below).

The solution to these problems has been the provision of Regional Collators and the installation of systems to achieve the stated aims around the Collator.

<u>ITEM</u>	<u>PROJECT</u>	<u>AIMS</u>
10.	Radio Communications.	<p>To examine:</p> <ul style="list-style-type: none"> <li>(1) Present and future radio and other communication needs and options.</li> <li>(2) The future organisational structure and operational requirements against those systems and operations.</li> <li>(3) Means to enable mobile patrolmen to leave vehicles and be in communication with the Police Operations Room in order to increase public contact and preventive policing.</li> <li>(4) Means of achieving direct public to patrolmen contact in small country towns when the police office is not manned at certain hours.</li> </ul>
11.	Aircraft feasibility Study.	<p>To determine:</p> <ul style="list-style-type: none"> <li>(1) Application of aircraft to Police operational needs.</li> </ul>
12.	Breathalyser Study.	<ul style="list-style-type: none"> <li>(1) Effect of changes in legal drinking age related to numbers and ages of persons tested by the Breathalyser.</li> <li>(2) The effects of seasons and the relationship of particular days or days of the week to the incidence of breathalyser tests.</li> </ul>
13.	Manpower Deployment.	<p>To assess:</p> <ul style="list-style-type: none"> <li>(1) Effect of 35 hour working week on Force manpower.</li> <li>(2) Effect of possible 4 day working week.</li> </ul>

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REMARKS

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A total survey has been carried out and extensive re-equipment is in progress. With regard to Aim (3) the use of "talk through" repeater VHF/UHF interface radio equipment has been introduced into Sector Policing enabling patrol crews to leave vehicles and remain in touch individually with the patrol car or Operations Room, through the interface radio equipment within the mobile. With regard to the fourth aim, equipment is being experimented with whereby members of the public telephoning an unattended police station will be connected with the patrol car.

Involved an identification of areas where aircraft might be used and a costing study against the use of surface transport. Result was favourable and a Police Aircraft Section established utilising Police Pilots. Aircraft utilisation now running at 1000 hours annually. Main areas of operation are in far north and west of state. A major use is the carriage of prisoners from these areas and this was commended by the Mitchell Committee on Law Reform obviating as it does very long and fatiguing journeys for prisoners.

Since late 1968 the legal age for the consumption of liquor has been varied from 21 to 20 years and again from 20 to 18 years on 15.4.71.

Proceeding.

<u>ITEM</u>	<u>PROJECT</u>	<u>AIMS</u>
14.	Computer Crimes.	(1) To identify probable types of computer crimes which may face police and society. (2) To develop strategies and tactics to assist in preventing. (3) To identify training needs for investigative police to cope with such crimes.
15.	Women Police.	(1) Future role of Women Police.
16.	Recruitment Selection Training Survey.	(1) To examine whole of these areas.
17.	Vocational Health Study of Police.	(1) To determine vocational relationship to health of Police Officers at different age levels and in varying police roles. (2) Develop means of maintaining and improving health of police.

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REMARKS

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Proceeding. A.D.P. Staff, Crime Prevention and Fraud Squads combining in this research. At preliminary stage but it is hoped the study will enable Crime Prevention Squad to advise computer users on preventive security steps.

Proceeding.

Projected manpower requirements have been examined and predictions made for next 10 years to establish recruiting and basic training targets. Recruit Selection procedures have been under scrutiny with the aim of developing more effective tests. More emphasis is likely to be placed on psychological testing when the validity of different tests are established and this type of testing is likely to be extended to selections for various postings and promotions within the Service. In training, the need for an extension of training in the social science areas has been examined and accepted along with a total review of the 3 year Cadet Training Programme and In Service Training. The question of Police Education of a tertiary nature is currently being studied and also that of Lateral entry. Although South Australia has by far the quickest promotion to Commissioned Rank of all States and a promotion system not based on seniority, means are being examined to accelerate promotion of competent people.

The police vocation is increasingly being accepted as a stress occupation but one demanding a high level of individual fitness. This study in a very early stage is to be carried out in conjunction with the Institute for Fitness Research and Training, Adelaide.

<u>ITEM</u>	<u>PROJECT</u>	<u>AIMS</u>
18.	A.D.P. Section Research	<p>Computer programmes involving research for:-</p> <ul style="list-style-type: none"> <li>(1) Payroll</li> <li>(2) Vehicle management.</li> <li>(3) Job Control - Management Services.</li> <li>(4) Crime Statistics.</li> <li>(5) Management Command and Operational Information requirements.</li> <li>(6) Patrol Workload.</li> </ul>
19.	Police Cadet Training.	<ul style="list-style-type: none"> <li>(1) To determine effect of this training programme upon Cadets and efficacy of the training.</li> </ul>
20.	Crime Sericusness Scale.	<ul style="list-style-type: none"> <li>(1) To obtain a valid quantitative measurement of crime to assess police effectiveness and to afford a basis for priority of staff depolyment.</li> </ul>



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REMARKS

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Payroll. A continuing programme of enhancement and extension.

Vehicle Management. A system to optimise the control and replacement of Departmental vehicles.

Job Control. A system for use by Management Services personnel to control projects by man hours and costs.

Crime Statistics. A system to report Criminal Statistics.

Force Information. A project to identify the long term needs of the Department with respect to the total information flow and its applicability to A.D.P. techniques.

Patrol Workload. A small project to update existing programmes to facilitate their continued use.

A long term examination of the effects of the 3 year training course on Cadets at the Police Academy, Fort Largs. Survey being carried out by staff members and students of the South Australian Institute of Technology.

In assessing the value of police operations and effectiveness or for determining priorities in the deployment of staff there is little value in simply counting the number of crimes for a particular territory. Crimes differ in seriousness and in obtaining a valid quantitative measurement, there is some value in applying a weighted seriousness factor as pointed out by Sellin and Wolfgang. This project was undertaken to determine the relative seriousness of crimes in the South Australian setting. For methodology, see article by Dr. M. A. Colston, in Australian Police Journal, April, 1973.

Paper presented by:

Dr. M.A. Colson,  
Officer-in-Charge,  
Planning and Research Section,  
Queensland Police Department.

## RESEARCH RESOURCES AND PROGRAMMES IN QUEENSLAND

### Introduction

The theme for this session is "Research Resources and Programmes in Queensland". As I am a representative of the Queensland Police Department, I should therefore adopt the "sub-theme" of "Research Resources and Programmes in the Queensland Police Department".

This may appear to be an uncomplicated task. Before I speak about research resources and programmes, however, I would like to make some mention about the theme for the conference. This theme is "Australian Crime Prevention and Treatment. Research Resources and Needs - An Exercise in Co-ordination".

The question to be raised at this point is what part should a Police Department play in crime prevention and treatment. Certainly, we should all be concerned with treatment. I have doubts, however, whether a Police Department should actively participate in a treatment role.

Nevertheless, crime prevention is undoubtedly an area in which a Police Department should participate quite vigorously. Police forces are often associated with law enforcement, but I consider that they have other duties which should be afforded a greater priority than enforcement. Two of these, for example, are the prevention of crime and the protection of life and property.

### Crime Prevention

There is little that I can report to the conference in relation to crime prevention. Certainly the research which has been carried out in this field within the Queensland Police Department is almost non-existent.

All that I am able to mention is that the Department does have a Crime Prevention Bureau. Its staff is limited, however. At the present it consists of two officers only. Because of this, of course, the major burden of crime prevention falls upon individual officers of the force.

#### Queensland Police Department Planning and Research Section

In 1971 a Planning and Research Section was established within the Queensland Police Department. The observer may therefore be excused for thinking that research of a significant level has been undertaken in that section.

Somewhat unfortunately, this has not happened. I say "somewhat unfortunately" rather than simply "unfortunately" quite deliberately. The reason for this becomes evident shortly. The Planning and Research Section functions effectively but the principal direction in which its efforts are guided is not one of scientifically based research.

The main field of activity within the Planning and Research Section is that of organization and methods studies. There have probably been two reasons for this. The first and main reason is that there is a real need for organization and methods studies within the Queensland Police Department. The Department came into being in 1864 and little has been done since then to assess the organizations and methods which have developed. In carrying out methods studies, therefore, an attempt is being made to use the Department's resources in the most efficient manner.

Herein lies the reason for my previous comment of "somewhat unfortunately". I consider that the work being carried out by methods staff is fulfilling a definite need of the Department. The Queensland Police Department, like all Departments, however, has a finite budget. Therefore any resources channelled into methods studies result in a lesser part of the budget being made available for more scientific aspects of research.

The second reason for the limited amount of research which has flowed from the Planning and Research Section is that because a number of constraints, it has been necessary to select staff in the main from Police Officers. Those police officers who have taken up duty in the Planning and Research Section are quite competent and enthusiastic. They have not been trained in research, however, and it

takes some time for research skills to be developed. A recent move to appoint graduate public servants may change the current emphasis of the section.

The outline organization of the Planning and Research Section is attached. This outline indicates the emphasis placed upon methods studies. The E.D.P. Unit shown in the outline organization is principally engaged in developing computer programs for the analysis of information collected by the section.

With this background knowledge of the Planning and Research Section, therefore, an observer may not be surprised that few research studies of any note have been carried out. Indeed, I consider that only three are worthy of mention. Furthermore, of these, two are direct efforts to improve the administrative efficiency of the Queensland Police Department. These two do not fit into a general field of "Crime Prevention and Treatment" - the theme of this conference. I still think they are worth mentioning because of their general interest to members of Police Departments, many of whom are at this conference.

#### Deployment of Police Station Staff

The basis of the first of these two "in-house" research programmes was to develop a system to deploy the police station staff at the disposal of the Department in an optimum manner. There are frequent requests for police to be stationed in various parts of the State or for additional police to be stationed in existing police stations. These requests come not only from the community; they also come from within the force itself.

Unless one has some measure by which one can determine the relative needs for police in different geographical areas, one is not able to establish with any degree of certainty the priority to be accorded to the requests for staff. Thus such a measure has been developed. Data are now collected on a continuing basis. This not only allows current needs to be assessed. It also ensures that a monitoring device is present to detect possible changing needs.

The method used is not a complex one. It involves collection of information on a range of activities performed by police station staff throughout the State. By weighting those activities according to the time involved in performing them, plus the use of some simple arithmetic, it is possible to determine "fairly reliably" (as my Commissioner says) where the staff we have at our disposal may be deployed.

This concept is by no means a new one. In fact, I leaned heavily upon (but added additional refinements to) research carried out in this field by the South Australian Police Department. This research is well documented (Draper, 1971). The detailed procedures are probably not pertinent here. What is of importance is the fact that interested persons know that this work has been carried out and know where to seek details of it.

My research in this field has not yet been published. I trust that it soon will be; for I consider that the refinements I have introduced give a "quite reliable" rather than "fairly reliable" guide to the way in which police station staff should be deployed.

#### Deployment of Criminal Investigation Branch Staff

The second of what I have termed "in-house" research programmes is still proceeding. In some ways, this programme is similar to the previously mentioned one in that it is also concerned with deployment of staff. In this case, however, the object is to develop a measure to deploy Criminal Investigation Branch (CIB) staff on an equitable basis throughout the State. A different approach from the previously mentioned one is necessary, however, because of the nature of the duties undertaken by CIB staff.

As well, however, this problem has been considered in a way different from that of the Police Station staff. In that study, the method was to determine in which way the existing staff should be deployed. In the CIB study, I am attempting to do two things. The first is to determine the number of Criminal Investigation Branch staff that are required to carry out adequately the investigation of crime in the State. Once this number is assessed, the second aim is to determine how these staff may be best deployed. Again, a system is being developed not only to show current needs, but also to detect variations necessary due to future changes.

Although this research programme has not yet been completed, initial results suggest that it will be successful. Again, I cannot claim originality. My thoughts have been influenced by a similar overseas study (International Association of Chiefs of Police, 1970).

#### Attitudes of Police Cadets

The only other study which I wish to mention is one which has been carried out within the context of the Queensland Police Academy. This Academy accepted its first students in 1971. The

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concept of the Academy is unique within Australia in that in the first two of their three years at the Academy, cadets pursue academic studies. In their third year they undertake professional studies to prepare them as police officers.

It is unlikely that study for three years within a Police Academy would not have some effect on the cognitive development of the student. The academic and police staff undoubtedly have well defined plans on how best this development should be guided.

When the Academy opened, however, the Commissioner decided that a study of this development should be undertaken so that it could be determined if we are achieving our aims at the Academy. I thus began a long-term study which is designed to look at the development of attitudes at the Academy. The study is also designed to investigate whether these attitudes undergo any change after the police cadet graduates and works for some time as a police officer.

Although the study is intended to be a long-term one, some quite interesting results have already emerged. These have, naturally, been passed to the Academy staff. They have also been submitted for publication so that they may soon be available to a wider audience.

#### Conclusion

These therefore are the research resources and programmes in the Queensland Police Department. Undoubtedly they will be disappointing to some because of their rather specialist nature.

Within the Planning and Research Section we are by no means self-satisfied. We are, on the other hand, satisfied that we are making some contributions to the more effective use of our police resources in Queensland. If this allows us to serve society better, we feel that our efforts have been worthwhile.

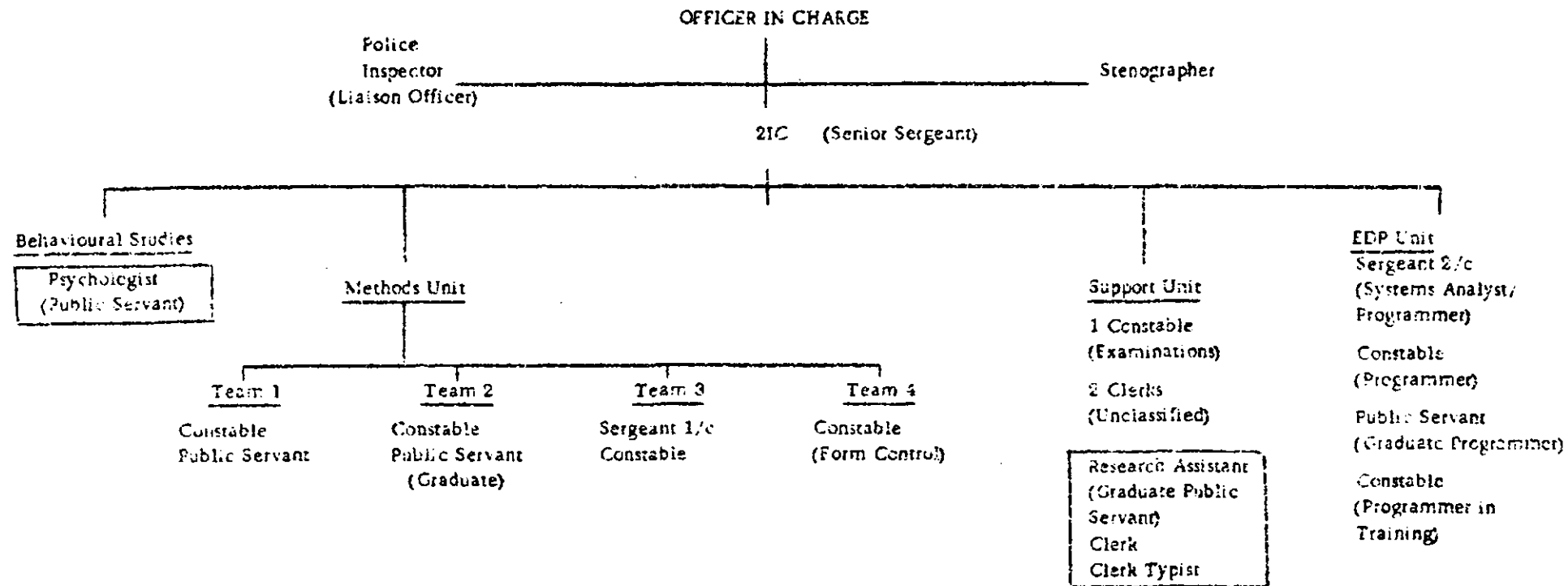
#### References:

Draper, L.D. Report of Planning Operations. Police Department South Australia, 1971.

International Association of Chiefs of Police, Field Operations Division. A survey of the Police Department, Chicago, Illinois. 1970

QUEENSLAND POLICE DEPARTMENT

PLANNING AND RESEARCH SECTION



- Notes:
1. Organization at 1 October 1973.
  2. Those positions boxed are new positions to be filled this financial year.

PAPER FOR PRESENTATION AT

THE AUSTRALIAN INSTITUTE OF CRIMINOLOGY CONFERENCE, CANBERRA.

OCTOBER 16TH - 19TH, 1973.

DELIVERED BY:

K.D. MORRIS, Esq., C.B.E.

PRESIDENT OF THE SOUTH QUEENSLAND PRISONERS'  
AID SOCIETY.

WEDNESDAY, OCTOBER 17, 1973.

SESSION No. 7: "RESEARCH RESOURCES AND PROGRAMMES IN QUEENSLAND"



THE SOUTH QUEENSLAND PRISONERS' AID SOCIETY - WHICH CAME INTO EXISTENCE IN 1963 - CAN JUSTLY CLAIM TO HAVE BEEN RESPONSIBLE FOR A MARKED DECREASE IN RECIDIVISM, THAT IS A RELAPSE TO CRIME, AMONG THE INMATES OF THE FOUR QUEENSLAND JAILS.

THESE ARE:-

BOGGO ROAD SECURITY JAIL	(DAILY AVERAGE OF MALE PRISONERS LAST FINANCIAL YEAR - 617)
WACOL	(DAILY AVERAGE 238).
PALEN CREEK STATE FARM	(DAILY AVERAGE 57)
NUMINBAH STATE FARM	(DAILY AVERAGE 65)

ONE HUNDRED AND THIRTY FIVE PRISONERS WERE RELEASED ON PAROLE IN QUEENSLAND LAST FINANCIAL YEAR. AT JUNE 30 THIS YEAR THERE WERE 144 ON PAROLE AS AGAINST 104 THE PREVIOUS YEAR.

MY SOCIETY IS FINANCED BY A SMALL GRANT FROM THE STATE GOVERNMENT AND BY PUBLIC SUBSCRIPTION.

ITS OBJECT IS TO REHABILITATE PRISONERS, GET THEM BACK TO WORK, AND HAVE THEM RESTORED TO A PLACE IN THE COMMUNITY AS QUICKLY AS POSSIBLE.

I AM SURE THAT IF THE SOCIETY COULD GET ALL THE HELP IT NEEDS TO CARRY OUT ALL ASPECTS OF THE WORK IT WOULD LIKE TO SEE UNDERTAKEN, ABOUT FIFTY PERCENT OF ALL PRISONERS WOULD HAVE THEIR TERMS OF IMPRISONMENT REDUCED BY TWENTY FIVE PERCENT.

IMAGINE THE TREMENDOUS SAVING IN PRISON ADMINISTRATION COSTS RESULTING FROM THIS.

THE BENEFIT WOULD NOT STOP THERE EITHER, FOR A REDUCTION IN PRISON TERMS MUST ALSO TEND TO REDUCE THE CRIME RATE.

WE THEREFORE HAVE TO LOOK TO IMPROVED METHODS OF REHABILITATION. THE CRIME RATE IS INCREASING AT AN ALARMING RATE AND UNLESS SOME REAL EFFORT IS MADE IN THIS DIRECTION, THE COST TO THE NATION WILL BE TREMENDOUS.

THERE IS NO DOUBT IN MY MIND THAT, GENERALLY SPEAKING, THE LONGER PRISONERS ARE IN JAIL THE GREATER IS THE RISK OF THEIR BEING ASSOCIATED WITH HARDY CRIMINALS, BECOMING HARDENED THEMSELVES AND THEREFORE MORE DIFFICULT TO REHABILITATE.

THE ACCENT TODAY SHOULD BE ON REHABILITATION RATHER THAN A HARD AND FAST APPROACH THAT A MAN MUST PAY HIS DEBT TO THE COMMUNITY.

GOOD PRISONERS ARE THOSE WHO TRY TO IMPROVE THEMSELVES, ARE DETERMINED THERE WILL BE NO RELAPSE, AND ARE LIVING FOR THE DAY THEY CAN BE RESTORED AMONG FAMILY AND FRIENDS.

NOTHING LIKE THE AMOUNT OF RESEARCH REQUIRED HAS BEEN CARRIED OUT IN QUEENSLAND INTO CRIME PREVENTION AND TREATMENT OF CRIMINALS. AN EXTENSIVE RESEARCH PROGRAMME IS NEEDED AND IT IS FELT THAT THE AUSTRALIAN INSTITUTE OF CRIMINOLOGY SHOULD MAKE FUNDS AVAILABLE FOR THIS PURPOSE WITH THE STATE GOVERNMENT MATCHING THE AMOUNT.

LAST WEEK, THE QUEENSLAND COMPTROLLER-GENERAL OF PRISONS - MR. S. KERR - EXPRESSED CONCERN ABOUT THE CONTINUING INCREASE IN PRISON POPULATION AND THE FACT THAT MORE PRISONERS ARE INDULGING IN CRIMES OF VIOLENCE AGAINST THE PERSON AND PROPERTY.

HE SAYS THERE HAS BEEN AN ALARMING CHANGE OF ATTITUDE IN MANY YOUNG PRISONERS WHO OPPOSE AUTHORITY WHICH, HE SUGGESTS, CALLS FOR STERN MEASURES IN THE APPROPRIATE CASES.

THERE HAS BEEN AN INCREASING NUMBER OF YOUNG PERSONS IN PRISON WHO HAVE BEEN CONVICTED OF OFFENCES CONCERNING THE POSSESSION AND USE OF DRUGS.

NO DOUBT SOME OF THESE PEOPLE NEED HELP, BUT A GREAT MANY, WHEN INTERVIEWED, ACCEPT THE RISK OF DETECTION AND CONSEQUENCE AND HAVE NO INTENTION OF MENDING THEIR WAYS. THEY REGARD THE PENALTY OF A FINE IN THE NATURE OF A LICENSE FEE.

MR. KERR HAS SUGGESTED THAT UNLESS STERN MEASURES ARE TAKEN, QUEENSLAND WILL BE ON THE THRESHOLD OF A SERIOUS DRUG SITUATION AND WE MIGHT LEARN SOME LESSONS FROM THE EXPERIENCES OF OTHER COUNTRIES BEFORE THE SITUATION IS AGGRAVATED.

HOWEVER, THE AUTHORITIES CLAIM THAT PUBLIC OPINION AGAINST PERSONS WHO COMMIT SERIOUS CRIME APPEARS TO BE HARDENING IN MANY PLACES. PEOPLE ARE BECOMING MORE PREPARED TO PAY THE COST OF CRIMINAL JUSTICE TO KEEP THE REAL CRIMINAL OUT OF THE COMMUNITY FOR THE PROTECTION OF THE PUBLIC AND PROPERTY.

WHILE PRISONS OBVIOUSLY ARE NOT THE ANSWER TO ALL PROBLEMS OF BREACHES OF THE LAW, THERE IS - AND MUST ALWAYS BE - A NEED FOR PRISONS. THE PROGRAMME MUST BE RIGID THOUGH SYMPATHETIC AND WE MUST CREATE IN THE MIND OF THE PRISONER AN AWARENESS THAT REHABILITATION AID IS AT HAND AND THAT HE SHOULD 'MAKE TIME SERVE HIM TO HELP HIMSELF'.

ARGUMENT IS FREQUENTLY PUT FORWARD THAT CRIME IS COMMITTED BECAUSE OF THE HOME ENVIRONMENT OF THE PRISONER. THIS HOWEVER, HAS NOT BEEN PROVED TO BE RIGHT. PRISONERS COME FROM GOOD HOMES AND FROM BAD HOMES AND IT SEEMS TO ME IN MANY CASES THAT THE PARENTS FELT THAT THEY HAD BROUGHT THEIR CHILDREN UP THE RIGHT WAY. PLAINLY, THEY FAILED TO GIVE THE TRAINING REQUIRED AND POSSIBLY, THE CAUSE IS THE GENERATION GAP - WHICH IS SO OBVIOUS TODAY. COMMUNICATION BETWEEN PARENTS AND CHILDREN DOES NOT SEEM TO HAVE THE SAME MEANING OR URGENCY AS IT HAD IN THE PAST.

WE EVEN HAVE THE SPECTACLE OF GIRLS OF 12 AND 13 THINKING IT IS RIGHT TO HAVE INTERCOURSE WITH BOYS. THEY SAY IT IS THE ACCEPTED THING TODAY.

THE WORK IN WHICH THE SOCIETY IS INVOLVED STARTS WHEN THE PRISONERS FIRST ENTER JAIL. WE ENDEAVOUR TO ENSURE THAT A PRISONER HAS AN OPPORTUNITY TO CARRY OUT A TRADE BY CORRESPONDENCE COURSE IF IT CAN BE ARRANGED. IF HE WANTS BOOKS, WE TRY TO MEET HIS NEEDS. ON THE OTHER HAND, IF HE WISHES TO PURSUE A HOBBY, WE PROVIDE MATERIALS FOR HIS NEEDS. THE PRIME OBJECTIVE OF COURSE, BEING TO HAVE EVERY PRISONER INVOLVED IN SOME ACTIVITY.

GENERALLY, WE TRY TO MAKE HIM REALISE THAT, ALTHOUGH HE IS IN PRISON, OUR EFFORTS ARE DIRECTED TO HIS REHABILITATION. WE WANT HIM TO MAKE UP HIS MIND FROM THE BEGINNING THAT HE WILL NOT COMMIT ANOTHER CRIME WHEN HE IS RELEASED.

PERHAPS THIS OVER-SIMPLIFIES OUR ACTIVITIES. THE ACTUAL WORK IN SEEKING TO ACHIEVE OUR OBJECTIVE HOWEVER, EXTENDS INTO MANY FIELDS.

ONE OF THE MAJOR PROBLEMS IS THE YOUNG MAN OF APPROXIMATELY 24 OR 25 YEARS OF AGE WHO IS MARRIED AND HAS A CHILD OR TWO. A DISTINCT HANDICAP FOR HIM IS THE NAGGING WORRY AS TO WHETHER OR NOT HIS WIFE IS REMAINING FAITHFUL TO HIM. THE LONGER HE LANGUISHES IN JAIL, THE MORE HE WORRIES. HE CAN BECOME TREMENDOUSLY BITTER AND THIS OF COURSE, MAKES REHABILITATION MORE DIFFICULT.

THESE FACTORS MUST BE TAKEN INTO CONSIDERATION BY THE AUTHORITIES. A MAN IN THIS SITUATION WHO IS SENT TO JAIL, SHOULD PERHAPS BE CONSIDERED FOR EARLIER RELEASE.

FINDING EMPLOYMENT FOR 'RELEASE TO WORK' OR PAROLED PRISONERS IS ANOTHER MAJOR PART OF THE WORK OF THE SOCIETY.

WE BELIEVE IT IMPORTANT THAT A MAN TAKE A JOB IMMEDIATELY ON RELEASE AND WE FREQUENTLY ARRANGE EMPLOYMENT FOR THEM BEFORE THEY EVEN MAKE APPLICATION FOR PAROLE. THE CHANCES OF BEING GRANTED PAROLE ARE IMPROVED IF HE CAN PRODUCE A LETTER GUARANTEEING THAT HE HAS WORK TO GO TO.

ASSISTANCE IS ALSO GIVEN TO MEN WHO HAVE SERVED THEIR TIME.

THE SOCIETY ALSO GIVES AS MUCH ASSISTANCE AS POSSIBLE TO THE WIVES AND CHILDREN OF PRISONERS. EVERY ENDEAVOUR IS MADE TO SEE THAT THEY ARE REASONABLY WELL PROVIDED FOR AND THE FACILITIES OF MANY CHARITABLE ORGANISATIONS ARE MADE AVAILABLE TO US FOR THIS PURPOSE.

ATTEMPTS ARE ALSO MADE TO GUIDE THE WIVES IN FINANCIAL MATTERS. IN MANY CASES THE WIFE IS DESTITUTE WITHIN A WEEK OF HER HUSBAND GOING TO JAIL. SHE IS FACED WITH HOME PURCHASE AND HIRE PURCHASE PAYMENTS AND HAS NO INCOME. IF SHE IS FORCED TO GO OUT TO WORK, HER SITUATION IS AGGRAVATED BY THE PROBLEM OF PROPER CARE FOR HER CHILDREN. IN THESE CIRCUMSTANCES, THE SOCIETY TRIES TO ENSURE THAT THE CHILDREN ARE PLACED IN THE CARE OF RELATIVES OR FRIENDS.

WE BELIEVE THAT BY GIVING EVERY POSSIBLE HELP TO HIS WIFE AND CHILDREN, THE PRISONER WILL BE LESS WORRIED ABOUT THEIR WELFARE AND THEREFORE LESS LIKELY TO BECOME EMBITTERED DURING HIS TERM IN JAIL. THIS, IN TURN, HELPS HIM TO HAVE A BETTER APPROACH WHEN HE IS RELEASED AND PROVIDES HIM WITH MUCH BETTER PROSPECTS OF STAYING OUT OF TROUBLE.

IT IS A FACT THAT THE MEREST TRIFLE CAN UPSET A MAN IN JAIL. HE HAS LITTLE TO OCCUPY HIS MIND AND THE SMALLEST INCIDENT CAN ASSUME GREAT IMPORTANCE FOR HIM. FOR THIS REASON MEMBERS OF THE SOCIETY DO THEIR VERY UTMOST TO ACCEDE TO ANY REQUEST MADE BY A PRISONER AND HAVING PROMISED TO DO SOMETHING WILL GO TO ANY LENGTHS TO GET IT DONE.

PRISONERS CAN GET VERY UPSET ABOUT THEIR POSSESSIONS. FREQUENTLY THEY HAVE NOT HAD THE OPPORTUNITY TO RETRIEVE THEIR BELONGINGS FROM THEIR PLACE OF RESIDENCE AFTER BEING ARRESTED. IF THESE ARE IN AN AREA OUTSIDE BRISBANE THE SOCIETY ARRANGES FOR THEM TO BE PROPERLY CARED FOR AND IF REQUESTED, BRINGS THEM TO BRISBANE.

HIGH PRIORITY IS GIVEN TO ARRANGING VARIOUS TYPES OF ENTERTAINMENT AT THE PRISONS. CONCERT PARTIES ARE VERY POPULAR, AS ARE COMPETITIVE SPORTS EVENTS - SUCH AS FOOTBALL AND CRICKET MATCHES.

WHEN PERMISSION IS GRANTED BY THE AUTHORITIES, MEMBERS OF THE SOCIETY ALSO WRITE LETTERS ON BEHALF OF PRISONERS WHEN THEY ARE REQUESTED TO DO SO.

TELEVISION, RADIO AND, IN SOME CASES, NEWSPAPERS ARE AVAILABLE IN PRISONS BUT ON A RESTRICTED BASIS AND I THINK IT IS IMPORTANT THEREFORE, THAT PRISONERS SHOULD BE CONDITIONED TO GOING BACK INTO THE COMMUNITY TO WORK.

I BELIEVE THAT EVERY MAN COMMITTED TO JAIL SHOULD BE ABLE TO DO A TRADE COURSE OF SOME KIND - EITHER WITHIN THE JAIL OR BY CORRESPONDENCE. HOBBIES SHOULD ALSO BE ENCOURAGED.

I HAVE BEEN MOST GRATIFIED BY A NUMBER OF EXPERIENCES WHICH CONFIRM MY BELIEF THAT THERE SHOULD BE NO IDLE HANDS IN JAIL. EVERYONE SHOULD BE DOING SOMETHING PRODUCTIVE.

A LABOURER SERVING A FOUR YEAR SENTENCE, LEARNED TO TYPE, PASSED SENIOR STANDARD ENGLISH AND COMPLETED THE FIRST AND SECOND COURSES IN BUILDING CONSTRUCTION DURING THAT TIME. ON RELEASE, HE WAS IN A POSITION TO TAKE CLERICAL OR OTHER TYPES OF WORK. IN FACT, HE CHOSE TO WORK AS A CARPENTER.

IT WOULD NOT BE POSSIBLE TO DO ALL TRADES OTHER THAN BY CORRESPONDENCE, BUT IT WOULD BE DESIRABLE THAT COURSES IN CARPENTRY, JOINERY, FURNITURE MAKING, LEATHER AND METAL WORK SHOULD BE AVAILABLE IN THE PRISON.

BUILDING CONSTRUCTION WORK SHOULD ALSO BE AVAILABLE. THE WOODFORD JAIL NOW IN THE EARLY STAGES OF CONSTRUCTION - NOT FAR FROM BRISBANE - WOULD PROVIDE AN EXCELLENT OPPORTUNITY FOR PRISONERS TO GAIN PRACTICAL EXPERIENCE IN BUILDING CONSTRUCTION.

FROM MY OWN PERSONAL EXPERIENCE I CAN VOUCH FOR THE BENEFIT DERIVED FROM WORTHWHILE OCCUPATION BY PRISONERS. MY OWN BUILDING CONSTRUCTION COMPANY EMPLOYS MANY "RELEASE TO WORK" MEN WHO ARE HAPPY TO BE DOING USEFUL WORK.

THE "RELEASE TO WORK" SCHEME, IS, I BELIEVE, ONE OF THE MOST MARVELLOUS

INNOVATIONS EVER IN THE PRISON SYSTEM. IT IS REALLY MAKING A WORTHWHILE CONTRIBUTION TO PRISONER REHABILITATION.

TRAVELLING FROM THE PRISON TO HIS WORK AND BACK EACH DAY FOR A PERIOD IS A MOST EFFECTIVE WAY OF LEARNING GRADUALLY JUST WHAT CHANGES HAVE TAKEN PLACE IN THE CITY AND THE COMMUNITY SINCE THE MAN WAS IMPRISONED. IT IS AN IDEAL WAY TO ENCOURAGE REHABILITATION AND I SINCERELY HOPE THE SCHEME WILL BE EXTENDED AS FAR AS POSSIBLE.

I TALKED WITH A 32 YEAR OLD MAN WHO WAS SERVING FOUR YEARS FOR ROBBERY AFTER HAVING PREVIOUSLY SERVED TEN YEARS FOR MANSLAUGHTER. WHEN I ASKED HIM WHY HE HAD BEEN RETURNED TO PRISON SO SOON AFTER HIS RELEASE, HE TOLD ME THAT HE THOUGHT IT WAS BECAUSE THE WORLD HAD CHANGED SO MUCH IN THE TEN YEARS HE'D BEEN AWAY, HE JUST COULDN'T COPE AND HE COMMITTED THE ROBBERY IN DESPERATION.

WHEN THIS MAN'S PAROLE IS GRANTED THIS TIME, THE AUTHORITIES PLAN TO SEND HIM ON DAILY "RELEASE TO WORK" FOR A PERIOD OF SIX TO NINE MONTHS TO ASSIST HIS RE-ADJUSTMENT.

IN HIS ANNUAL REPORT, THE QUEENSLAND COMPTROLLER-GENERAL OF PRISONS SAYS IN REGARD TO "RELEASE TO WORK":

"THIS PROGRAMME IS STILL PROVING A VERY VALUABLE ASSET IN THE RE-SETTLEMENT OF PRISONERS AND IS BECOMING WIDELY KNOWN.

IN ADDITION TO THE REGULAR EMPLOYERS - WITHOUT WHOM THE SCHEME COULD NOT FUNCTION - NEW EMPLOYERS AND PROSPECTIVE EMPLOYERS HAVE BEEN INTRODUCED TO THE SCHEME, AND THIS IS GREATLY APPRECIATED.

THIS SCHEME HAS BEEN IN OPERATION SUFFICIENTLY LONG NOW TO GIVE A FIRM INDICATION THAT IT IS A VALUABLE ADJUNCT TO A PRISON SYSTEM AND TO THE REHABILITATION OF PRISONERS.

THE FAILURE RATE IS SMALL, AND THE POLICY OF EXTRADITING ABSCONDERS (WHO ARE ACTUALLY ESCAPEES FROM LAWFUL CUSTODY) AND IMPOSING ADDITIONAL PENALTY HAS A VERY VALUABLE EFFECT."

ANOTHER DESIRABLE INNOVATION IN THE QUEENSLAND PRISON SYSTEM WOULD BE FOR THE JUDGE WHO SENTENCES THE PRISONER TO HAVE A CONTINUING CONTACT TO LEARN HOW

THE PRISONER RESPONDS TO PRISON LIFE. THE JUDGE WOULD THEN BE ABLE TO ASSESS THE EFFECT OF HIS JUDGEMENT - WHETHER TOO SEVERE OR TOO LENIENT.

A NUMBER OF QUEENSLAND JUDGES ARE INTERESTED IN SUCH A PROPOSAL TO ALLOW THEM TO LEARN THE REACTIONS OF THOSE SENTENCED AND THE EFFECT THE PUNISHMENT HAS. THE EXISTING SYSTEM DOES NOT PERMIT SUCH A PROPOSAL TO BE EFFECTIVE AND THERE MAY BE PRACTICAL DIFFICULTIES INVOLVED IN PUTTING IT INTO EFFECT BUT I FEEL THAT THERE IS AN INCREASING NEED FOR SOME MEANS TO BE FOUND TO ACHIEVE THIS CONTINUING CONTACT.

SOME PRISONERS ARE CERTAINLY NOT IMPROVED BY SERVING TIME. THE EFFECT OF THEIR MISDEED ON THEIR FAMILY, THE GENERAL MISERY AND CONFUSION OF THE TRIAL AND THE UNHAPPINESS OF THE SITUATION IN WHICH THEY FIND THEMSELVES HAVE ALL COMBINED TO ENSURE THAT THEY HAVE ALREADY LEARNED THEIR LESSON BEFORE THE PRISON DOOR CLOSSES BEHIND THEM. THE LONGER THIS TYPE OF PERSON IS IN PRISON, THE GREATER THE POSSIBILITY OF HIM BECOMING ASSOCIATED WITH HARDENED CRIMINALS AND THE LESS LIKELIHOOD OF HIM EVER BEING PROPERLY REHABILITATED.

ANOTHER DETERRENT TO EARLY REHABILITATION IS THE REFUSAL OF PAROLE APPLICATIONS. WHEN A PRISONER IS FIRMLY OF THE OPINION THAT HE HAS DONE EVERYTHING POSSIBLE TO MERIT PAROLE AND HIS APPLICATION IS REJECTED, HE BECOMES VERY RESENTFUL.

SOME ALTERNATIVE TO WEEK-END DETENTION - AS IT IS PRACTISED IN QUEENSLAND AT THE MOMENT - IS ALSO DESIRABLE. THIS IS USUALLY FOR SERIOUS TRAFFIC OFFENCES AND THE SYSTEM IS BEING USED INCREASINGLY BY DISTRICT COURTS. SOME OFFENDERS ARE SENTENCED TO WEEKEND DETENTION FOR THREE TO FOUR MONTHS AND THE PROCESS OF ADMITTING AND DISCHARGING IS BECOMING TIME CONSUMING AND EXPENSIVE.



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ON FRIDAY EVENINGS WHEN THE DETAINEES REPORT AT THE PRISON - MANY OF THEM IN A DRUNKEN CONDITION - THEY HAVE TO BE REPORTED IN AND CONFORM TO PRISON REQUIREMENTS, THEN THEY HAVE TO BE REPORTED OUT AGAIN ON SUNDAY NIGHT. ALTHOUGH ATTEMPTS ARE MADE TO SEGREGATE THESE DETAINEES FROM THE HARDENED CRIMINALS, THE CRIMINALS FIND WAYS TO CONTACT THEM AND THIS MEANS THAT THEY MUST BE THOROUGHLY SEARCHED PRIOR TO ADMISSION AND AGAIN ON DISCHARGE - EVEN TO HAVING TO REMOVE THEIR FALSE TEETH TO ENSURE THAT THEY HAVE NOTHING CONCEALED.

IF THIS DETENTION SYSTEM IS TO CONTINUE, IT SHOULD BE ADMINISTERED IN A SEPARATE BUILDING SPECIALLY SET UP FOR THE PURPOSE. IT CANNOT WORK SUCCESSFULLY IN A SECURITY PRISON LIKE BOGGO ROAD.

THE COMPTROLLER-GENERAL'S VIEWS ON THIS MATTER ARE INTERESTING:-

HE SAYS - "IT IS SOMEWHAT EXPERIMENTAL BUT I HAVE NO DOUBT THAT ITS OVERALL VALUE IS SUBSTANTIAL IN BRINGING HOME TO OFFENDERS THE SERIOUSNESS OF THE CRIME.

IT ALSO ENABLES FULL EMPLOYMENT AS WELL AS PROVIDING A MEASURE OF RELIEF IN PRISON ACCOMMODATION.

SOME PROBLEMS HAVE BEEN ENCOUNTERED WITH WEEK-END DETAINEES, PARTICULARLY THOSE ARRIVING AT THE PRISON UNDER THE INFLUENCE OF LIQUOR.

THE REPORTS BY WEEK-END DETAINEES OF SICKNESS IN AN ENDEAVOUR TO AVOID DETENTION HAS CAUSED SOME CONCERN, AND THERE IS A WELL-FOUNDED BELIEF THAT IN SOME CASES WEEK-END DETAINEES HAVE BEEN THE MEANS OF COMMUNICATION BETWEEN PRISONERS AND PERSONS OUTSIDE FOR UNLAWFUL PURPOSES.

THIS IS DISTURBING. SPECIAL SEARCHES HAVE BEEN CARRIED OUT FOLLOWING REPORTS OF DRUGS HAVING BEEN INTRODUCED INTO PRISON, AND MONEY FOR PRISONERS HAS BEEN FOUND CONCEALED IN AND ON THE PERSON OF WEEK-END DETAINEES.

THE ULTIMATE ERECTION OF A SEPARATE UNIT OUTSIDE THE MAIN PRISON WHERE THERE COULD BE NO CONTACT WITH PRISONERS, WHICH WAS THE ORIGINAL INTENTION, WILL ELIMINATE MANY OF THE PROBLEMS."

ANOTHER INNOVATION I WOULD PARTICULARLY LIKE TO SEE IS A HALF WAY HOUSE WHERE MEN COULD BE ACCOMMODATED ON RELEASE. THE MAN WHO HAS BEHAVED WELL DURING HIS PRISON TERM IS NOT LIKELY TO BE TEMPTED AGAIN IF HE HAS SOMEWHERE TO GO WHERE HE KNOWS HE WILL BE REASONABLY WELL CARED FOR AND CAN GET ADVICE AND HELP. IF HE HAS NOWHERE TO GO, HE CAN ENCOUNTER PROBLEMS AND ADVERSITY WHICH COULD LEAD TO A RETURN TO CRIME.

THE PRISONERS' AID SOCIETY HAS NEITHER FUNDS NOR STAFF TO DO THIS. BUT THE MEANS SHOULD BE FOUND TO PROVIDE THIS VALUABLE AID TO REHABILITATION.

THE NUMBER OF INTERSTATE CRIMINALS WHO COME TO QUEENSLAND TO AVOID SERIOUS CHARGES MUST BE A MATTER FOR CONCERN TO AUTHORITIES.

MANY OF THESE MEN ARE ON THE RUN AND WHEN THEY ARRIVE IN QUEENSLAND WITHOUT MONEY THAT COMMIT A ROBBERY OR BASH SOMEONE TO GET IT.

TEENAGE VISITORS TO THE COAST ALSO FREQUENTLY TURN TO CRIME WHEN THEIR FUNDS ARE EXHAUSTED.

MANY OF THESE PEOPLE ARE SENT TO QUEENSLAND PRISONS AND QUEENSLAND HAS TO BEAR THE COST OF KEEPING THEM THERE.

ANOTHER MATTER I WOULD LIKE TO MENTION IS THE HARMFUL EFFECT PUBLICITY CAN HAVE. SECTIONS OF THE MEDIA SEEM TO CONCENTRATE ON GIVING AS MUCH COVERAGE AS POSSIBLE TO THE RELEASE OF SOME PRISONERS AND THIS CAN BE VERY DETRIMENTAL TO THE CHANCES OF EARLY REHABILITATION. ON RELEASE, A MAN FEELS THAT HE'S PAID HIS DEBT TO SOCIETY AND THERE SHOULD NOT BE ANY OBSTACLES PLACED IN HIS WAY. FEAR OF PUBLICITY CAN EVEN DETER SOME MEN FROM APPLYING FOR RELEASE.

TO SUMMARISE:-

FUNDS SHOULD BE MADE AVAILABLE TO SOCIETIES SUCH AS PRISONERS' AID TO EXPAND AID SERVICES TO PRISONERS, THEIR WIVES AND CHILDREN, ALSO FOR RESEARCH INTO CRIME PREVENTION AND TREATMENT OF CRIMINALS.

EVERY PRISONER SHOULD BE INVOLVED IN WORK AND HOBBIES AND HAVE ACCESS TO TRADE COURSES AND BUILDING CONSTRUCTION WORK. THE PRACTICAL WORK CARRIED OUT WITHIN THE PRISON COULD BECOME A SOURCE OF INCOME.

FAMILY RESPONSIBILITIES OF A PRISONER AND HIS LIKELY REACTION TO CONTINUED SEPARATION FROM HIS WIFE AND CHILDREN SHOULD BE CONSIDERED WITH A VIEW TO DECIDING WHETHER EARLY RELEASE WOULD ASSIST HIS REHABILITATION.

CONSIDERATION SHOULD BE GIVEN TO MAKING IT POSSIBLE FOR JUDGES TO INFORM THEMSELVES FROM TIME TO TIME ON WHETHER OR NOT THE PENALTY THEY IMPOSED WAS APPROPRIATE AND WHAT THE REACTION OF THE PRISONER IS TO HIS CIRCUMSTANCES.

THERE SHOULD BE A CONTINUING ASSESSMENT OF THE CONDUCT OF A PRISONER WITHIN THE PRISON WITH A VIEW TO DECIDING WHETHER EARLIER RELEASE ON PAROLE WOULD BE DESIRABLE.

A HALF WAY HOUSE SHOULD BE ESTABLISHED WHERE DISCHARGED AND PAROLED PRISONERS MAY BE ACCOMMODATED AND RECEIVE ADVICE AND HELP.

AN ALTERNATIVE TO WEEKEND DETENTION - AS CURRENTLY OPERATING IN QUEENSLAND - SHOULD BE INVESTIGATED.

Paper presented by:  
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Co-ordinator in Community Health Services, Tasmania.

## CRIMINOLOGICAL RESEARCH IN TASMANIA

### A. HISTORICAL

Tasmania has a long history in the management of criminals, their punishment and reform. There is a wealth of historical material still to be analysed, which may well reflect the early attitudes to the study of crime and its prevention, and thus illustrate the antecedents of criminological research in Australia.

It is of especial interest that no less than 2000 boys were numbered amongst the early prisoners, as described by Hooper in "The prison boys of Port Arthur". The remarkable story of how a shipload of them were supervised by Dr. Alexander Nesbitt on board the "Frances Charlotte", which came over from England in 1837, provides an example of management of which any modern borstal could be deservedly proud.

It has been common to sensationalise the ill-treatment of the prisoners: though severe and sometimes brutal it was very much in keeping with the living conditions of the time. Against this there were some positive aspects. The food was adequate, there were opportunities for gaining early parole, illiteracy was recognised and arrangements made for its correction where it was possible, whilst in the case of the boys, trades were taught and a high standard of craftsmanship was attained.

As might be expected, a number of historical studies have been completed which have related to the probation system (Shaw), a guide to the public records of the convict department of Tasmania (Eldershaw), the Government Administration (Wettenhall), the Mental Health Services (Crabbe) whilst there have been other publications, some of dubious authenticity, in popular books and in pamphlets for tourists to Port Arthur.

Additionally, Mary Dauntton-Fear (1967) reviewed the correctional agencies. She divides her thesis into a broad view of correctional processes, the legislative powers of the courts, the correctional agencies and a consideration of a sample of offenders to see how the sentencing powers were used. She says "It is of vital importance there should be a close degree of co-operation between those involved in the enforcement of the law and those engaged in administration. Sentencers should have the opportunity of reaping the benefit of modern research".

Accounts have been given of the police force activities and Viney (1972) examined the causes and effects of extra-Departmental inquiries into the Tasmanian Police Force and he refers to those of 1886, 1906, 1943, 1952 and 1955, which only represent a proportion of those which were held. Jackman (1967) wrote a thesis on the development of police administration in Tasmania from 1803 to 1960 and Duncan made a report in 1955 on crime investigation and the C.I.B. in Tasmania. Accounts of the history of the Mental Health Services have been closely connected with the asylum at the penal colony at Port Arthur, the Cascades Factory, in which the Imperial Lunatics were kept, and the barracks at New Norfolk.

## B. GENERAL

Some enquiries have been made as a preliminary to sentencing procedures, such as that resulting in the Indeterminate Sentences Act of 1921 and Stanley Johnston's Legislative Sentencing in Tasmania (1963). Other studies have been made on "The personality characteristics of the prison population" (Paul, 1969) and "The training of prison staff" (Brown, 1967). An analysis of the prison population and their offences is at present being undertaken through the Bureau of Census and Statistics.

The probation services were started in 1946 and the very careful records kept should be of value as a research project on this subject, though as yet they have only been used in conjunction with other researches.

Recently the legislation on car stealing has been altered to increase considerably the severity of the penalties. A research upon this subject has been planned in detail which will show the effects of punishment on various types of offenders and also evaluate the change in the law.

## C. EPIDEMIOLOGY

However, it is in the field of epidemiological studies that Tasmania offers ideal opportunities for research. Its population of 400,000 is excellent for statistical purposes, for attitude surveys and pilot studies. The communications are direct, the population relatively stable and the migrant increase is small, whilst it has the added virtue of being an island in a Western culture. Mary Daunton-Fear said in her preface "Tasmania is an ideal field for this sort of research (on the correctional processes). It is self-governing and compact. The records of the various departments are kept within a small radius. The institutions are all accessible to Hobart. Being an Island State, there is relatively little interstate movement of offenders compared to the rest of Australia". (It is to be noted that she wrote this before the Casino was put up).

It is for these reasons that the main research projects have been aimed towards prevention, especially in relation to the early recognition of childhood and family disturbance.

Peter Scott's work on the social geography of delinquency described the Hobart case data from 1947 to 1961, and he also reviewed the Social Geography and deviant behaviour in Western cities. The primary aim of his work was to analyse a particular population of offenders in relation to their family background and geographical origins. He showed that Hobart displayed the classic residential pattern of delinquency in Western cities. A high delinquency core with only one-fifth of the metropolitan population housed nearly a half of all adult probationers. He demonstrated a relationship between delinquency in the 17 - 21 year old group and socio-economic, environmental and residential factors.

Skegg in 1959 made a study of environmental influences and behaviour patterns in recidivists and Viney in 1963 made a personality study of delinquents. More recently, Cocker has written an unpublished thesis on delinquent and non-delinquent adolescents with family and fantasy authority figures.

It has long been claimed by teachers that they know which of their pupils will "go wrong" in the future. It is likely that such judgements not infrequently may be based on retrospective evidence. However, a study has commenced in four schools by Locher and other members of the Guidance Branch towards following up those children judged by their teachers to have a marked discrepancy between the actual and anticipated performance in their work. This is being scored so the possible future delinquent history can be compared with controls.

Another enquiry is being jointly undertaken between the University Departments of Child Health, Psychiatry and Psychology. It is an adolescent study of 2000 secondary school children aged 14 - 16 and the students of the Matriculation Colleges. It appears that those who exhibit more than the average amount of outgoing hostility also show a high level of cigarette smoking, the drinking of alcohol and the taking of aspirin. This work is being followed over some years and may prove of interest when measured against the various varieties of delinquency and crime in which some may be involved.

A parallel study is related to the selection of occupation, the level of aspiration and their achievement. This is likely to show the frustration they encounter and the effects on those deemed by their testing and habits to be likely to have a low threshold tolerance.

Mrs. Boyce and I have undertaken an analysis of the driving offences of 800 young males aged from 17 - 21. 200 were chosen at random from each of four schools; half from each school had IQ's of 100 or above (Group A) and half IQ's of 90 or below (Group B).

The less intelligent (Group B) had more driving offences than Group A, but the difference was entirely represented by the repeat offences. That is, Group B did not learn by experience. They also had more serious offences, but they were accounted for by the non-moving offences such as not having a licence, not registering their cars. Nevertheless, they had very few more accidents than the A Group. It appeared, however, they were less skilled in avoiding being caught and less able to talk themselves out of trouble.

Another study followed in which these driving offences were compared with those of the pupils from a school where there was a compulsory driver training course. It was shown that the driver training had the effect of teaching the pupils to apply for their licences, register their cars and to look after them better, but it did not appreciably cut down either the moving offences, which were common to both groups, or the accidents.

As a result of these studies, which will shortly be published, a review has been made of the activity of the police in relation to the dull drivers, pointing out some of the reasons why the dull drivers are more frequently convicted.

In another field, W. Crowther, the senior child psychiatrist, has visited the children's homes: and in one to which those committed for the first time are usually sent, he analysed all the cases referred to him by the courts and staff five years ago and a similar sample last year. He found there was little difference in the type of cases he examined. Many were of less than average intelli-

igence, 58% came from broken homes and most had appeared several times in the juvenile courts. The results were disappointing, but the boys were difficult to trace for long because they had a high mobility. No more than about 10% were suitable for orthodox psychiatric treatment and about 5% had neurological disorders.

In another study, Mrs. Boyce is examining the 15 youths who have left a special school and obtained driving licences. No less than 11 have convictions, but the particular point of interest is that nearly all of them have learning difficulties, in some cases with minimal brain damage, and that their behaviour on the road and other criminal tendencies show them to be a different group from the remainder in the school. Their life history is being followed in detail.

Frank Bates, the senior lecturer in Law, has published extensively as the result of his work on Family Law. The wide range of his enquiries have important implications in the preventive aspects of criminology. These cover such subjects as monogamy, cohabitation, desertion and separation, procreation and marriage, divorce costs and habitual cruelty. He is at present working on "proof in family law", "socio-legal problems in the family" and "divorce law reform".

Mrs. Lynn Davies and I are now in our third year of work on multi-problem families and this has been supported by the Criminology Research Council during the year.

In brief, a large research group and a smaller committee have co-operated to enable us to obtain their advice and to facilitate the use of the records from many different agencies in a study of 16 multi-problem families chosen as being in Hobart, non-migrant and having frequently come to the notice of not less than three of the social agencies.

To make a visual record for study, the family trees were constructed and all the individuals were coded. The total pathology of the second generation was summarised and costs were estimated first for institutional care and secondly the total costs. This included the time in residential care and the expenses incurred by arrest, court appearances, the prisons, probation work, supervision, remand and examinations, clerical work, and in the Social Welfare and Police Departments. In the past 15 years, which mostly spans the history of the second generation, the cost of the 16 families has been \$1½ million. However, this does not include the loss of earnings whilst in prison, which, calculated on the basic wage, is another \$900,000, or the legal costs of their defence, damage to property, capital costs of debts or witness expenses.

The second portion of the research, which is also nearly complete, investigates the general findings. The records have been quantified and the numbers and types of offences are shown on another family tree.

In each case, records of the road offences and crashes have been kept to make it possible to draw comparisons between the total pathology; the varieties and numbers of crimes committed; the varieties and numbers of road offences; and the road crashes.

The third part of the study deals with the individual families. The age of first court appearance has been found in each case, on an average this was 12.3 years, and 75% of the boys were between the age of 8 and 16. Next the ages of second convictions were traced and these were correlated with their subsequent major involvement in crime. As might be expected, the earlier the age of second convictions, the worse the prognosis.

The place of residence and their movements in the past five years was also traced. This shows the typical aggregation in the central areas of the city and any movement tends to be towards peripheral pockets of concentration.

Examination is proceeding of the individual families, to study the spacing of the pathology, the types of offences such as violence or sexual crimes, which run in certain families; and the psychiatric and alcoholic histories. The educational records may be studied later.

Lastly, the fourth part of the research will take place by interviewing individual members of the families when their relatives are committed to prison or probation, child welfare or the mental health services. This will lead on to an attempt to trace the background of the successful members of these families.

A parallel study by G. N. Flaherty of the medical history of one of the families over past and present generations promises to be a mammoth undertaking which is likely to stand beside the only two others of this magnitude recorded in the past 100 years.

#### D. ORGANISATION

Of recent years there has been a considerable rise of interest in criminological matters in Tasmania. A childhood injury investigation committee was started in March, 1972, and so far 38 cases have been notified. Its function is to co-ordinate the activities of those involved with children under the age of seven who have suffered non-accidental physical injury. A social worker to the committee will shortly be appointed.

The Probation Service was added to the Attorney-General's Department as a specialised branch in 1946 and Tasmania thus became the first Australian State to accept responsibility for the rehabilitation of persons released by the courts on probation.

Three years ago, the voluntary probation officer system was developed and there are now nearly 400 of them registered. They are given the supervision of only one or two probationers and can refer to a professional probation officer when in difficulty. They have been especially useful in country areas, which could only be sparsely covered previously. More of the probationers have been able to obtain employment as the result of the efforts of the voluntary officers.

Another community service which is proving most successful is the supervision of the Saturday Work Programmes. These began in March, 1972. They are



not an alternative to prison, but a substitution for this type of punishment. The offenders are given the choice between prison and Saturday work, and therefore it is not a sentence in itself. Of the 320 persons who have completed their commitments and 179 currently active, only 19 have been failures necessitating reappearance in court.

Mostly they are young people who are supervised by members of the service clubs. The work is largely in old people's institutions and homes, with pensioners' community centres, children's homes and service club projects. Up to date 35,000 man hours have been worked.

Recently a branch of the Australian Crime Prevention, Correction and After Care Council has been formed, whilst the Crime Prevention Advisory Council has been meeting for the past three years, my colleague Superintendent Shepherd is the President. A branch also exists in Launceston.

One of the most exciting prospects next year will be the formation of the University Department of Criminology in the Law School of the University of Tasmania, of which Professor Roebuck is the Dean. At the same time, a new department of Forensic Psychiatry is being developed, with a close relationship between them.

It is planned that both will be built up together and in close conjunction with the courts, the magistrates, the police, the prisons, the alcoholic services, probation, the Royal Hobart Hospital, and the Mental Health Services.

A new psychiatric unit is being built in the prison and this together with the security unit at the Royal Derwent Hospital, the Alcoholism unit and the new Psychiatric Forensic Clinic will form the basis of this part of the services. It is pictured that much of the study in the University Criminology course will be organised in the form of clerkships to enable the students to participate in the units as well as the other legal, penal and preventive services, so giving it a wide, new and interesting practical basis.

I hope I have been able to convey to you the thought there is activity, interest and enthusiasm for Criminology in Tasmania. Much teaching needs to be organised for all grades of staff, some of which could be combined. Many of the services are only in the stages of development and some of the research programmes are in their infancy. But I have no doubt that progress will be made and for this reason, my colleagues and I are most happy to have the Institute of Criminology to turn to for future guidance and support, and we welcome the opportunity to exchange information with those engaged in the same activities in the other States.

E. Cunningham Dax  
26 Clare Street,  
New Town, Tasmania, 7008.

15th October, 1973.

PROBLEM FAMILY RESEARCHSOCIAL PATHOLOGYSecond Generation

153  
 92 males  
 58 females  
 3 unknown  
 11 of these died in childhood.

Average Number of Siblings

10 per family  
 6 males  
 4 females  
 191 known members of the third generation

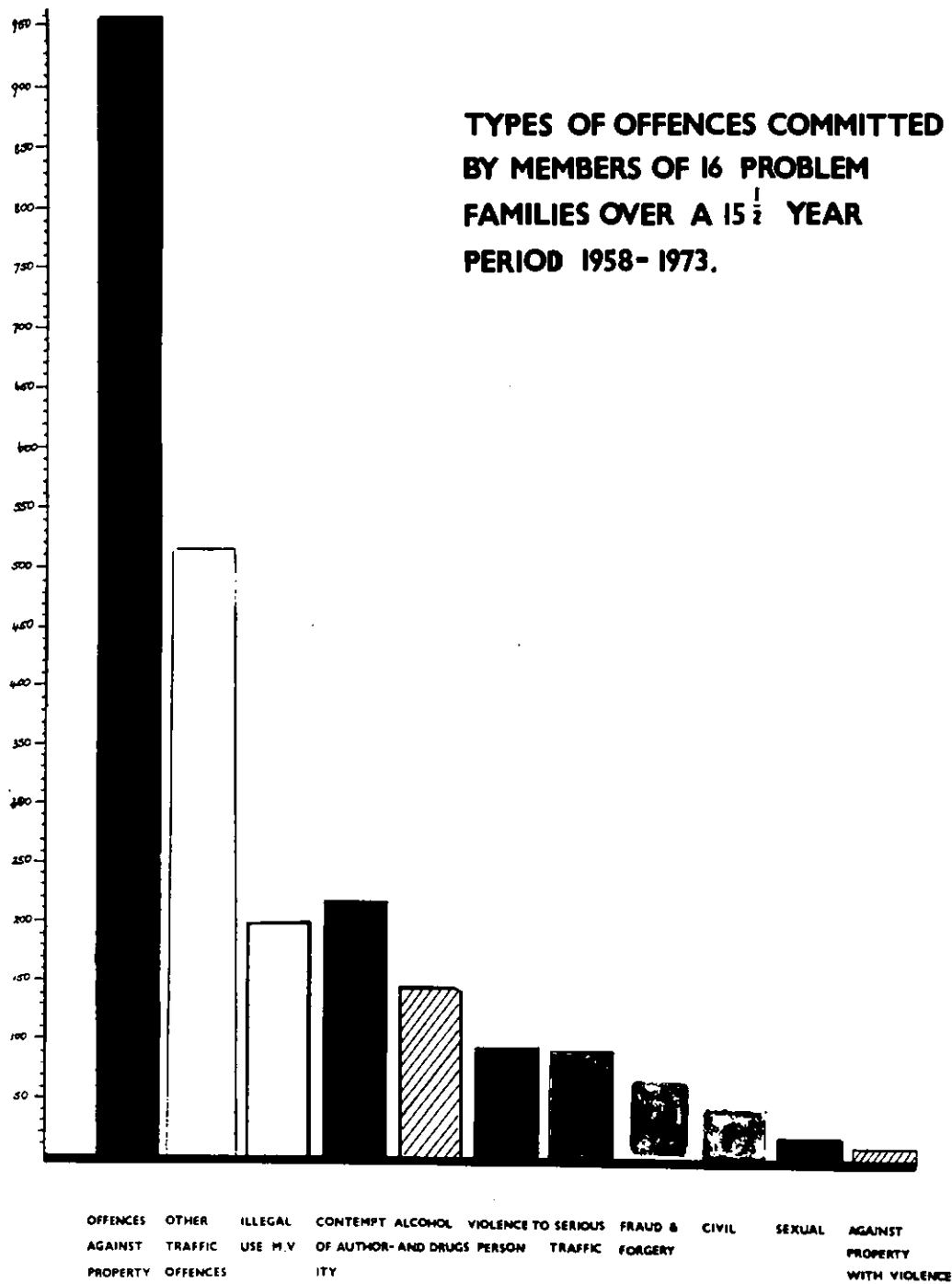
SOCIAL WELFARE

58 wards of the State  
 24 committed for neglect  
 34 for delinquency  
 29 spent time in a children's home  
 39 under social welfare supervision  
 16 were fostered  
 2 placed "in service"  
 0 were adopted

CRIME

39 spent time in a reformatory  
 31 male  
 8 female  
 77 have a police record  
 67 male  
 10 female  
 Average age of 1st appearance in a children's court  
 12.3 years  
 57 began criminal career between 8 - 16 years  
 19 began 16 - 24 years  
 1 began 24 - 32 years  
 52 have been to prison  
 47 males  
 5 females  
 36 were violent offenders  
 34 male  
 2 female  
 29 were serious traffic offenders  
 29 male  
 0 female  
 17 were alcohol offenders  
 14 male  
 3 female  
 15 were known to be mentally retarded  
 18 made suicide attempts  
 6 spent time in a mental hospital  
 15 received psychiatric treatment.

**TYPES OF OFFENCES COMMITTED  
BY MEMBERS OF 16 PROBLEM  
FAMILIES OVER A 15½ YEAR  
PERIOD 1958- 1973.**



# FAMILY TREE CHART

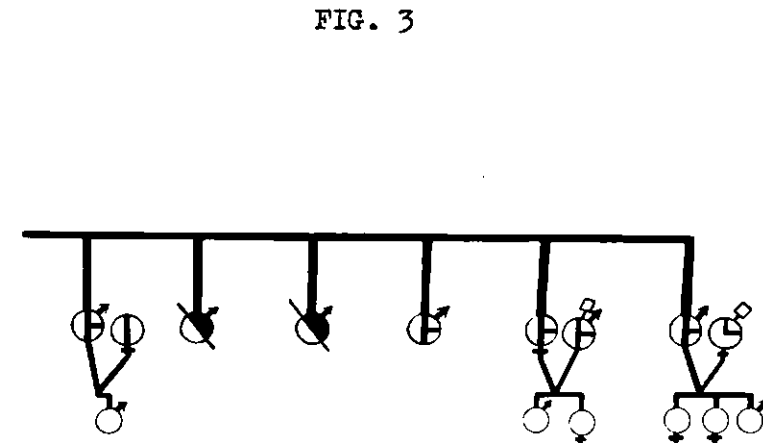
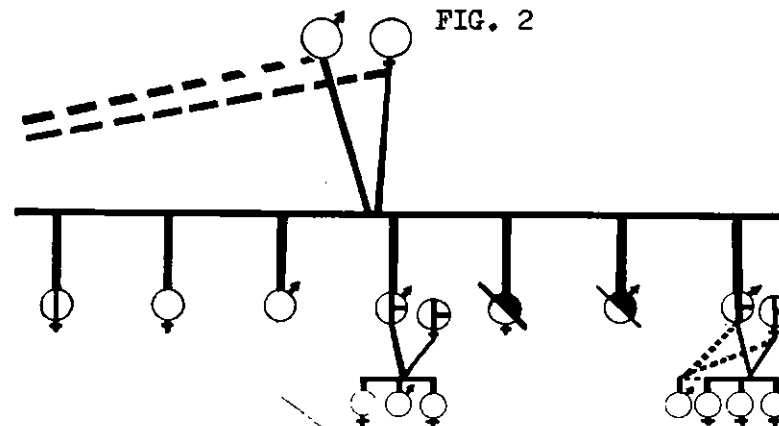
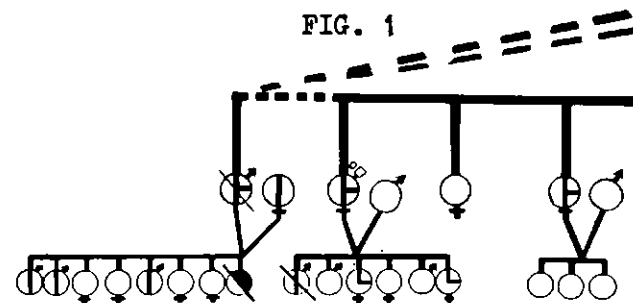
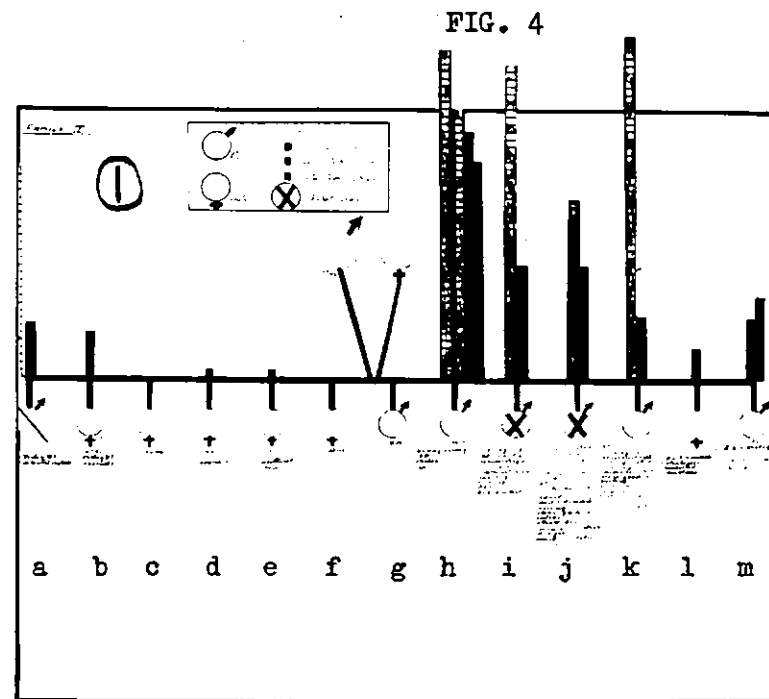


CHART OF SAME FAMILY SHOWING CRIMINAL OFFENCES AND ROAD OFFENCES



DETAIL FROM INSERT - FIGURE 4

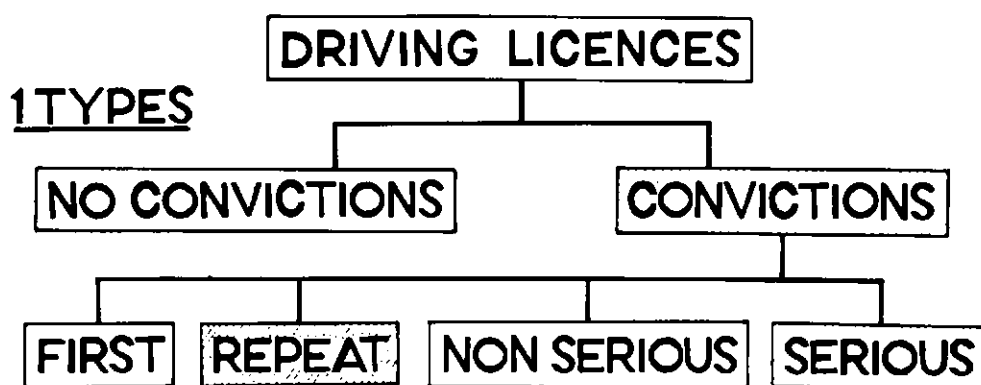
* Male	. Criminal Offences
	. Serious Traffic Offences
* Female	. Other Traffic Offences
	* Violent Crime

DETAIL FROM FIGURE 4

- a) Died 38 yrs.
  - Stealing (6)
  - Unlawful custody
- b) 48 yrs.
  - Stealing (5)
  - Vagrancy
- c) 44 yrs.
- d) 44 yrs.
  - Vagrancy
- e) 40 yrs.
  - Ins. means
- f) 38 yrs.
- g) 35 yrs.
- h) 34 yrs.
  - B. & E. (19)
  - Stealing (52)
  - B.B.O.T.D.H.
- i) 29 yrs.
  - Stealing (17)
  - B.B.O.T.D.H. (16)
  - Housebreaking (2)
  - Resist arrest
  - Ins. means
  - Assault (2)
  - Receiving
  - B. E. & S.
  - B. & E. with intent
- j) 27 yrs.
  - B. E. & S. (4)
  - Housebreaking (1)
  - Injury to property (2)
  - Stealing (6)
  - B.B.O.T.D.H. with intent
  - B.B.O.T.D.H.
  - Escape from custody (2)
  - Assault
  - Drunk and disorderly
  - Receiving
  - Stolen goods in custody
  - Attempt B. & E.
  - Possessing housebreaking implements at night
  - Armed with imitation firearm
- k) 26 yrs.
  - B.B.O.T.D.H. (10)
  - Stealing (16)
  - Housebreaking (12)
  - Loitering with intent
  - Receiving
  - Injury to property
  - Stolen goods in custody
  - Attempt B. & E.
  - Possession of housebreaking implements
  - Escape from custody
  - Escape from gaol
- l) 25 yrs.
  - Drunk and incapable
  - Stealing (2)
  - Suspected prostitution
- m) 24 yrs.
  - B.E. & S. (5)
  - B.B.O.T.D.H. & stealing (3)



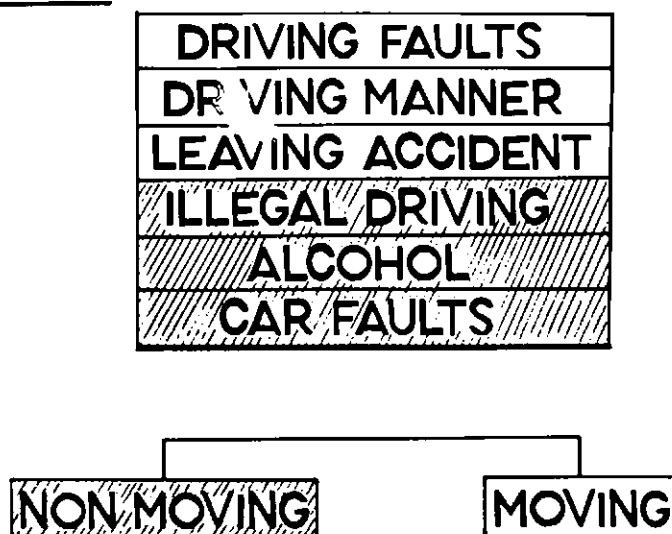
SHADED AREAS SIGNIFICANT FOR GROUP 'B'



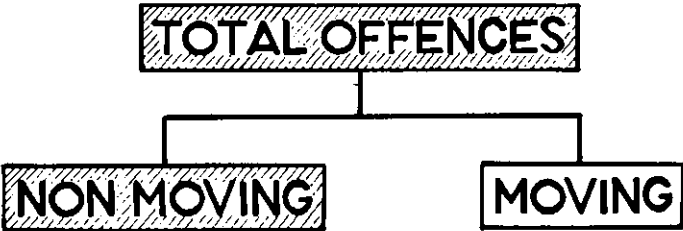
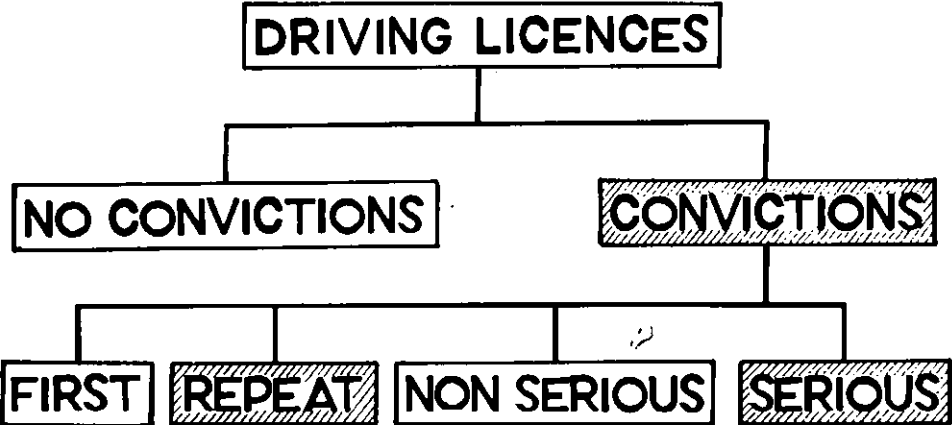
2

GREATER NUMBER OF  
OFFENCES FOR EACH  
CONVICTION

3 VARIETIES



SHADED AREAS INDICATE A SIGNIFICANT  
REDUCTION IN THE NUMBERS FROM THE  
DRIVER TRAINING SCHOOL



ACCIDENTS



ORGANIZED CRIME IN A DEMOCRATIC SOCIETY

a paper originally  
presented to  
the

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by

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The views expressed in this paper are those of the author and should not necessarily be taken to reflect the attitude of the Commonwealth Police Force or the Attorney-General's Department.

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## I INTRODUCTION

The former Soviet leader, Mr. Nikita Krushchev, once remarked that the United States was a dying house, a decadent society. The late Attorney-General of the United States, Robert Kennedy, has written that there can be no doubt that corruption, dishonesty and softness, physical and moral, had become widespread. Ten years earlier Senator Estes Kefauver came to the conclusion that political corruption in the United States had sunk to a new low.

Various distinguished Americans have voiced their concern at the degree to which organised crime is affecting their political and economic system. There are many parallels that can be drawn between the development of the United States and this country. Happily, organised crime is one area in which this comparison cannot be made at present, but it must be a major responsibility of any Government to ensure that such comparison can never be drawn.

Adequate measures should be initiated that will provide Australia with the means and resources to seek out, prevent, curtail and remove the insidious influence of any organised criminal group that seeks to subvert and corrupt the fabric of our society. It would be remiss to any Government or body having a responsibility for the enforcement of law, whether this be at State or Federal level, to permit the encroachment of organised crime cartels. This is an area in which the United States, with all its resources, has had success only when the total resources of Government are marshalled in a concerted effort. The American Government has taken much of the initiative through financial support of State Strike Forces and Intelligence groups. It has had successes only through the allocation of funds and the detachment of staff from all law enforcement agencies under Federal control to form Task Forces, and to subsequently sustain a co-ordinated operation to attack major organised crime groups.

We are fortunate in not having to take these extreme measures. We do not have the sociological problems that have created the environments which, in turn, have become the breeding ground for crime. We must ensure that the advantages that this country enjoys are fully utilised to avoid the type of criminal sophistication now evident in the United States, from manifesting itself in any form in this country, whether this be through the covert entry of the criminals or the overt entry of their representatives.

However, to believe that strengthening immigration controls will by itself prevent the movement to Australia of international criminals or criminal groups is to completely misunderstand both the problem and the preventative measures that can be employed. There would be no purpose in placing hundreds of thousands of names on an Immigration warning list even if one could obtain these names in the first place or if computerisation could make it possible. Using the cover of business, the power of money and the facade of respectability, the criminal or his emissary can move virtually

unnoticed throughout the world. The organised crime figure or representative is seldom these days a man with a comprehensive dossier and extensive criminal history. The racketeer is not someone dressed in a black shirt, white tie and diamond stickpin; he is<sup>3</sup> more likely to be outfitted in a grey flannel suit.

It could be said that all investment is good investment regardless of its origin. The moral implications of accepting money that is a direct result of the misery of others are such as to make any such acceptance unthinkable. Even if this were to be acceptable to those businessmen of strong stomach and weak principle, the practical disadvantages are such as to outweigh any immediate or imagined gain. Experience has shown that organised crime groups are not content to accept normal profits or management systems. The ultimate aim has always been complete control of a company and then its competitors by any method that can be employed, ethics and legality being of no concern whatsoever.

The Australian Government has a responsibility to ensure that overseas investment does not emanate from undesirable sources; that overseas criminal cartels do not establish themselves in this country; that Australia does not become a lucrative market for narcotics trafficking. The public has a right to expect that it will not be defrauded by domestic organised crime groups which blatantly disregard taxation requirements and flout deficiencies in our system.

Modern organised sophisticated criminal groups can only become entrenched if authorities are themselves hidebound by convention, apathy or corruption. Criminals are neither concerned with, nor contained by, matters of jurisdiction, administrative deficiencies, departmental jealousies, the niceties of inter-State relationships or inter-Governmental disagreements. These matters all mitigate in their favour but are, unfortunately, inherent in any democratic system of Government. A well-organised professional criminal group can exploit these aspects and expect, with some confidence, that other problems continue to arise and so prevent concerted Governmental action. A totalitarian regime would not be as tolerant of major criminal enterprise.

Organised crime flourishes in two kinds of host countries: in those where respect of the law is high, and in corrupt dictatorships. In the first kind of country organised crime can count on being able to use the law to its advantage; in the second<sup>4</sup> type they can buy the co-operation of the Government.

Within the Australian context organised crime has overtly manifested itself in various forms and at various times. The Victorian Market and Painters and Dockers murders in Melbourne, the prostitution rackets and gang warfare which sporadically erupt in Sydney are examples. These are specific areas which, due to the violent nature of the incidents, have tended to draw much sensationalised publicity. More sophisticated criminal groups active in other areas have received much less notoriety.

Australians have been active in major criminal activity involving other countries. The group of Australian shoplifters based in London but operating throughout Northern Europe is regarded as the largest and most professional of its type. A major narcotic ring operating through Sydney, mainly through the efforts of Australians, imported into the United States large quantities of heroin of the highest quality then seen in that country.

There have over recent years been numbers of major overseas criminals coming to this country. Both Ronald BIGGS and Raymond PALMER, Britain and Canada's most wanted men, had found havens in this country. Several of their professional criminal associates, all regarded as of the upper echelon of crime with organised crime backgrounds, have come to Australia.

These factors point towards the increasing accessibility of this country to criminals and the active role that Australian criminals are prepared to take in criminal conspiracies overseas. Expertise gained internationally will undoubtedly be imported. The availability and speed of transportation renders distance virtually meaningless. This is true of this country as much as it is of distance in the world generally.

While the entry or movement of various criminals cannot normally be prevented, the existence of special units and adequate liaison facilities on a criminal intelligence level would do much to offset the advantages enjoyed by criminals moving both overseas and interstate. Criminal intelligence is increasingly important in view of the contraction of the size of the country in terms of transportation.<sup>5</sup> Accordingly new measures must be initiated to counteract the apparent ease of movement that even major known criminals enjoy.

## II ORGANISED CRIME

Before proceeding further it will be necessary to define organised crime. It has been said that organised crime is a society which seeks to operate outside the control of the people and their governments.<sup>5</sup> Within this general statement various police authorities have endeavoured to compile a definition of organised crime that will serve as a charter for their organised crime investigation units while at the same time be sufficiently flexible to encompass any facet of criminal activity which, it is considered, may relate to the more specialised area;<sup>6</sup> for example, the smashing of a snack bar by two young men, apparently intoxicated, could be connected with an attempt by an organised crime figure to obtain monopolistic control of snack bars in a certain district. A wider definition will encompass this incident but it is obvious that the limitation of resources prevents practical and total application.

An attempt to adopt an all embracing definition of organised crime that will satisfy academic students of the subject and practical

investigative groups will result in many hours of pointless discussion. For the purpose of this paper I have followed the definition adopted by the Ontario Police Commission. This is that "organised crime is a continuing and self perpetuating criminal conspiracy which operates for a profit motive and which thrives on fear and corruption". This definition incorporates various characteristics of organised crime which were initially quoted to the 1963/64 United States Senate Permanent Sub-committee on Investigations (The McClellan Committee) by the then chief of the Chicago Police Department Intelligence Division, Captain William DUFFY.<sup>5</sup> (It would appear that the majority of other definitions of organised crime, with the exception of that of the Department of Justice,<sup>7</sup> have endeavoured to summarise these "characteristics". These vary in length and are the result of various conferences<sup>8</sup> and commissions<sup>9</sup> appointed to discuss the extent of organised crime operations in their respective areas. However, academic definitions aside, there seems to be no argument to the proposition that the common denominator of all organised criminal conspiracies is immunity from the law; as soon as this immunity is destroyed organised crime is broken.<sup>10</sup>

In addition to the phrase "organised crime figures", various mention has been made of "professional criminals". "Professional" is used in the context that most major crime is organised: similarly professionalism is a component of good organisation. Professional criminals appear to be distinguished from normal criminal activities by four factors:

- (1) the intelligence of the individuals involved;
- (2) their intelligence system which permits them to select the best targets at their most vulnerable or accessible point;
- (3) the degree of expertise and specialisation in the execution of the crime; and
- (4) the manner in which the proceeds are dispersed.

It would seem that the term "professional criminal" is used in Great Britain in preference to "organised crime figure" which they tend to regard as being exclusively American.

While it is difficult to differentiate between the two I would say that an organised crime figure is not necessarily a professional criminal. The former may be a lawyer, accountant, or investor seeking to place funds, the proceeds of organised crime activity. However, the professional criminal is one who makes his living from the commission of major crime and who has become expert in his chosen career. I would emphasise the word major for I do not regard a recidivist as, necessarily, a professional criminal. Prison staff will quickly identify the major professional criminals under their control who are regarded by their fellow inmates as the prison hierarchy. This group I regard as the professional criminal coming within the organised crime context.

### III WHITE COLLAR CRIME

Economic expansion throughout the western world in recent years has complicated the problems which relate to the enforcement of laws intended for the control of fraudulent activity by the manipulation of business concerns, companies and financial houses.

The complicated manner in which commercial enterprises are often structured provides a good cover for the machinations of dishonest directors. There is no camouflage better than a maze of complex, interwoven, business agreements to assist those involved in establishing fictitious assets, debts, holdings and reserves.

The North American and European experience has shown that organised crime has utilised, and continues to utilise, the corporate veil to facilitate many of its operations. Over twenty years ago it was found that the infiltration of legitimate business by known "hoodlums" had progressed to an alarming extent in the United States. In the unceasing quest in North America by organised crime to legitimise its illegal earnings the intricate structure of business has been found to be an ideal medium by which vast sums of money may be used to purchase large holdings or gain control of legitimate business. Apart from acting as a passive recipient of capital obtained from illicit sources the business community is itself becoming increasingly subject to criminal depredation. One area of commercial activity which has been subjected to particular exploitation in recent years is the securities industry. The gambling instincts which affect the judgment of many speculative investors have been exploited to the full and other well-intentioned investors have been defrauded by the use of intricate schemes. Better educated criminals have found that it is much simpler to form and subsequently bankrupt a company than to engage in an armed hold-up with all its inherent physical risks.

In all these scenes where the facade of business has been used to lure and eventually defraud the unwary, the degree of anonymity that the corporate structure permits has provided the criminal ample time in which to escape with the funds obtained from his crime. In addition he is able to complicate the issue to such an extent that a lengthy and involved investigation may result, taking much time to unravel the company's affairs in order to establish any offence at all - let alone to bring the culprit before the court or recover any of his fraudulent gains.

Yet another incursion of organised crime into the business world, is seen in the increasing number of thefts of negotiable securities. Thefts, by organised crime interests of stocks, Government bonds, Treasury notes and various other negotiable instruments have created havoc with many large American financial institutions. The combined figure for losses of Government and private securities exceed \$277 million in 1970 alone. One prominent American brokerage house is reputed to have suffered thefts of securities exceeding twenty million dollars in 1968 bringing it to the verge of bankruptcy. Testimony in the various sessions of the 1971 United

States Senate Hearings on Organised Crime revealed that organised crime was a dominating factor in the field of stolen securities and involved in every stage of the transaction from their initial theft to ultimate disposal. 11.

It is, perhaps, of interest to note that many securities stolen in the U.S.A. are transported to foreign countries where they can be resold; placed in banks as collateral or used to create devices such as trust accounts which in turn can be used to establish other devices such as letters of credit, certificates of deposit or payment guarantee bonds which can be redeemed in banks in the U.S.A. So far, Australia has not come to notice as a country favoured by North American criminals for transactions of this kind, but whether this is indicative of indifference by North American criminal elements or of lack of investigation by law enforcement agencies, is a moot question.

The growth of organised crime in the legitimate business sphere has been facilitated by several factors, in particular the increased business acumen and education of criminals. Successful leaders in the organised crime sphere ensure that their children receive formal training in such areas as law, accountancy and business management and in many cases ensure that they receive executive positions in commercial ventures obtained through the criminal activities of their families.

A second important factor is that the financial resources of organised crime ensure that the best possible professional advice is obtained to ensure the success of legitimate business enterprise. These enterprises can be utilised again to aid the expansion of illicit activities such as the distribution of stolen property. The placement of items such as pinball machines, juke boxes and other such automatic entertainment machines can be aided by ownership of bars and nightclubs, areas in which organised crime interests have become entrenched.

A further important factor is the political support and protection obtained in the furtherance of criminal activity. This is a valuable lever to obtain favoured treatment in such areas as the gaining of Government contracts.

The "white-collar" type of criminal activity is ideally suited to come within the scope of organised crime interests particularly when the necessary financial impetus is available to obtain entree.

#### IV THE PROBLEM

Various authorities have stated that organised crime is the biggest business in the United States. Indeed Meyer Lansky, regarded as the financial wizard of organised crime, is reported as having boasted, in an unusually indiscreet moment "We're bigger than U.S. Steel". Various estimates on the annual gross revenue obtained by organised crime vary between eighteen and fifty billion dollars, but whatever the actual figure is it is clear that organised crime czars have vast sums of money to invest in any venture they consider worthwhile.

We therefore have the situation where, because of the vast sums available to organised crime, overseas investment is actively sought, as suitable



markets adjacent to the United States have, in the main, been fully explored by organised crime representatives. As a result of the activity of United States organised crime investigators, stringent requirements and investigations are the precursor of major investment in most provinces in Canada. Mexico is becoming most conscious of undesirable investment. Great Britain and the West Indies have had experiences which have resulted in a closer watch on all investment. The Swiss have yielded to American pressure to curtail that country's unqualified acceptance of all monetary deposits and in certain circumstances to reveal details.

Throughout the northern hemisphere in fact the proceeds of organised crime are becoming increasingly difficult to place outside the United States. The investment and usage of this money is a full time occupation for experienced and highly intelligent brokers, accountants and financiers who would not overlook any market, particularly one as prosperous and stable as Australia.

Why then does organised crime seek to leave the United States? Primarily the reason is the rigorous taxation investigation of organised crime figures, particularly through the establishment of Federal Task Forces. The accumulation of funds obtained from organised criminal activities, principally gambling, are so great as to cause embarrassment to the recipients, particularly when the Internal Revenue Department is liable to seize and scrutinise any document, account or item which could indicate the existence of undeclared income while at the time co-ordinating its enquiry with those of Federal agencies investigation the illegal activities of the same people. For this reason it is also most necessary for organised crime figures to operate legitimate concerns. This provides an excuse for any appearance of affluence which is difficult to explain without apparent means of support. Legitimate business also provides a channel through which taxation demands can be paid and prosecution avoided.

There can be little doubt that the development and prosperity of this country is the object of great interest and enquiry, particularly from North American business enterprise. One reads constantly of the injection of overseas capital in various forms and of the movement of Australia into or towards a leading nation category in one capacity or another. We are regarded overseas as a major mineral producer and one of the fastest developing countries in the world. If this is in fact correct and the country enjoys the various material benefits that result from this situation then one must similarly accept that we will be subject to less desirable consequences.

The hypothesis therefore is obvious: with large scale legitimate investment continuing to enter this country why should not organised crime interests see in Australia an answer to their problems. The solid financial reasons for overseas investment in this country, preceded by various business surveys, are just as applicable for investment from illicit sources as they are from licit ones.

## V. REMEDIAL ACTION

Various measures to counter the expansion of organised crime are open to the Australian authorities. Initially, however, there must be an acceptance that organised crime is an area which necessitates action by the Australian Government and, in particular, that its ramifications have national rather than local significance.

Taking an empirical view a "criminal" act is frequently a legal definition rather than an action which is socially disruptive. Conversely many socially disruptive acts have yet to be seen by legislators to warrant any legal sanction. The sociological changes evident in recent years have not always been reflected in the enactment or repeal of criminal laws. Various attitudes and mores which existed at the time our criminal laws were drafted no longer exist. Alternately new situations now arise which were not contemplated when this legislation was framed.

This situation has led to a curious position whereby various governmental bodies which were never designed for a major law enforcement role are now found to have the only powers suitable for the control of organised crime whereas the so called "crime fighting" agencies, that is police forces, have little or no power to act in this sphere at all. The various paradoxes that exist in this situation will not change overnight but nevertheless tend to both limit and designate the possible areas for Governmental action in the organised crime sphere.

The areas open to Governmental action therefore would appear to be:-

- (1) the establishment of effective operational criminal intelligence units;
- (2) the establishment of a national task force;
- (3) the establishment of a national criminal intelligence repository; and
- (4) the establishment of a national crime commission.

Outlines of these proposals are contained in this papers.

To initiate concerted Governmental attack on several fronts will invite criticism and attack from various quarters: Those who consider the threat does not justify the Government expenditure; those civil liberties groups who tend towards the view that it is more important to handcuff the police than to handcuff the criminal and those criminals who see themselves threatened by such action.

While Governmental expenditure is unavoidable the gradual establishment and expansion of the various measures that have been approved will spread and minimise costs. The full use of existing law without enactment of more restrictive legislation or concentration upon the activities of any particular ethnic group will pre-empt the civil rights issue. In each

of these aspects explanation to the public of what is happening and why certain steps are being taken will not only offset public concern but will serve in combating general apathy or a lack of knowledge of the problems involved. Knowledge of the criminals involved, their capacity to react and the manner in which this could occur, can, to some extent, be offset by adequate measures to resist any pressures that could be applied.

## VI CRIMINAL INTELLIGENCE

Criminal intelligence endeavours to obtain information that will establish the existence of organised crime cartels through investigation of their criminal activities; personnel or membership, income, movements and administration and then if the foregoing can be established to ascertain areas of vulnerability. The ultimate purpose of a criminal intelligence operation is to use the intelligence obtained (a) to disrupt the criminal organisation by exploiting these areas of vulnerability and (b) by the identification of proposed and existing fields of criminal activity with a view to developing prosecution action. It is not possible to allocate resources or designate priorities if we are unaware of our objectives.

The criminal intelligence concept is a break-away from the traditional methods of police investigation which can be termed the action - reaction system. The criminal acts - the police react. The investigational concept in this country is based almost entirely on the principle that Police investigate reported offences. No one in fact is responsible for acts which cannot be identified by offence. Any professional criminal sufficiently organised to insulate himself from the criminal act is virtually immune from prosecution. It is through this method, aided by the deficiencies of law enforcement systems, that professional criminals are able to secure a footing in or ultimate control of those areas particularly susceptible to organised crime - that is the non reportable, no complainant, type of crime such as prostitution and pornography, gambling and narcotics. In recent years these areas have been expanded to encompass those aspects of commerce which also often tend to become, mainly because of their complexity, non reportable areas of criminal enterprise.

The movement of the professional criminal element into the "white collar" area of crime also dictates that more attention should be paid to intelligence gathering in this area. Officers already knowledgeable in the investigation of company fraud should be formed into commercial fraud intelligence units. Recent stock exchange manipulations in Australia have resulted in demands for stronger legislation and policing of this field at all levels. As laws are introduced to prevent various types of fraud the methods of circumventing them become more devious, intricate and involved and the necessity for intelligence units in this field increases.

Criminal intelligence is therefore of primary importance to law enforcement agencies in fighting organised crime. Of similar importance, but nevertheless heavily dependent upon the initial investigations

of the intelligence units, are two other methods of combating organised crime: Prosecution through the establishment of task forces and exposure through the medium of public enquiry or commission. Selection of subjects for investigation however must depend upon extensive ground work by criminal intelligence groups. There is little point in creating either a Task Force or an Investigative Committee of some kind if insufficient work has been done to obtain either the requisite information or to identify the subject to be investigated.

While the establishment of criminal intelligence units would have to be essential for these purposes a prerequisite for effective intelligence gathering would be the establishment of criminal intelligence liaison officers at selected points overseas. We cannot expect that other agencies will undertake work on our behalf, nor indeed is this desirable.

There must be a more cohesive approach to law enforcement in Australia and greater flexibility, adaptability and innovation to meet the requirements of this age. Initially I believe that the organised crime threat can be best met by expansion of the entire criminal intelligence area to probe, identify and isolate specific areas of interest and concern.

## VII THE TASK FORCE

The Task Force is a comparatively new development in law enforcement in the United States and is a mixture of criminal intelligence gathering and crime investigation. Using experienced officers from each of these fields and channelling their efforts in selected areas of enquiry the Federal authorities have achieved unprecedented success in combating organised crime in the United States both on the State and Federal level, the latter through the actual investigations and the former by example and encouragement which is usually of a financial nature. It is not unknown for revelations uncovered by the Federal authorities to force the State governments to take some independent action of their own to avoid embarrassment and criticism.

It must be admitted, however, that the creation of task forces is in itself an admission of defeat. It accepts that normal methods of Police investigation have failed. In the American context this can be partially ascribed to jurisdictional problems. The multiplicity of law enforcement agencies in the United States (in excess of 20,000) with varying standards of efficiency and honesty also complicates the possibility of any concerted police action. As a result independent action by a single body to attack organised crime operating over a wide range of criminal activities and locations is severely limited.

The task force concept is therefore one which only need be applied if existing means of fighting organised crime by Australian State and Federal authorities fail. The problems experienced in the United States are not those of this country.

Consequently the task force approach to organised crime can be regarded as a line of last defence. Existing systems backed by adequate intelligence resources should in theory be sufficient to prevent the entrenchment of organised crime and curtail its infiltration into the fabric of Government.

The task forces in the United States have been compared with the Regional Crime Squads in the United Kingdom. There are several basic differences. While both systems have selected targets and are heavily dependent on criminal intelligence to attain these aims, the task forces have concentrated on combating unreported or organised crime where Federal law is involved whereas the crimesquads have placed emphasis on solving serious reported crime. As a consequence the task forces are involved in, for example, major taxation fraud, illegal gambling, movement of stolen property and narcotic trafficking. For each of these instances complainants or witnesses rarely exist and when they do are usually as a result of the efforts of the task force themselves. The regional crime squads use their resources to combat the activities of professional criminals or to provide a well-organised mobile team of experienced detectives to take over the investigation of major crime in their own area (such as armed robbery) or to supplement the detective force already engaged on that enquiry.

The composition of a task force should, ideally, be representative of each agency within the Australian Government having a responsibility for law enforcement. While the majority of members should remain constant, additional co-opted members would reflect the person or particular area under investigation.

There is little doubt that the establishment of an Australian National Task Force, if deemed necessary would, within a very short time, become heavily involved in organised crime as it exists in this country. It could render a most valuable service to the State Governments and to the community as a whole through the harassment and prosecution of major criminals in Australia. The experience gained in this area could ultimately provide a reservoir on which the State authorities could draw in the establishment of similar units.

#### VIII NATIONAL CRIMINAL INTELLIGENCE REPOSITORY

The movement and influence of professional criminals on a nationwide basis cannot be adequately documented other than on a national basis. As has been previously stated, the criminal will utilise those deficiencies in law enforcement techniques to his own advantage. The investments of organised crime figures who seek to diversify their activities, legitimise their income or to facilitate further criminal operations need as much attention as do their physical movements. Information held in a repository would relate to those coming within this category and would indicate the existence of criminal interests, activities or organisations.

Establishment of a national criminal intelligence repository would overcome most of these problems providing it received the full co-operation of all Police and law enforcement agencies within Australia.

This would be possible through utilisation of the existing intelligence facilities established by the Commonwealth Police by expansion of its Central Crime Intelligence Bureau. A precedent for this already exists in that all information on drug usage and users in Australia is, by State and Commonwealth joint Ministerial agreement, forwarded to the Central Crime Intelligence Bureau for collation and dissemination. It would also be possible, if so desired, to attach intelligence officers of participating States to such a repository on a rotational basis.

While some emphasis should be placed upon the tactical value of any intelligence elicited from the information received to obtain immediate prosecutions or to enable preventive measures to be taken, the long term strategic value of a repository should be of primary consideration. In fact the tactical aspects should be fully exploited by field intelligence units before, or simultaneous with, the transmission of intelligence to the repository.

The strategic value therefore of a repository is that it would co-ordinate various aspects of intelligence gathering operations and become a national clearinghouse and central repository for all criminal intelligence. Additionally, it would provide or present a national picture of the scope and nature of organised crime in this country either on one particular aspect or in a specific area. Similarly, use of this knowledge through the media or a crime commission would serve to alert the public and particular industries on various aspects of organised crime activity.

#### IX NATIONAL CRIME COMMISSION

The use of investigative commissions in the United States is an accepted method of revealing the scope and nature of organised crime in that country. The testimony of various former organised crime figures has indicated the extent that organised crime has penetrated American society and way of life. Many advances have been made as a result of these commissions. The Kefauver and McLennan hearings have performed invaluable services in creating public awareness as to the extent, operation and expansion of organised crime. The evidence given before committees chaired by Senator John L. McLENNAN has served to provide the basis for recommendations for legislative change necessary to combat organised crime.

Of an entirely different nature to the McLennan committees is the President's Commission on Law Enforcement and Administration of Justice which is regarded as one of the finest and most comprehensive studies ever compiled. While this commission covered the entire spectrum of crime in the United States it made many recommendations specifically on the subject of organised crime, some of which have now been implemented with considerable success. It is of interest to note that the establishment of this commission was a recommendation of an earlier McLennan committee.

However, whatever type of crime commission may be applicable to the situation in this country, to enter into the crime area, particularly one as complex and undeveloped as that of organised crime, without a great deal of planning would be virtually

valueless. An initial step would be the examination of the American system, its advantages and possible adaptability to an Australian context.

The establishment of some form of investigative crime commission would appear pointless without ground work having already taken place. An essential ingredient for commission enquiry into the organised crime field would be the presence and operation of intelligence units in that area. The American organised crime committees were aided and advised by intelligence groups representative of many law enforcement agencies who had been active in this sphere for many years. Without this depth of knowledge and experience any enquiry would be doomed to failure. A natural corollary too of any committee or commission is the existence of an investigative group that is able to follow-up and, where possible, prosecute offences brought to light in the course of hearings.

Similarly the creation of a secretariat, possibly of a permanent nature would be necessary. In addition the enquiry would need the services of enquiry and liaison officers and counsel to obtain, evaluate and present the evidence to a commission.

Notwithstanding these problems, but dependent upon the volume of information uncovered by intelligence units, the eventual establishment of a national crime commission could prove to be of great value. The airing of crime operations seldom exposed would increase public awareness of the problems posed by organised crime and at the same time publicly identify those figures otherwise hidden behind a facade of respectability and the protection of defamation laws.

#### X GENERAL SUMMARY

The various proposals outlined in this paper have not been amplified or detailed to any extent as they would appear to necessitate submissions in their own right. Throughout the paper emphasise has been placed upon criminal intelligence gathering for it is my belief that only through this avenue will organised crime be identified in the first place.

Subsequent action, whether this be of the type I have indicated or be of legislative nature, will depend upon the nature of the threat. It would seem that various aspects of our existing immigration, treasury and taxation law must be fully exploited if a concerted course of action to contain organised crime in this country is to be evolved.

The immigration screening systems are dependent upon overseas checks which in turn are dependent upon the ability or willingness of the Police of those countries involved to undertake enquiries on our behalf. This type of query has met with increasing resistance which can be partially attributed to the congestion of Police channels of communication through the increase in crime and, to a lesser extent, the institution of lengthy and time-consuming character check enquiries. This overloading has led to a virtual breakdown of many criminal record systems. If then there is little likelihood of catching criminals on their way into this country there must be a similarly easy method of removing them again once discovered.

The organised crime figure, as already stated, is not usually one who comes within the general criminal category with convictions that will render him liable to deportation. It is only through the intelligence medium that their overseas background and activities in this country can be discovered. Acceptance of the principle that these activities are not in the public interest should therefore be interpreted as that his conduct, whether in Australia or elsewhere, has been such that he should not be allowed to remain in Australia.

Treasury enquiries into the background of investment entering this country do not go beyond examination of the overt directorship or apparent executive control of a company. The extensive use of nominee stockholders and "front" managerial staff is an accepted method utilised by organised crime groups who seek to conceal their own interests. Lower level investments are the subject of no scrutiny at all; frequent trips to this country by couriers and a series of comparatively small monetary transfers could quickly build up a substantial capital investment.

The taxation sphere is one whereby professional criminals can declare the product of their criminal enterprise and, presumably, claim tax deductions for the bribery of government officials as a business expense without fear of any consequential investigation. If organised crime is to be attacked then it will be necessary to evolve some acceptable formula that will provide relevant information in this area while ensuring such adequate safeguards against misuse that are considered necessary.

While the enactment of additional legislation is not a subject on which I feel competent to expound it is my belief that in order to ensure that the Australian Government is in a position to police this area of criminal activity, it is necessary to create legislation which can provide an Australian National Police Force with a wider sphere of operation than is presently the situation. I think particularly of offences which have enabled the American Federal authorities, and in particular the F.B.I., to enter the area of organised crime activity which otherwise would be a matter entirely within the jurisdiction of the relevant State authority. These include such offences as the interstate transportation of stolen property and unlawful interstate flight of offenders to avoid prosecution.

A fragmented and partisan approach to the organised crime problem that would be the result of any initiative by individual States acting in isolation must only lead to confusion. It would ultimately result in criminal cartels which sought to enter this country concentrating their efforts on less affluent, forward looking or alert States. The end result would be the same as there can be no restriction on the interstate movement of organised crime and its representatives once it is established within the national confines of the country.

Awareness by business, industry and the trade unions as to the methods in which organised crime operates can achieve much as a preventative measure as well as providing indications of its existence in any particular area.



During 1971 Professor Donald CRESSEY made the following statement during a lecture at Cambridge University:-

"The citizens of Great Britain should not complacently assume that the sort of organised crime now threatening to undermine the American political and economic systems cannot arise in their country. The American experience suggests that it is easy enough to ignore criminal organisations until they do something which affects us personally. Then we puff ourselves full of righteous indignation, castigate our officials for failure to spread the alarm, and demand that our police save us from 'the growing cancer gnawing away in our midst'." 12

One cannot sincerely believe that because this country is a separate isolated continent in the South Pacific we have some form of immunity from organised crime, whether it emanates in some form from overseas, or is of an entirely domestic nature. This country, because of its comparative prosperity, stability, inexperience in this particular sphere and, what has been, the unquestioning welcome of foreign capital is particularly vulnerable to penetration.

#### FOOTNOTES

1. The Enemy Within - Robert F. Kennedy.  
New York; Harper and Brothers, 1960.
2. Crime in America - Estes Kefauver.  
London; Victor Gollancz; 1952.
3. Hearings before the Permanent Sub-Committee on Investigations.  
Organised Crime - Illicit Traffic in Narcotics.  
(Chairman John L. McLennan).  
Washington, U.S. Government Printing Office, 1965.
3. (a) Organised Crime defined by Characteristics:
  - (1) A substantial number of members.
  - (2) The group is aggressively engaged in attempts to subvert the process of government by well-organised endeavours to capture or otherwise make ineffectual the three branches of our local and Federal Government by various forms of bribery and corruption.
  - (3) The primary purpose of this group is to dominate those categories of crime which we refer to as "organized crime". By "organized crime" is meant the following: gambling, illegal distribution of narcotics, commercialized prostitution, labor and management racketeering, loansharking, and the infiltration of the crime syndicate into legitimate enterprises.
  - (4) The group anticipates a continuous, indefinite lifespan of operations.

- (5) Members habitually engage in similar criminal activity as a primary source of income.
  - (6) Top leadership and management people primarily engage in crimes of conspiracy and are usually divorced from operations by two or more levels.
  - (7) The group is dedicated to commit murder and other acts of violence upon any member who informs on the group, and to commit similar violence on any outsider who seriously threatens the security of the group.
  - (8) The group does not recognize any geographical boundaries of operations and is often associated in crime with similar groups in other cities, States, and, in some instances, in other countries. Senate Permanent Sub-Committee on Investigation. (McLennan) - 1965.
4. The Crime Confederation -  
Ralph Salerno and John S. Tomkins  
New York, Doubleday and Company 1969.
  5. The Challenge of Crime in a Free Society.  
President's Commission on Law Enforcement and Administration of Justice.  
Washington, U.S. Government Printing Office, 1967.
  6. Organized crime is the combination of two or more persons for the purpose of establishing, in a geographic area, a monopoly or virtual monopoly in a criminal activity of a type that provides a continuing financial profit, using gangster techniques and corruption to accomplish their aim. Police Administration - O.W. Wilson, N. L. McLaren, New York. McGraw-Hill, 1972.
  7. Organized crime is the unlawful activities of the members of a highly organized, disciplined association engaged in supplying illegal goods and services. United States Department of Justice.
  8. Organized crime is the product of a self-perpetuating criminal conspiracy to wring exorbitant profits from our society by any means - fair and foul, legal and illegal. Despite personnel changes, the conspiratorial entity continues. It is a malignant parasite which fattens on human weakness. It survives on fear and corruption. By one or another means, it obtains a high degree of immunity from the law. It is totalitarian in its organization. A way of life, it imposes rigid discipline on underlings who do the dirty work while the top men of organized crime are generally insulated from the criminal act and the consequent danger of prosecution. Oyster Bay Conference on Organized Crime 1965. (Quoted 'The Crime Confederation' - see 4 above).
  9. Organized crime is a permanent, secret society which generally saves violence for settling internal disputes but which conspires continuously to make considerable and regular profits, chiefly by providing

illegal services and products and by infiltrating legal businesses, in both cases in order to set up lucrative monopolies.

Prevost Commission (Quebec) 1970.

(Quoted A. Normandeau - International Crime Police Review No. 251 October 1971 ).

- 10.. Rackets in America.  
Virgil W. Peterson.  
Journal of Criminal Law, Criminology and Police Science No. 6- 1958-1959.
11. Hearings before the Pemanent Sub - Committee on Investigations - Organised Crime - Stolen Securities.  
(Chairman, John L. McLennan ),  
Washington; U.S. Government Printing Office, 1971.
12. Criminal Organisation - Its Elementary Forms.  
Donald Cressey,  
London, Heinman 1972.

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## SECTION 1 - GENERAL DEFINITIONS AND INSTRUCTIONS

### PART A - CRIME - Offences Reported or Becoming Known

#### 1. All Offences to be Included

- (a) Police Forces become aware of offences in various ways. Examples of these are telephone or personal calls to stations, reports to or observations by policemen on patrol and information gained in the course of investigations into other matters and during interrogations. In addition, offences may become known to the police at second hand only, e.g. in respect of private prosecutions, offences dealt with by other authorities, and so on. The statistics should include all offences coming within the scope of the collection irrespective of how they become known.
- (b) The Commonwealth Police Force furnishes a return of all offences handled by that Force and such offences are not to be included in the returns of a State or Territory. Subject to this proviso, all offences or incidents that are reported or become known to the Police and which, taken at face value, constitute offences within the scope of the crime covered, are to be included. This applies irrespective of the age of the offender, or other circumstances including any later finding of "unfounded", a decision not to charge the offender, or a change of classification which would put the offence outside the scope of the Selected Crime series. If the incident is an offence only if committed by an adult it should still be included even if committed by a juvenile.

#### 2. Determination of Crime Classification

Criminal laws and procedures vary from State to State and different terms may be used to describe offences arising from similar circumstances. In order to determine whether a reported or known incident should be included in the statistics, and under which classification it should appear, the details of each reported or known incident must be checked against the definitions supplied in Section 2 of these notes. If the circumstances comply with the definitions, the incident should be included.

#### 3. When to Report an Offence

An offence should be shown as "reported or known" in the return for the period when it is reported or established as an offence. As some time may elapse before an offence is reported or becomes known, it may be included in the return for a period which is later than the period during which the offence was committed.

#### 4. Unfounded Reports

- (a) An offence is "unfounded" when investigation has established that the alleged offence was not in fact committed. This includes a false report, a mistake in the facts as reported by the informant, no intent to defraud in the case of fraud offences or no breach of the law involved in the alleged offence. Inability to prove an ingredient of an offence does not make an offence unfounded, nor does a decision by a complainant not to proceed after the offence has been reported.
- (b) Where an offence has been recorded as "reported or known" and is later shown to be "unfounded", it should be recorded as an "Unfounded Report" in the column "Reported in Current Period" or "Reported in a Previous Period" as applicable.

#### 5. Which State to Report an Offence

An offence must be shown in the return for the State/Territory in which the offence occurred, regardless of who undertakes investigations or prosecutions, or where an arrest is made. Offences handled by Commonwealth Police should be shown in the return for the District in which the offence occurred. Where the events comprising the offence occur in more than one State the police principally responsible should record the offence and the circumstances should be set out in an attachment to the return.

#### 6. Counting of Offences Reported

- (a) In all cases, the number of offenders involved in a particular offence is disregarded.
- (b) For Offences against the Person (Homicide, Serious Assault and Rape Groups): Count one offence for each victim.
- (c) For offences of Stealing with Violence. (Robbery Group) : Count one offence for each victim, whether this is an individual person, a firm, company, department or other owner whose property is stolen or sought to be stolen by the use or threat of violence. This means that where several persons, (not employees of the bank), are held up during a bank robbery in which only the property of the bank is threatened, there should be a count of one offence. However if the property of these persons were threatened, there should be an additional count of one offence for each person so threatened.
- (d) For offences of Breaking and Entering (Group 5):
  - (i) Where a building has only one occupant, score one.
  - (ii) Where a building contains several independently occupied portions, whether used as residences (such as apartments, hotel rooms, flats) and/

or offices, storerooms, etc., count one for each occupant whose premises are broken and entered (whether one or more portions).

- (iii) A score of one is made for any one breaking, whether the property stolen belongs to one or more owners.
- (e) For Motor Vehicle Theft, etc : Count one for each vehicle stolen.
- (f) For offences of Fraud, False Pretences, etc. (Group 7):
  - (i) Where the same document is forged and uttered, only one offence is counted.
  - (ii) Each transaction involving the fraudulent use of store accounts is counted separately.
- (g) Where an act or series of directly related acts occurring at the same time and place and under the same circumstances, constitutes more than one offence, the following principles should apply in respect of each victim:
  - (i) If two or more offences fall within the one Group of offences - count as one offence, (i.e. any less serious "back-up" charges are not counted).
  - (ii) If the offences fall within two or more Groups - count one offence in each Group.
  - (iii) Within a Group, allot the offence to the sub-group of the more/most serious offence.

## 7. Attempts to be Included

Count attempts as offences in the appropriate crime classification, except attempted murder which is shown as a separate sub-group.

## PART B - CRIME - Offences Cleared

### 1. Clearance of a Reported Offence

- (a) A reported offence may be cleared in a number of ways but for the purpose of this collection, these have been classified under two headings, namely, "By Charge" and "Otherwise".
- (b) An offence which is cleared is counted once only under the appropriate "Cleared" heading. This applies whether the offence was committed by one or several persons and whether action has been taken against one or more of the offenders. If subsequently, other offenders are dealt with in connection with the same offence, it is not counted as "cleared" a second time.
- (c) The entry for "Cleared" must be made against

the classification under which the offence was "Reported", even if a different offence was revealed on further enquiry, or if an information or charge for a different offence was laid against the offender in clearing the original offence. As an example, an offence reported as a "shop-breaking" might be cleared by a charge of "malicious damage" to the shop door in some circumstances.

## 2. Cleared - By Charge

- (a) An offence is cleared "by charge" when an information has been laid against at least one person. As well as a charge preferred following an arrest, this includes the laying of an information or complaint with a view to the issue of a warrant, summons or other process for the purpose of bringing an offender before a court.
- (b) Any offence which has been "taken into account" by a court in considering a penalty to be imposed for another offence, is counted as "Cleared - by Charge". This applies even though an information or charge has not been laid for the specific offence and it has been brought to the notice of the court only through being included on a schedule or other list of offences to be taken into account.
- (c) An offence should be shown as "Cleared - by Charge" where the above action has been taken even if the matter is not proceeded with or if the charge laid is different to the offence reported.

## 3. Cleared - Otherwise

This category covers those clearances which do not result in any action being taken to have the matter brought to the notice of a court for adjudication or consideration. The following examples are illustrative of this concept:

- (i) The offender has died before an information can be laid.
- (ii) The offender has been committed to a mental hospital before an information is laid and it is unlikely that he will be released.
- (iii) The offender admits an offence but there is an obstacle to proceedings, e.g., diplomatic immunity.
- (iv) The complainant or essential witness is dead and proceedings would be abortive.
- (v) The offender is known and sufficient evidence has been obtained, but the complainant refuses to prosecute. (This does not make the offence unfounded).

- (vi) The offender is in another jurisdiction and extradition is not desired or available.
- (vii) The offender is serving a sentence and no useful purpose would be served by prosecution.

Under these and similar circumstances the offence should be counted as "Cleared - Otherwise".

#### 4. Clearance of Additional Offences

A person found to be responsible for one offence may admit to other offences or, prima facie, his guilt of these can be established. Any such additional offence, which has not been reported previously, should be counted as an "offence reported", and each offence, including those previously reported, should be shown as "Cleared - by Charge" or "Cleared - Otherwise" in accordance with paragraphs 2 or 3 above.

#### 5. Offences Cleared in Subsequent Periods

An offence may be recorded as "Reported" in one period but "Cleared" in a subsequent period. The appropriate entry for clearance should be made for the current period. The offence should not be shown a second time as "Reported or becoming known".

#### 6. Juvenile Offenders

- (a) The clearance of offences committed by juveniles is recorded in the same manner as offences committed by adults. This means that the category "Cleared - by Charge" is used where a juvenile offender is arrested or an information is laid against him, even if subsequent proceedings are in the nature of an official caution instead of a formal court appearance.
- (b) If, however, because of age or other circumstances, the offender is admonished or given an official caution without any charge or information being laid, the clearance should be counted as "Cleared - Otherwise".

### PART C - OFFENDERS - Persons Involved in Offences Cleared

#### 1. Classification of Offenders

- (a) In this section of the return, the number of offenders who were responsible for "cleared" offences in each of the crime Groups or sub-groups is shown, with separate figures for male and female offenders and for certain age groups.
- (b) The entry for an offender should be made against the Crime Group or sub-group in which the offence was originally reported, even if subsequent enquiry showed that the actual offence was different to that reported, or if an information or charge for a different offence was laid against the offender in clearing the original offence.



## 2. Counting of Persons Involved

- (a) The same counting procedures apply whether an offender is arrested, is proceeded against by information or summons, or is dealt with in any other way in respect of one or a number of offences that have been cleared either "By Arrest" or "Otherwise".
- (b) Each arrest or other clearance is treated separately so that one person arrested or dealt with on two separate occasions is regarded as two persons for this return.
- (c) Each offender in a particular clearance is counted once only in respect of one or more offences within the same Crime Group. Where the offences fall into more than one Group, the offender is counted once in respect of each such Group.
- (d) Where action is taken against more than one offender for the same "cleared" offence, each offender is counted separately.
- (e) These procedures apply irrespective of whether the offence has been cleared previously.
- (f) If an additional offender is discovered in respect of an offence shown as cleared in a previous return, he is included in the return for the period when he was discovered. (The offence is not cleared a second time).

## SECTION 2

### DESCRIPTIONS AND DEFINITIONS OF THE CRIME INCLUDED IN THE COLLECTION

NOTE: In the examples given below, a separate entry is shown giving the "Offence" group and sub-group, and the figures to be recorded in connection with each example. The return will show only the total figures for each sub-group. Examples shown are intended only to assist in the compilation.

#### Group 1. HOMICIDE

<u>Sub-groups</u>	(i)	Murder
	(ii)	Attempted Murder
	(iii)	Manslaughter

- (i) MURDER - In reporting this offence each incident should be examined and if it appears to constitute murder it should be shown as such. This is to be done even where there is insufficient evidence to justify apprehension of the offender, or where the offender, after trial, is found not guilty of murder. Where an offender commits a murder and then suicides, this should be shown as murder reported and "Cleared Otherwise". Include Infanticide.
- (ii) ATTEMPTED MURDER - This includes acts done with intent to murder. The counting of attempted murder should not be delayed beyond the end of the reporting period merely to see if an injured person will recover. (See also "Serious Assaults".)
- (iii) MANSLAUGHTER - Unlawful killing other than murder.

Count one offence for each victim.

#### Examples -

1. Two persons are found dead. Investigations indicate that they have been murdered. A man aged 19 years is arrested in connection with these two murders.
2. A woman aged 30 murders her husband and then commits suicide.
3. Three men attempt to kill a police officer. Two of them aged 22 and 24 are arrested, one escapes and cannot be found.
4. A man kills another in a brawl. The offender aged 45 is arrested and charged with manslaughter.
5. An elderly lady dies from injuries received when struck by a motor cycle in a pedestrian crossing. The motor cycle was travelling at about 70 m.p.h. through a busy suburban shopping area. The motor cyclist has not been traced.

For tally methods see Annexure A and B.

### Group 2. SERIOUS ASSAULT

Serious Assault is defined as an unlawful attack by one person upon another for the purpose of inflicting severe bodily injury, usually accompanied by the use of a weapon or other means likely to produce death or great bodily harm.

Excludes attempted murder (see Group 1); robbery (see Group 3); sexual assaults and offences where bodily injury results from negligent acts or omissions.

Includes any deliberate act whereby a vehicle is used as an instrument or weapon to effect an "assault" as defined above.

Count one offence for each victim.

#### Examples -

6. A man is attacked by another man and is stabbed with a knife. He requires hospital treatment. The identity of his assailant is known but he has not yet been apprehended.
7. A youth aged 13 years, in company with others, assaults a man who receives a severe blow on the head. He does not recover consciousness for several days. Only the youth is caught.
8. An elderly man assaults his wife who suffers a broken rib. The man is located but the victim refuses to lay charges or give evidence.

For tally methods see Annexure A and B.

### Group 3. ROBBERY

Stealing anything, if at or immediately before or after the time of stealing, the offender uses or threatens to use actual violence to any person or property in order to obtain the thing stolen, or to prevent or overcome resistance to its being stolen.

Includes, in addition to simple offences of robbery, all other offences involving robbery, such as Robbery under Arms, with Violence, in Company, Assault and Robbery, Stealing from the Person with Violence.

Excludes certain cases of Stealing from the Person such as bag-snatching, picking pockets, etc. - i.e. any offences in which violence does not occur or is not threatened. The statistics should include Attempted Robbery and Assaults with Intent to Rob.

Count one offence for each distinct operation or victim whose property is taken or demanded.

#### Examples -

9. A car is stolen and later used as a getaway car in a bank hold up. Three men aged 18, 20, 27 are arrested in the car.

10. Ten persons are in a post office when it is held up. There is no attempt to demand any property from those persons. Three men are involved, but only two are arrested. The identity of the third man is known. The men arrested are aged 23 and 30 years.
11. At various times during the same day four men report being assaulted and their wallets stolen. Later police arrest a 28 year old man who has just snatched a women's purse. The man admits the four robberies previously mentioned and is charged with the five offences.
12. Two elderly ladies, walking together through a park, are knocked down and have their purses stolen by a gang of young men. No arrests are made.

For tally methods see Annexure A and B.

#### Group 1. RAPE

Includes Attempted Rape and Assault with Intent to Rape but excludes Unlawful Carnal Knowledge (i.e. where consent is given but the girl is below the legal age of consent, etc.) and Indecent Assault.

Count one offence for each victim.

#### Examples -

13. A girl accepts a lift from three men in a car. She is attacked and raped by two of the men with the assistance of the third. All three men are later arrested. Two are 18 years, and the other 22 years old.
14. A woman is attacked by an unidentified man and raped.
15. Two women and a man are attacked by a gang of three young men aged 15, 17, 18. Rape of both women by the three men is attempted but the women's companion, although seriously injured, escapes, gets help and the gang is caught. They are charged with attempted rape and with assaulting the women's companion.

For tally methods see Annexure A and B.

#### Group 5. BREAKING AND ENTERING

Sub-groups	(i)	Dwellings
	(ii)	Shops
	(iii)	Offices, Factories and Warehouses.

The offence of breaking and entering is committed by a person who breaks and enters a building with intent to commit, or who then commits a crime therein; or enters a building with intent to commit, or being in a building commits a crime therein and then breaks out of the building. Includes smash and grab and safe breaking where breaking of a building is involved.

- (i) Dwellings - Include all premises normally used for dwelling purposes, whether occupied or not. Includes the residential parts of hotels, hostels, schools, colleges, clubs and similar institutions. It does not include a residence under construction or demolition, caravans on wheels, tents, houses which have never been occupied or private garages, sheds or out-houses.
- (ii) Shops - Includes all types of retail shops and similar establishments such as supermarkets, kiosks, showrooms, service stations, restaurants, hotel bars, hairdressers, non residential clubs, etc.
- (iii) Offices, Factories and Warehouses - Includes all types of offices, professional chamber, government offices, post offices, financial institutions. Includes all premises where goods are made, processed or constructed, such as abattoirs, brickworks, power houses, printing offices and government workshops. Includes all warehouses, bond-stores, packing sheds, sea, rail, road and air transport stores, wholesale stores, cool stores and other buildings used for storage, including private garages, sheds and outhouses and all premises under construction which have reached the lock up stage.

Buildings temporarily unoccupied should be classified according to the usual occupancy.

Do not include stealing where there is no breaking.

Count one offence for each breaking affecting a different occupier.

Examples -

- 16. A 40 year old man breaks into a house in the night and steals a radio. He is later apprehended with the radio in his possession. He admits to this burglary and also to ten previous offences - two house - breakings and eight shop-breakings, all of which had previously been reported to the police as breaking and entering. He is charged with one burglary and two house-breakings, two shop-breakings, six shop-breakings being "taken into consideration".

Examples -

- 17. A 21 year old man walks into a large apartment building, breaks into the office of the building manager and into four separate apartments. He is later arrested and is charged with four house-breakings and one breaking and entry of an office.

18. Three men aged 24, 27, 28 years are caught inside a factory by the night watchman. Investigations reveal that they had walked through an open door into the factory. An accomplice escapes in his van which was to be used to remove stolen goods. During questioning the men admit to three offences of factory-breaking, one of which had not previously been known to the police. The men are each charged with three factory-breakings, and one offence of found on premises with intent to steal (i.e. when they were caught). The identity of the accomplice is not established.

For tally methods see Annexure A and B.

#### Group 6. MOTOR VEHICLE THEFT, ILLEGAL USE, ETC.

Includes all offences described as Stealing, Illegal Use, Unlawful Use, Unauthorised Use, Use of Vehicle without Consent, Unlawfully Assuming Control of Motor Vehicles, etc., whether the offences are punishable under the Crimes Act, Criminal Code, Traffic Act or any other legislation. Includes cases where the vehicle is not actually driven away. Excludes cases of "interference", e.g. attempts at entering vehicles, removing aerials, tyres, etc.

Motor vehicle includes cars, motor cycles, trucks, graders, tractors (wheeled and crawler), etc., and motorised caravans. Vehicles without engines to provide power for moving the vehicle, such as ordinary caravans, trailers and floats are not to be included. Self propelling lawn mowers are not to be included.

Count one offence for each vehicle.

#### Examples -

19. A car is taken by one 16 year old and two 17 year old youths who are apprehended and charged.
20. Three men working as a gang steal three cars from a car park. Two are later apprehended. They are aged 26 and 31 years.
21. A garage beneath a dwelling is broken into. A staircase leads from the garage to the rest of the house. A car is taken from the garage and is later found stripped and abandoned in another suburb. Police enquiries are proceeding but the identity of the offender has not been established.
22. A man aged 30 is arrested for vagrancy. Under questioning he admits to being the missing member of the gang in example 20.
23. A man reports his motor car stolen from the street near his home. Subsequent enquiries disclose that the vehicle had been repossessed under the terms of a hire purchase agreement.

For tally methods see Annexure A and B.

# ANNEXURE "A"

Example No.	Crime (Classification of offences)	Offences reported or becoming known	Unfounded Reports		Offences Cleared			
			Reported in current period	Reported in a previous period	By charge	Otherwise	Total Cleared	Total Persons Involved
1	Murder	2			2		2	1
2	Murder	1				1	1	1
3	Attempted Murder	1			1		1	2
	(If the policeman dies within the reporting period, count as "Murder". Otherwise show as attempted murder and do not show as a murder even if the policeman dies subsequently)							
4	Manslaughter	1			1		1	1
5	Manslaughter	1						
6	Serious Assault	1						
	(Information must be laid against at least one person before an offence can be cleared "by charge")							
7	Serious Assault	1			1		1	1
8	Serious Assault	1					1	1
	(Refusal of the victim to prosecute does not make the offence "unfounded")							
9	Robbery	1			1		1	3
	Motor Vehicle Theft	1			1		1	3
10	Robbery	1			1		1	2
	(The number of persons held up at the same time has no significance as the Post Office is the only loser of property. If a serious assault on a Post Office employee also occurs, this should be recorded as a separate offence under Assault. If, by threat, a customer's wallet is also stolen this should be recorded as an additional offence of robbery)							
11	Robbery	4			4		4	1
	(Do not record the stealing from the woman. This offence is not on the list of selected crime)							
12	Robbery	2						
	(Count two robberies as two separate victims are involved)							
13	Rape	1			1		1	3

Example No.	Crime (Classification of offences)	Offences reported or becoming known	Unfounded Reports		Offences Cleared		
			Reported in current period	Reported in a previous period	By charge	Otherwise	Total Persons Involved
14	Rape	1					
15	Rape	2			2		3
16	Serious Assault	1			1		3
	Break and enter - Dwelling	1			3		1
	Break and enter - Shop	-			8		-
(It is presumed that the other ten cases were included in the return for a previous period. Otherwise they would be shown as "reported" in current return. Offences "taken into consideration" shown as "cleared by charge")							
17	Break and enter - Dwelling	4			4		1
18	Break and enter - Office, factory, warehouse	1			1		-
	Break and enter - Office, factory, warehouse	1			3		3
	Motor vehicle theft	1			1		3
20	Motor vehicle theft	3			3		3
21	Break and enter - Dwelling	1					
(Any lesser or "pick-up" offence of theft of motor vehicle will not be shown, as the theft of the vehicle is included in the "breaching" offence)							
22		-					1
(The offence had previously been included in the statistics)							
23	Motor vehicle theft	1	1				
24	Valueless cheques	10			10		
25	Valueless cheques			2			10





## ANNEX "B"

Example No.	Crime (Classification of Offences)	Males (a) involved in offences cleared													Total Males
		Under 14 years	14 years	15 years	16 years	17 years	18 years	19 years	20 years	21 years	22 years	23 years	24 years	Over 24 years	
1	Murder							1							1
3	Attempted murder (Do not record particulars of offender who escaped even if identity is known)										1		1		2
4	Manslaughter													1	1
7	Serious Assault	1													1
8	Serious Assault													1	1
9	Robbery						1		1					1	3
	Motor vehicle theft (Each offender counted once in each Group)						1		1					1	3
10	Robbery											1		1	2
11	Robbery													1	1
13	Rape						2				1				3
15	Rape			1		1	1								3
	Serious Assault (Each offender counted once in each Group)			1		1	1								3
16	Break and enter - Dwelling (All offenders are in the one Group)													1	1
17	Break and enter - Dwelling									1					1
18	Break and enter - Office, factory, warehouse											1		2	3

Example No.	Crime (Classification of offences)	Males (a) involved in offences cleared													Total Males
		Under 14 years	14 years	15 years	16 years	17 years	18 years	19 years	20 years	21 years	22 years	23 years	24 years	Over 24 years	
19	Motor vehicle theft				1	2									3
20	Motor vehicle theft													2	2
22	Motor vehicle theft													1	1
24	Valueless cheques									1					1
27	Fraud, etc. - All other												1		1
28	Fraud, etc. - All other													3	3
29	Fraud, etc. - All other								1						1
30	Fraud, etc. - All other						1			1					2

Example No.	Crime (Classification of offences)	Females (a) involved in offences cleared													Total Males
		Under 14 years	14 years	15 years	16 years	17 years	18 years	19 years	20 years	21 years	22 years	23 years	24 years	Over 24 years	
2	Murder													1	1
31	Fraud, etc. - All other													1	1

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## STATISTICS OF SELECTED CRIME REPORTED TO THE POLICE

Six months ended: \_\_\_\_\_

Crime (Classification of offences)	Offences reported or becoming known	Unfounded Reports		Offences Cleared		
		Reported in current period	Reported in a previous period	by charge	Otherwise	Total Persons Involved
HOMICIDE						
Murder						
Attempted Murder						
Manlaughter						
TOTAL HOMICIDE						
SERIOUS ASSAULT						
ROBBERY						
RAPE						
BREAKING AND ENTERING						
Dwelling \$0 - \$100						
Over \$100						
Shop \$0 - \$100						
Over \$100						
Office, factory, warehouse \$0 - \$100						
Over \$100						
TOTAL BREAKING AND ENTERING						
MOTOR VEHICLE THEFT, ETC. (a)						
FRAUD, FORGERY, FALSE PRETENCES						
Valueless cheques						
All other						
TOTAL FRAUD ETC.						

(a) Number of motor vehicles recovered during the period - - - - -

FORM 2A  
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COMMONWEALTH BUREAU OF CENSUS AND STATISTICS  
STATISTICS OF SELECTED CRIME REPORTED TO THE POLICE

State: \_\_\_\_\_  
Six months ended: \_\_\_\_\_

Crime (Classification of offences)	Males (a) involved in offences cleared												
	Under 14 years	14 years	15 years	16 years	17 years	18 years	19 years	20 years	21 years	22 years	23 years	24 years	Over 24 years Total Males
<u>HOMICIDE</u>													
Murder													
Attempted Murder													
Manslaughter													
TOTAL HOMICIDE													
<u>SERIOUS ASSAULT</u>													
<u>ROBBERY</u>													
<u>RAPE</u>													
<u>BREAKING AND ENTERING</u>													
Dwelling													
Shop													
Office, factory, warehouse													
TOTAL BREAKING AND ENTERING													
<u>MOTOR VEHICLE THEFT, ETC.</u>													
<u>FRAUD, FORGERY, FALSE PRETENCES</u>													
Valueless Cheques													
All other													
TOTAL FRAUD, ETC.													

(a) Each arrest or other clearance is treated separately. Each offender in a particular clearance is counted once in respect of one or more offences within the one group. Where offences fall into a number of groups, count the offender once only in respect of each group concerned.

CONFIDENTIALCOMMONWEALTH BUREAU OF CENSUS AND STATISTICS  
STATISTICS OF SELECTED CRIME REPORTED TO THE POLICE

State: \_\_\_\_\_

Six months ended: \_\_\_\_\_

Crime (Classification of offences)	Females (a) involved in offences cleared													
	Under	14	15	16	17	18	19	20	21	22	23	24	Over	Total
	14	14	15	16	17	18	19	20	21	22	23	24	24	Females
	Years	years	years	years	years	years	years	years	years	years	years	years	years	
HOMICIDE														
Murder														
Attempted murder														
Manslaughter														
TOTAL HOMICIDE														
SERIOUS ASSAULT														
ROBBERY														
RAPE														
BREAKING AND ENTERING														
Dwelling	\$0	-	\$100											
Over			\$100											
Shop	\$0	-	\$100											
Over			\$100											
Office, factory,	\$0	-	\$100											
warehouse	Over		\$100											
TOTAL BREAKING AND ENTERING														
MOTOR VEHICLE THEFT, ETC.														
FRAUD, FORGERY, FALSE PRETENCES														
Valueless cheques														
All other														
TOTAL FRAUD ETC.														

(a) Each offender is counted once in respect of a single offence, or a number of offences concerned in a particular clearance, providing that these fall into one group. Where offences concerned in a particular clearance fall into a number of groups, count the offender once only in respect of each group.

STATISTICS OF SELECTED CRIME  
REPORTED TO COMMONWEALTH POLICE

DISTRICT

(A) OFFENCES REPORTED

SIX MONTHS ENDED 30 JUNE  
31 DECEMBER 19

Crime (Classification of offences)	Offences reported or becoming known	Unfounded Reports		Offences Cleared			
		Reported in current period	Reported in a previous period	By charge	Otherwise	Total Cleared	Total Persons Involved
<u>HOMICIDE</u>							
Murder							
Attempted Murder							
Manslaughter							
TOTAL HOMICIDE							
<u>SEPIOUS ASSAULT</u>							
<u>ROBBERY</u>							
<u>RAPE</u>							
<u>BREAKING AND ENTERING</u>							
Dwelling	50 - \$100						
	Over \$100						
Shop	10 - \$100						
	Over \$100						
Office, factory,	50 - \$100						
warehouse	Over \$100						
TOTAL BREAKING AND ENTERING							
<u>MOTOR VEHICLE THEFT, ETC. (a)</u>							
<u>FRAUD, FORGERY, FALSE PRETENCES</u>							
Valueless cheques							
All other							
TOTAL FRAUD ETC.							

(a) Number of motor vehicles recovered during the period \_\_\_\_\_

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COMMONWEALTH POLICE FORCE

FORM CPP 7B

STATISTICS OF SELECTED CRIME

DISTRICT

REPORTED TO COMMONWEALTH POLICE

(B) MALE OFFENDERS

SIX MONTHS ENDED 30 JUNE  
31 DECEMBER 19

Crime (Classification of offences)	Males (a) involved in offences cleared													Total Males
	Under 14 years	14 years	15 years	16 years	17 years	18 years	19 years	20 years	21 years	22 years	23 years	24 years	Over 24 years	
<u>HOMICIDE</u>														
Murder														
Attempted Murder														
Manslaughter														
TOTAL HOMICIDE														
<u>SERIOUS ASSAULT</u>														
<u>ROBBERY</u>														
<u>RAPE</u>														
<u>BREAKING AND ENTERING</u>														
Dwelling           \$0 - \$100														
Over - \$100														
Shop               \$0 - \$100														
Over - \$100														
Office, factory, \$0 - \$100														
Warehouse       Over - \$100														
TOTAL BREAKING AND ENTERING														
<u>MOTOR VEHICLE THEFT, ETC.</u>														
<u>FRAUD, FORGERY, FALSE PRETENCES</u>														
Valueless cheques														
All other														
TOTAL FRAUD, ETC.														

(a) Each arrest or other clearance is treated separately. Each offender in a particular clearance is counted once in respect of one or more offences within the one group. Where offences fall into a number of groups, count the offender once only in respect of each group concerned.



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COMMONWEALTH POLICE FORCE  
STATISTICS OF SELECTED CRIME  
REPORTED TO COMMONWEALTH POLICE

FORM CPF 7C

DISTRICT

(C) FEMALE OFFENDERS

SIX MONTHS ENDED 30 JUNE  
31 DECEMBER 19

Crime (Classification of offences)	Females (a) involved in offences cleared													
	Under 14 years	14 years	15 years	16 years	17 years	18 years	19 years	20 years	21 years	22 years	23 years	24 years	Over 24 years	Total Females
<u>HOMICIDE</u>														
Murder														
Attempted murder														
Manslaughter														
TOTAL HOMICIDE														
<u>SERIOUS ASSAULT</u>														
<u>ROBBERY</u>														
<u>RAPE</u>														
<u>BREAKING AND ENTERING</u>														
Dwelling														
\$0 - \$100														
Over \$100														
Shop														
\$0 - \$100														
Over \$100														
Office, factory														
warehouse														
\$0 - \$100														
Over \$100														
TOTAL BREAKING AND ENTERING														
<u>MOTOR VEHICLE THEFT, ETC.</u>														
<u>FRAUD, FORGERY, FALSE PRETENCES</u>														
Valueless Cheques														
All other														
TOTAL FRAUD, ETC.														

(a) Each arrest or other clearance is treated separately. Each offender in a particular clearance is counted once in respect of one or more offences within the one group. Where offences fall into a number of groups, count the offender once only in respect of each group concerned.

## SUMMARY OF PROCEEDINGS

Presented by:

Miss M. Daunton-Fear  
Senior Lecturer in Law  
University of Adelaide  
Adelaide S.A.

Ladies and Gentlemen -

It has been a very difficult task to reduce three and a half days' proceedings in the short time available to me. We have covered a very wide-ranging number of topics in our first conference on research resources and needs and we have certainly fulfilled the latter part of our objective - it has been an exercise in co-ordination. I believe that we have gone considerably further than to look solely at research resources and needs. The conference has served a very vital function. Not only have we found out something of what is happening and, it should be added, what is not happening in the States and Territories, but we have also had a marvellous opportunity to get to know each other.

The sort of material that we have dealt with during the week seems to fall into two main categories - first of all what is happening and I again add what is not happening and, secondly, what should be happening in Australia. It is probably not appropriate for me at this stage to embark on a catalogue of all the sorts of research which is now being carried out in the various States and Territories unless you want to be here for another four days. I will just highlight a few of the research projects which are currently being undertaken and will spend most of my time dealing with the discussion on what should be happening. This would seem to be more profitable for present purposes.

First, I should mention the research which is being carried out in the various police departments throughout the States and Territories. Most of this, from what we have heard, is currently limited to research relating to the amount of crime which is committed and to the deployment of staff and the need for equipment. It is clear that the police would like to undertake more research in their own departments, given additional manpower. We have heard the plea from at least one senior police officer for guidance as to the sort of research which police should be doing. This is one function which hopefully the Institute will fulfil in the future.

Secondly, we have heard of the research which is being undertaken in most of the community or social welfare departments throughout the States. It seems to be quite common for two or three research officers to be employed. A great deal of information has been gathered on research projects on juvenile delinquency in the various States and in at least one State there has been evaluative research which has been introduced at the same time as new legislative measures have been

implemented. The need for such evaluative measures has been stressed for the benefit of the State involved and also for the benefit of the other States. At this point, I would like to record particularly the very sound advice which was offered during one of the discussion sessions, that is, that it is no good bringing in evaluative research alone when a new measure is introduced. It is important that the evaluative research should be accompanied by a willingness to admit that the particular measure may not have been successful, and a willingness to abandon it if that indeed turns out to be the case.

Thirdly, we have heard of the research programmes which exist in at least three prisons departments. It appeared that the programmes that exist at the moment are of a fairly modest nature and that those involved in research in the prisons departments themselves would certainly be grateful for more manpower to continue their work.

Fourthly, we have heard of the academic research which is taking place in the universities. It was suggested, perhaps a little unfairly, in the original session that this was to be centred around Institutes of Criminology within universities. The discussion which has taken place has indicated that there is research going on in the other Universities as well, some in Sociology Departments, some in Psychology Departments and some even in Law Schools. I make particular reference to the interest which Grant Fisse has expressed in corporate crime. I also refer to the very important comments which Inspector Dixon made about the future of corporate crime and the suggestion that we should be considering whether there should be a corporate affairs department in Australia. Two particular needs were expressed in relation to university research. First, that there needs to be more co-ordination and I speak of this from first-hand experience. Certainly, those of us who do not have the benefit of an Institute of Criminology in our universities do need to co-ordinate much more closely with those in other departments carrying out research. So there needs to be much more co-ordination within the universities, there needs to be much more co-ordination with outside bodies. This was the first need expressed with regard to university research. The second need, which does not only refer to universities, was that we should strive not to engage in sniping - not criticism for its own sake. However, it was felt proper that administrators be challenged on matters which they actually want researched.

Fifthly, the sort of area in which research might take place but apparently is not, is the voluntary agencies. At this stage it must be stressed that it is obvious from what we have heard that this does not reflect any discredit on the voluntary agencies themselves. Nevertheless, not much research is going on. The need for research seemed to be fairly generally felt and this was expressed particularly by Mr. Ince from Victoria.

Sixthly, we heard of the research which is being conducted in at least one community health service in Australia. It was somewhat unfortunate that we only

heard from one State in this particular respect, as it appears that there may be research of similar nature going on elsewhere. However, we heard some very interesting information about the type of work which is presently being conducted in the State of Tasmania and perhaps I could commend the work which Dr. Cunningham-Dax is doing particularly on the subject of multi-problem families.

Seventhly, we heard of the work which is being undertaken in the Government Bureaux of Crime Statistics, particularly Dr. Vinson's Bureau - the New South Wales Bureau of Crime and Statistics and the Commonwealth Bureau of Census and Statistics. We were very fortunate to have frank papers both by Dr. Vinson and by Mr. Hopkins. Dr. Vinson commented that he is hoping to provide a "window on the crime situation". It is perhaps unfair to suggest that at the moment this window is rather more like a skylight. I am sure it will be enlarged in the future. He told us of his desire to lead to informed debate within the community. It was very sage advice from Dr. Vinson on the need to present material in a digestible style - to engage in visual exhibitions for the benefit of those who cannot or will not read. He referred also to the need to cultivate the media.

Mr. Hopkins referred to the types of statistics which the Commonwealth Bureau seeks to provide. He referred to the descriptive, analytical and predictive statistics. He spoke of the fact that the supply of statistics creates demand and he spoke of the hope that demand creates supply.

During the week we have heard many pleas for the provision of uniform statistics. It is a cry which has been gathering strength for some time and it is hoped that following this particular conference this cry will become a clamour. We heard this morning from Inspector Connolly of the steps which have so far been taken in this respect by the Commonwealth Police Service and of the problems which are being encountered in relation to making comparisons or finding definitions which are common to the various States. It has been recognized unequivocally that the improvement of State statistics is not good enough. The improvement must be on a nationwide and uniform basis. The question was posed as to whether or not we require an autonomous body for the collection of statistics and one fairly strong negative reply was given to this. However, that particular debate terminated a little early, perhaps before any other views were expressed. It was fortunate that the debate concerning the need for better crime statistics was put in perspective at the outset by Professor Congalton's paper on Unreported Crime. He brought to the forefront of our minds the fact that however good our statistics are we must not deceive ourselves into believing that the figures can ever reflect the reality of the crime situation. Rather we need to consider each offence individually in attempting to assess the notorious dark figure. He referred to the self report studies and the victim reported studies. He showed us that they are of some value in assisting to determine the extent of the dark figure but he also pointed out some of the limitations which both of these techniques have.

This, in brief, is the position regarding the types of research which are presently being undertaken and some of the related problems and deficiencies. With regard

to deficiencies, I would like to expand briefly on that particular aspect, as it was the subject of much discussion. It was probably quite apparent from the outset that the positions in the States vary to a very wide extent - some States have been able to get very much further ahead than others and in sharp contrast the position of the Territories was shown, particularly the Northern Territory. It should be stressed that at present the research resources are very unequally distributed and presumably one of the functions of this Institute will be to try and correct the uneven distribution insofar as it is able.

Before we conclude, mention should be made of some general and very important topics which were raised during the course of the discussion. The first one was somewhat difficult to incorporate because it arose so late in the proceedings. It was unfortunate that the session seemed to pass so quickly and there was not more time for discussion. However, it should be recorded that this morning the need was expressed for research into organised crime in Australia in the form of strategic intelligence.

Three other general matters were raised. There was debate on the subject of confidentiality, and on the question of whether or not this Institute should be engaged in law reform. Another constant theme was for the need for good public relations.

Looking at these in order, on the issue of confidentiality, a strong warning was given by Mr. Fox that we should cease to talk in terms of absolute confidentiality in correctional work - that confidentiality should be recognised as being relative and instead of asking the broad question, "is this document absolutely confidential?" we should be asking "Is this document or information to be withheld from certain persons? Is this document or information to be withheld for certain purposes?" This was a very interesting point.

The second theme was whether or not this Institute should be engaged in law reform and a number of differing views were expressed on this particular point. It seemed that there was eventually some consensus on two points. First of all, it may be proper for the Institute to report on clearly demarked community attitudes as to law reform and hence be involved that way and secondly, that with certain types of research it is inevitable that evaluative judgments are either expressed or implied.

The third recurrent theme was the urgent need in the work of the Institute to establish and maintain good public relations. It is certainly the view of everyone here that it is of fundamental importance that good communications are established between all those involved in correctional work and those involved in practical fields.

Mr. Weir has ensured that good public relations have already been established and it is hoped that they will now be maintained by the Institute as one of its more important functions.

Ladies and Gentlemen, thank you.





