



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

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

**PROCEEDINGS
VOLUME 2**

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

**Proceedings of the first residential
conference of the
Australian Institute of Criminology**

held in Canberra from Tuesday 16 October to Friday 19 October 1973

Volume 2

Canberra 1974

The Australian Institute of Criminology has catalogued this work as follows:

AUSTRALIAN INSTITUTE OF
CRIMINOLOGY

364.40994

Australian crime prevention and treatment: research resources and needs — an exercise in co-ordination. Proceedings of the first residential conference of the Australian Institute of Criminology, held in Canberra, October 16-19, 1973. Volume two.

Canberra, Australian Institute of Criminology, 1974.

94p. 34 cms.

1. Crime prevention — Australia — Congresses.

2. Crime and criminals — Research — Australia — Congresses. I. Title

further information may be obtained from:

Training and Information Division,
Australian Institute of Criminology,
P.O. Box 28, Woden, A.C.T., Australia 2606

By authority of F. D. Atkinson, Government Printer, Canberra.

explanatory note

It was originally intended to publish a full transcript of the Proceedings of the First Residential Conference of the Institute. However, in view of the great volume of material recorded (over 4,000 feet of tape) it was considered that the Proceedings would be more usefully presented in this form of Report.

contents

	Page
SESSION 1	
<i>Opening Ceremony</i>	1
<i>Official Luncheon</i>	1
SESSION 2	
<i>Research and Training in Criminology Institutes</i> <i>(Introductory Session)</i>	11
SESSION 3	
<i>Research Resources and Programmes in the Australian</i> <i>Capital Territory and the Northern Territory</i>	19
SESSION 4	
<i>Research Resources and Programmes in New South</i> <i>Wales</i>	29
SESSION 5	
<i>New South Wales Bureau of Crime Statistics and</i> <i>Research</i>	37
SESSION 6	
<i>Research Resources and Programmes in Victoria</i>	43
SESSION 7	
<i>Research Resources and Programmes in Western</i> <i>Australia</i>	49
SESSION 8	
<i>The Commonwealth Bureau of Census and Statistics -</i> <i>Crime Statistics</i>	59
SESSION 9	
<i>Research Resources and Programmes in South</i> <i>Australia</i>	65
SESSION 10	
<i>Research Resources and Programmes in Queensland</i>	73
SESSION 11	
<i>Research Resources and Programmes in Tasmania</i>	77
SESSION 12	
<i>Organised Crime in a Democratic Society</i>	81
<i>Police Statistics</i>	81
FINAL SESSION	
<i>Open Forum</i>	85
CONFERENCE READING LIST	89
LIST OF PARTICIPANTS	91

SESSION 1

Opening Ceremony

Chairman

Mr Peter Loof
Deputy Chairman, Board of Management
Australian Institute of Criminology*

Speakers

His Honour Judge J. H. Muirhead, Q.C.
Acting Director
Australian Institute of Criminology*

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

Mr Minoru Shikita
Deputy Director
United Nations Asia and Far East Institute
for the Prevention of Crime and
Treatment of Offenders
Tokyo*

The Honourable T. D. Evans, M.L.A.
Attorney-General of Western Australia

The Honourable M. G. Everett, Q.C., M.H.A.
Attorney-General of Tasmania

The Honourable Mr Justice Bowen, Q.C.
Judge of the Court of Appeal
Supreme Court of New South Wales

The Honourable Mr Justice McClemens
Chief Judge at Common Law
Supreme Court of New South Wales

Official Luncheon

Speakers

Mr I. B. C. Wilson, M.P.*

The Honourable Kep Enderby, Q.C., M.P.

Mr Enderby, the Member for the Australian Capital Territory, (who, until a few days previously, had been the Minister for the Capital Territory) commended the work of those who had organised the Institute and conveyed greetings and good wishes on behalf of the Australian Government.

During the luncheon Judge Muirhead presented gifts to Mr Minoru Shikita on behalf of the Institute.

*Indicates those speakers whose addresses are recorded in
Volume I of the Proceedings

THE HONOURABLE T.D. EVANS, M.L.A.

Mr Chairman, Senator the Honourable Lionel Murphy, Attorney-General of Australia, your Honours, my Ministerial colleague from Tasmania, distinguished guests and visitors both from beyond and within Australia, ladies and gentlemen, and might I add a special greeting to the young people here assembled this morning?

We in Western Australia have watched with considerable interest the national approach in combining forces to combat crime in Australia. Although the gestation period has been somewhat lengthy the end result I am sure (that is, the Criminology Research Council and the Australian Institute of Criminology) is worthy of the time and the effort that has been put in to ensure that our future in Australia does not follow the pattern of some overseas countries at least, in which people at all levels of social life within the community suffer the nightmare of constantly being faced with crime. And so, Mr Chairman, I am privileged and indeed very grateful to be invited to attend the first official function of the Australian Institute.

The wide publicity given by the media in our State to the projects adopted by both organisations is indicative, I believe, of the public interest in our State and its response to match and indeed to out-match the skills of the modern criminal. It is abundantly evident that today our counter measures to the increasingly sophisticated types of crime being committed must themselves be sophisticated and based upon knowledge built on facts drawn from sources within our own community. There is less and less place, I am sure, for the rule of thumb approach to the complex problems of living today. In its place there is a need to employ the resources available in objective studies aimed at establishing the reasons for many forms of anti-social behaviour we encounter. It is true the reasons are elusive and it is true also that no-one really has ever yet successfully diagnosed the real cause of crime nor even put forward an adequate theory to account for it. This does not mean that we should lower our determination to find reasons and we must therefore give our whole-hearted support to the work of the Australian Institute. Earnest endeavour in social defence planning will, I am certain, reduce criminogenic features within society by means of introducing people to lives which give them satisfaction - which give them purpose-and, hopefully, which give them a genuine interest in the well-being of their fellow-men.

We must take steps to prevent the unskilled and the inadequate members of the community from becoming outlaws by making a place for them in our highly developed and our complex society. I am particularly interested by the fact that this Institute is to be concerned with the practical issues. Whilst in Australia at the present time there is an urgent need to improve and, indeed, in some areas to establish statistical information, criminologists must concern themselves with people and they must surely guard against the danger of seeing people only as statistics. Whilst war must be waged against evils such as poverty, discrimination and lack of opportunity, to be free from fear of anti-social behaviour a community must be protected also by adequate law enforcement agencies. To apprehend criminals is, of course, the first order of a police force and I suppose more important than the numerical strength of a police force is the effectiveness of those already available. And I note with pleasure that assembled here this morning we have senior police officers

drawn from our various State and Territory forces and I am very glad to see them here in attendance. But I do make the point that no police force, no matter how well trained, can be fully effective without the support and the respect of the community. You know, the permissive society is almost impressed by people who can get away with it. In part the attitude results from the fact that in an era of rapid change minorities often reject particular laws with which they disagree and this must inevitably result in a clash with the police and a consequent erosion of respect for the law. And I support, too, that we as legislators must accept a responsibility to our society to keep pace with changing standards. Without necessarily following fashionable opinions too readily we must legislate in order that the law is acceptable to our community. And let's face it, respect for the law is, I believe, the hallmark of any civilisation and it is certainly a prerequisite of human progress.

I believe the Australian Institute has a unique opportunity to seek the reasons for anti-social behaviour, to observe overseas trends in criminal behaviour and defence and to promulgate this information, to throw new light on apprehension, sentencing and rehabilitation of wrong-doers, to train those involved in the various fields of criminology by conferences such as this inaugural seminar and finally to exercise some influence on the community as a whole in making citizens aware of their involvement and their supportive role in coping with one of the major problems of today's society.

Mr Chairman, may I convey my appreciation to the Australian Institute for extending me this privilege of joining you today. I regret that I am unable to spend the rest of the week with you due to parliamentary sittings. However, on behalf of my Government I wish to assure you of our full and continuing support.

In conclusion I congratulate you, Judge Muirhead, upon being selected to set up this organisation and I am sure that what you do now and in the future will be of considerable importance to our nation.

THE HONOURABLE M. G. EVERETT, Q.C., M.H.A.

Mr Chairman, Ministers of the Crown, members of the judiciary, Members of Parliament, special guests, including those from overseas, and I specifically would like to mention Lady Barry, ladies and gentlemen.

I too wish to convey greetings from the Government and, on behalf of the Government, the people of Tasmania, to this public launching of the Australian Institute of Criminology and to express the hope that this first residential conference will achieve the aims of its organisers.

It is with a touch of whimsy that I acknowledge I come from Tasmania because we have a special interest it seems in criminology in that State, no doubt due to the fact that we were accorded by the British Government of the day the dubious privilege of housing at Port Arthur the major penal settlement that Great Britain found it convenient to establish there some one and three-quarter centuries ago. We do not seem to have lost the label since then.

As Senator Murphy, the Australian Attorney-General, has said, this Institute has come to life in an apolitical atmosphere. It was conceived by the previous Government, of which Mr Justice Bowen was a member, it was delivered by the present Australian Government and I am sure you will all agree that is all to the good because if this partnership in attacking the problems which are within the compass of the Institute is to be successful then no question of politics should be allowed to enter into the affairs of the Institute.

Tasmania has reason to be grateful for the establishment of this Institute because already it has received a significant grant towards the continuance of a piece of research work which, when it is analysed, I think is quite fascinating and also important. And that is a piece of research which was begun some three or four years ago into what we call multi-problem families in Tasmania—that is families, members of which are frequently coming before the Government agencies, from the police, to the prisons and to the mental health institutions. A number of research workers devised this research into sixteen families in the Hobart area. They have been traced back two generations and the startling fact emerges that the members of those families, by virtue of their involvement with prisons, courts, mental hospitals and other institutions within the State, have cost over a period of fifteen years the conservatively estimated sum of \$1,500,000,—that is from sixteen families over only fifteen years. And the other rather frightening fact is that some members of those families have spent collectively 201 years in prison. I would hope that facts elicited by research of that sort would command the attention of this Institute once it gets properly on its feet.

I notice, Mr Chairman, that one of the functions of the Institute is related to research into the prevention or correction of criminal behaviour and that function, I believe, highlights one of the pressing problems throughout the world today which I can pose in these words—how effective is the orthodox sentence of imprisonment, the conservative approach, the approach to which we are all used? Just how effective is it?

And one goes on from that to ask the question—could there not in appropriate cases be some alternative form of punishment which would preserve the deterrent and the retributive factors but would also be more reformatory so far as the individual is concerned? And it may well be that a germ of an idea which the Institute will be able to take up and follow through is to be found in the Saturday work order scheme which operates

in Tasmania and which was instituted by the previous government, to which I pay tribute for its foresight in this respect.

The scheme is one whereby courts are empowered, with the consent of the defendant or the accused, in lieu of imposing a sentence of imprisonment, to require that person to work for community projects on a certain number of Saturdays. The scheme has been cemented by the present government, made permanent, and will be extended. And it may well be that the community and the individual would both benefit from an extension of that system rather than by adhering to orthodox methods of simple imprisonment.

One thing, Mr Chairman, I say in conclusion is that I note with pleasure the involvement within the Institute of members of the staffs of universities. I believe, especially as from 1 January next, that the amount of public money which will be spent on tertiary education and on colleges of advanced education will be such that it will be the duty of governments to ensure that maximum results are achieved from the expenditure of those sums and I believe that through this Institute the universities could be made, to a degree, the workshops and the laboratories where a lot of spade-work, where a lot of research can be conducted. By doing so I think that we would be achieving a closer merger of the university with the community than we have achieved in the past. It is often referred to as the merger of town and gown and I would hope, your Honour, that in the forefront of the policy of the Institute and of the Council there will be a continuing and growing involvement of the university staffs.

In conclusion, I repeat that the Government of Tasmania wishes this Institute and the Council a long and fruitful existence, a long and fruitful attempt to achieve within the social sphere in which it is set, benefits for all mankind.

THE HONOURABLE MR JUSTICE BOWEN, Q.C.

Mr Chairman, Mr Attorney, Ministers, Judges, other distinguished guests, ladies and gentlemen.

As a ring-in I shall be as brief as I can but there are some things I would like to say. First, I would like to thank the Institute and the Minister and Department for thinking of me and inviting me and my wife here to the opening of this Institute. I do appreciate that gesture. Secondly, I do not claim to be the only begetter of this Institute but I have a strong parental interest, both as to the fact that it came to birth at all and as to the form it took.

When I became Attorney in November, 1966 I was impressed with the fact that Australian Governments were having to make decisions in relation to deviant behaviour or courts or prisons without having sufficient information as to the real objective facts. The statistics in Australia were confusing. Many crimes that were similar went by different names in different States and so it was almost a matter of chance what the statistics produced. And even when you got uniform statistics you found that an amendment to the law in some State, changing the name of a crime, might inadvertently alter the statistics for years to come. In addition to that there was not the study being undertaken that we found being undertaken in other countries and that was so essential in our modern community. And so I was greatly attracted to the idea of a national institute of criminology and I set myself to push this forward and to form it. And then I found that the biggest stake in terms of money or responsibility was in the States. They were responsible for police, courts, prisons, rehabilitation, even universities. It was vital, therefore, to have their co-operation. Any institute we established, say, in Canberra, would have to be able to go to the States for statistics and so on. So I called meetings of the States and met with the State Attorneys and State Ministers for Justice. I recall John Maddison the Minister for Justice, New South Wales, was himself thinking on parallel lines at that stage. He formed a New South Wales Bureau of Criminology shortly afterwards. After discussion with the States the form emerged in which this Institute was constituted. Formally, we were to have a Council with State representation on it spending money on research, giving money to particular research projects—maybe at a university, maybe in a State Department—and overseeing that expenditure, and we were to have the Institute, the tightly-knit body under essentially Commonwealth control, with a highly qualified Director operating with a management function, operating as a collating and research body and also as a training body.

Having arrived at that point, we held a conference in Canberra on deviant behaviour bringing together the magistrates, the police, the probation officers, psychologists and so on. Some of them seemed hardly to have met before and to have only realised at the end of that conference that they were all engaged in the same thing.

The police seemed to have come to the conference with the impression, for instance, that the probation officers, after all the trouble the police had gone to, were busy letting the people loose on the community that they had been to so much trouble to capture. But they realised at the finish that they were all engaged in the same thing, and made a report which recommended the prompt establishment of this

Institute among other things. Armed with that and other information, I succeeded in getting through Cabinet approval of the Council, approval of the Institute, and allocation of the necessary money. But I ceased to be Attorney-General towards the end of 1969 and I think it was not until 1971 that the Act was actually passed through Federal Parliament. This happened in an area where all parties were agreed that it was a good thing.

The final point I make is that there is considerable pressure on someone who is prepared to devote some of his time and substance to politics and to bring forward an idea. It takes a long time for the thing finally to be born. We see it today here, born—this Institute. In closing, I would just like to say that I wish the Director and the Institute every success in the years to come. No-one can over-rate the importance of the work that lies ahead of them.

THE HONOURABLE MR JUSTICE McCLEMMENS

This is an historic occasion. Curiously enough it almost coincides with the 150th anniversary of the bringing into existence of the first complete judicial system in Australia.

The Charter of Justice was signified by the Earl of Bathurst on behalf of George IV on 13 October, 1823 and now, 150 years later, we are present at what I believe is the third great historical legal event in Australia.

The foundation of the Supreme Court of New South Wales for the first time brought the whole procedures of the English Law, Crime, Common Law, Equity and Probate into New South Wales by reason of the Act which authorised the King by Charter under the Great Seal to erect and establish Courts of Judicature in New South Wales and Van Diemen's Land.

Thus it was that the Charter of Justice became operative and it came into effect in May, 1824 and in May of next year we will celebrate that event.

There is a certain historic fitness in all this because, if it were not for the Charter of Justice, you would not have Senator Murphy here today because the Supreme Court of New South Wales would have had no jurisdiction to admit him as a Barrister of that Court as its jurisdiction to admit the Attorney-General as a Barrister came from the Charter of Justice. I hold my office by virtue of powers given by the Charter of Justice and hence it is a great pleasure for me to be able to come here this morning and to move the vote of thanks to my old friend the Attorney-General who, before I went on the Bench, was very frequently my Junior in the Supreme Court when he was a young Barrister and I was a Silk.

Then I do warmly congratulate Judge Muirhead and I do think that the people of Australia are to be congratulated on the fact that we have Judge Muirhead as Acting Director of this Institute and that he will be the man who is to get it off the ground. I would also refer to Mr Peter Loof of the Attorney-General's Department. Mr Loof is a man with whom I have had many associations on the Australian Crime Prevention, Correction and After-Care Council and with such a co-adjutor the Institute cannot go wrong.

I am also going to incorporate Mr Justice Bowen of the Supreme Court of New South Wales in this vote of thanks because he was the one who, as Attorney-General, in large measure was able to bring the Criminology Research Act 1971 to birth.

The fact that this is an Australian occasion is emphasised by the presence not only of the Attorney-General of Australia but of the Attorneys-General from Western Australia and from Tasmania.

In conclusion, I would like to pay a very brief tribute to Mr Minoru Shikita from the United Nations and Far East Institute for the Prevention of Crime and Treatment of Offenders and to welcome him here on your behalf.

I said earlier that I believe this to be the third great historic legal event in Australia and that this is an important morning; this is an important phase in Australian development. The creation of a legal system in 1823 was important, its historic significance I think most of us overlook. The establishment of the High Court seventy odd years ago was another milestone in the development of the Australian legal system. This is the third.

Now in an age where the problem of crime in our time, the problem of the safety of people, the problem of the victim, the problem of the prevention of crime, the international

crime coming to Australia for the first time, the inauguration of an Institute such as this is of momentous importance.

The Institute has an immense national job to do. I would ask you, ladies and gentlemen, to carry a vote of thanks to all those who have been associated with this morning's meeting by acclamation in the usual way.

SESSION 2: Research and Training in Criminology
Institutes (Introductory Session)

Chairman

His Honour Judge J. H. Muirhead, Q.C.
Acting Director
Australian Institute of Criminology

Speakers

Mr H. G. Weir
Senior Criminologist (Training and Information)
Australian Institute of Criminology*

Mr D. Biles
Senior Lecturer in Criminology
University of Melbourne
Victoria

*Mr Biles has been appointed to the staff
of the Institute as Senior Criminologist
(Research) and will take up his position
early in 1974.*

Mr Minoru Shikita
Deputy Director
United Nations Asia and Far East Institute
for the Prevention of Crime and
Treatment of Offenders
Japan

PRESENT TRAINING AND
RESEARCH FACILITIES

Mr Biles discussed at length the activities of the Institute of Criminology in the Sydney University Law School and the Melbourne University Criminology Department. He expressed the view that, in the ten years preceding the establishment of the Australian Institute of Criminology, these were the only two criminology schools in Australia engaged in both research and training.

He stressed, however, the importance of the training in criminology conducted in other Australian universities and the criminological research carried out by such organisations as the New South Wales Bureau of Crime Statistics and Research.

Reporting on the training programmes in criminology of Sydney and Melbourne universities, Mr Biles stated that 'they probably provide the best available background for research in criminology in Australia today'.

He continued: 'It could safely be assumed that persons who hold graduate level Diplomas in Criminology or Master's level degrees from Sydney or Melbourne, would know something about the theoretical issues currently being fought out in criminology'.

'It could also be assumed that such persons would have some knowledge of the interacting functions of criminal justice systems. They would also have some acquaintance with research methodology and perhaps some acquaintance with the use of statistics as research tools. They would not be fully trained and qualified researchers in criminology but they would be at a better starting point than people coming from other disciplines'.

Mr Biles then outlined the criminological research activities of these two universities. He described the research being carried out at four different levels.

At the first level, he said, 'there are research projects carried out by students studying for Diplomas in Criminology. These would only very occasionally result in publishable reports and would be seen as training exercises rather than contributions to criminological knowledge'.

At the second level, comprising research carried out by students studying for Master's degrees, Mr Biles said that a more significant contribution was being made. He explained that 'in both universities, to qualify for a Master's degree in Criminology it is necessary to do a substantial piece of research and the theses resulting from such research are eminently publishable'. He added, however, that 'unfortunately these are not sufficiently communicated to the world at large'.

The third level includes the research done by the academic staff of these two universities: 'this is sometimes carried out with support of research assistance which may be funded by outside bodies'.

At the fourth, 'and probably most exciting level, research is being carried out by staff of both institutes specifically appointed to do a particular job'. Here Mr Biles referred to 'projects which have been totally funded by outside authorities'. He reported on the recent developments in this kind of research in the Melbourne University Criminology Department: 'In the last twelve months a grant of \$30,000 was made for a project on child welfare administration and even more recently, a grant of \$48,500 was made for a study of the effectiveness of licence suspension. In each case research fellows or senior research fellows have been or will be appointed to

carry out these projects ... The numbers of research projects at this fourth level, the most hopeful level, are increasing all the time'.

Mr Biles completed his discussion of the criminological research activities in the Sydney and Melbourne universities with the following summary: 'it is probably fair to say that at whatever level criminological research is being done, whether it is by students or by senior research fellows specifically appointed for the task, most of the work being done at present is simply descriptive, and probably our most urgent need is to describe what is going on in the criminal justice system. Occasionally, and more excitingly, research projects are evaluative and there is a huge need here to reduce the area of ignorance. We may, in the future, get into even more enterprising research which will be experimental rather than descriptive or evaluative'.

THE CRIMINOLOGY
'BOOM'

Mr Biles went on to review the development of criminology in Australia over the past decade.

'There is a great deal to be done in all areas of training and research, but we must bear in mind that criminology is only just moving out of its period of infancy'.

'In view of the whole development of criminology in Australia, today is something like a birthday and even though it is the first day of this particular Institute, probably in terms of the existence in Australia of criminology per se, it is something like the tenth birthday'.

Mr Biles stated that 'at present criminology is absolutely booming'; however he commented that 'having gone through the period of struggling infancy, criminology has yet to reach more turbulent times, perhaps equivalent to adolescence, before it achieves full maturity'.

He suggested that the 'boom period' would not last: 'When we move into the turbulent period of adolescence in criminology we will have problems of identity, problems of recognition and we will ask ourselves "Well, what is criminology anyway? What sort of solutions will emerge from the study of criminology?" We may find that period quite difficult and I would predict that we will face it in four or five years time'.

'After that, we may reach a stage of some stability, which will not be quite the boom times we have now, but it will be at a time in which much more solid work is done and much more reasonable recognition is given to our role in the total community'.

COMMUNICATIONS

Mr Biles suggested that 'one of the factors which will influence our rate of growth through the period of adolescence in criminology will be the effectiveness of our communications'. He added, however, that 'communications in criminology are inherently difficult because criminology necessarily rests upon three separate disciplines, perhaps more. They have different languages and different assumptions. The three disciplines are law, psychology and sociology. It is very hard to communicate—to write reports that will be appreciated and understood by these three parent disciplines'. Mr Biles speculated that lawyers 'would feel some anxiety, perhaps even resistance, to highly empirical research including large quantities of statistical data, particularly if that data is used inferentially ... Similarly, the skills that lawyers have in analysing statutes and cases tend to leave the psychologists and sociologists absolutely cold'.

Mr Biles expressed the view that the solution to the

problem of how to communicate ideas in criminology lies in two directions. 'Firstly, with patience—by being very careful in the reports we write, so that they are understandable by people in other disciplines—and, secondly, by broadening the influence of criminological training so that non-legally trained people gain a better understanding of what lawyers are talking about and vice versa'.

Mr Biles expressed his strong support of Mr. Weir's comments on the communication of ideas through the Institute's Bulletin and Newsletter. He also stated the view that 'much more support and encouragement should be given to the Australia and New Zealand Journal of Criminology ... It may well be appropriate for some of the research reports from the Institute to be published in that journal'.

'Over and above that, I think the real possibility for wider communication in criminology in Australia lies in the publication of books'.

He stated that much could be learned from 'the method used by the Cambridge Institute of Criminology which has for a period of years, in co-operation with a commercial publisher, published a series of hard-cover books known as the Cambridge Series in Criminology'. He suggested that this Institute might in a similar way 'produce a series of Australian Studies in Criminology'.

Mr Biles concluded his address on that point: 'If we were able to produce such a series and in perhaps five or six years time, point to two or three feet of bookshelf space and say "that is part of what we have done", I would feel at that stage that criminology in Australia had really reached adulthood and maturity and I hope we will reach that stage in that time'.

UNAFEI RESEARCH
PROJECTS

Mr Shikita, in describing the research activities of UNAFEI, referred to three research projects in particular.

The first project, he explained, was a survey 'undertaken for the purpose of establishing a theoretical and practicable frame of reference for assessing the present and future role of open correctional institutions in Asia and the Far East'. The survey included visits by Institute staff to ten countries in the region. It took some two years to complete and its findings were published in 1964. 'This publication', he said, 'has been used extensively as teaching material at the Institute'.

The second project 'was a comparative survey of juvenile delinquency in Asia and the Far East'. Mr Shikita commented that 'this project presented more difficulties than the previous one as it was intended to provide a basic and objective picture of juvenile delinquency, the treatment of delinquents and the programmes for the prevention of delinquency in seventeen different countries of the region'. He went on: 'the survey was made by a staff member by way of studying literature, obtaining official as well as unofficial information and visiting these countries'. The report was published by UNAFEI in 1968. Even though this report indicated the lack of reliable information and statistics in the region 'nonetheless it included much more data and provided a more extensive comparative analysis of systems and of criminology than any previous publication'.

The subject of the third project, also a survey, was 'public participation in the Asian region'. The topic 'public participation in crime prevention and control', was one of those discussed at the Fourth United Nations Congress. This survey was conducted differently from the previous ones—'it involved no visits by Institute staff to countries of the region, the basic data was collected at UNAFEI ... This subject was dealt with at different training courses and seminars at UNAFEI. Recent courses, as a result of constant improvement in training methods, included "comparative study sessions" and "group workshops" in which participants from the various countries provided background information. This was recorded with the assistance of specially appointed reporters. Some of the results have already been published in the UNAFEI Resource Material Series. The Institute is currently engaged in the compilation of these materials, both published and unpublished'. Mr Shikita commented that 'this survey was not so statistically oriented but provided a better practical framework for assessing the present and future roles of different types of public participation'.

RESEARCH
RESTRICTIONS

Mr Shikita discussed the restrictions on the research activities of UNAFEI. 'Apart from insufficient financial and human resources' there are, he said, 'three factors which impose particular restrictions on our research activities. Firstly, UNAFEI is primarily a training institute, secondly, it is a regional and not a national institute and thirdly, it has to serve governments and to train government officials'.

Regarding the first restriction 'it is essential for teachers and trainers to take new research results into their constant consideration'. He added, however, 'that this does not necessarily mean that the research must be done by the teachers themselves. Teachers can learn from the work of other researchers and use what they have learned in updating their teaching programmes'. He stressed that 'a training institute cannot afford to

undertake research if it is to be at the cost of lowering its level of training ... It can only do so when the research will result in a reciprocal enrichment in both areas of research and training. Therefore, unless there exists an ample prospect of enriching training, UNAFEI should not undertake research projects'. He added that 'the project on public participation is an excellent example of this approach and the comparative survey of juvenile delinquency was also undertaken because of its value as training material for the participants from the region'.

Of the second restriction, Mr Shikita said 'any close cultural or multi-national research needs very careful and exhaustive descriptions and definitions of the various factors involved and, without these, the resulting study would be insignificant ... Therefore', he continued, 'such explanatory researches as prediction studies, assessments of the effectiveness of various types of treatment or experimental studies in individual treatment or in criminal policy should be conducted on a national basis and within an identical frame of reference. These studies are most profitably conducted by a national criminological institute and not by a regional institute like UNAFEI'.

Regarding the third restriction, Mr Shikita explained that 'at UNAFEI our overall duty is regarded as being to develop effective crime prevention and treatment techniques exportable to the countries of the region with little modification'. He stressed that UNAFEI must ensure the 'immediate applicability and usefulness of research for the governments of the region in the formulation of their policy and we cannot afford to conduct research for purely academic or theoretical interest or for the higher pursuit of intellectual excellence'.

RESEARCH PROBLEMS AND PRIORITIES

Commenting on the problems and priorities of the research activities of UNAFEI, Mr Shikita stated that 'we are unable to escape the fact that our resources of various kinds are limited. There is one oriental proverb which serves as our constant reminder, that is, that those who chase two rabbits will catch neither, and our staff at the Institute are fully engaged in training activities ... If we should undertake research projects it would inevitably result in diverting some of our energy as well as time and money and therefore, unless we are blessed with extra funds and personnel, we cannot conduct research except where that research will also serve our training purposes'.

Mr Shikita mentioned a seminar on training and research, with particular reference to urbanisation and industrialisation, which UNAFEI is to organise early in 1974, as one example of the Institute's ongoing policy. 'Through this seminar', he said, 'we endeavour not only to train the government officials of the region in research but also to sensitise the policy makers in the necessity of research and to provide a place for dialogue between policy makers and researchers'. He continued: 'We are also contemplating updating the previous study on juvenile delinquency so as to draw a fairly accurate criminological picture of younger generations in the region. This has to be a strongly statistically oriented survey involving the development of practical sample survey methods suitable for the developing countries of the region'.

'These will help to bring about the time when more nations of the region are equipped with sufficient statistical data so that they can plan for their future more accurately and adequately.'

'There is much to be done in the field of criminological research, particularly the more sophisticated types of research and in this connection we are greatly looking forward to the contribution of the Australian Institute of Criminology.'

SESSION 3: Research Resources and Programmes in
the Australian Capital Territory and the
Northern Territory

Chairman

Mr Peter Loof
Deputy Chairman, Board of Management
Australian Institute of Criminology

Panel 1: Australian Capital Territory

Mr R. Donnelly
Senior Social Worker
Welfare Branch
Department of the Capital Territory

Wing Commander R. D. Barnes, M.B.E.
ACPCAC, A.C.T. Branch

Panel 2: Northern Territory

Mr D. McCann, S.M.
Northern Territory*

Mr W. J. McLaren
Commissioner of Northern Territory Police*

Mr M. Taylor
Department of Aboriginal Affairs
Northern Territory*

A.C.T. PROGRAMMES
AND PROPOSALS

Mr Donnelly expressed regret that he was unable to present the results of any research carried out by the Welfare Branch. He stated that 'although a number of outside researchers have been assisted by being granted access to Branch records and by staff made available for discussion', the Branch had not been in a position to undertake original research on its own behalf due to lack of staff.

'The Welfare Branch has wide statutory obligations over a whole spectrum of services which it must honour. The rapid growth of the A.C.T. population, the scarcity of trained staff, the lack of staff training facilities and the increasing demands of the public for welfare services have all led to an inability to provide personnel for research. Indeed, our resources are strained to the utmost by efforts to meet our statutory obligations'.

It is not anticipated that any research would be carried out by the Branch in the immediate future. 'However', Mr Donnelly added, 'Branch records and facilities will continue to be available to those involved in bona fide research'.

'The Welfare Branch strongly supports research into all areas of crime and delinquency. Specifically, encouragement is given to the proposal for a nationwide survey of juvenile delinquency as suggested by this Institute to the Criminology Research Council. The aims of the survey are excellent and the scope of the data collection procedures extensive.'

Mr Donnelly argued that all organisations dealing with juvenile offenders should be collecting the material suggested by the proposal. He said that 'the acquisition of such material could be nothing but beneficial to the individual practitioner and his employing agency as well as to the criminologist and other social researchers'.

Referring to the proposal for the provision of funds for suitable staff for the preparation of a social background report for each juvenile offender who becomes the subject of official police action, he pointed out the difficulty of ensuring that the staff who have completed the reports are fully qualified. He also indicated concern at the magnitude of the task. 'The sum of \$14,000 allocated to the A.C.T. for the project,' he said, 'would employ two full time field staff for about twelve months. This may facilitate the achievement of the goal of a social background report in respect of each child, but certainly would not leave sufficient funds for the employment of staff to collect and code the data obtained'.

Mr Donnelly stated that 'perhaps the funding might be more realistic or the scope of the project reduced'. He added, however, 'that the latter would be very much regretted'. He also suggested that the benefits of the project could be multiplied many times if the same data could be obtained about all offenders who became the subject of official police action ... The scope of such a project on a national basis would be immense and the costs staggering. The results however, would be worth every bit of effort and every cent expended'.

CRIMINOLOGICAL RESEARCH
IN THE A.C.T.

With reference to criminological research in the A.C.T. Mr Donnelly said 'despite Welfare Branch's inability to provide research personnel on its own behalf, we would strongly encourage research in the A.C.T. The concept of the A.C.T. as a social laboratory has almost become a cliché. Despite this, the advantages of research with a discrete and easily available population are too obvious to be ignored'.

Mr Donnelly went on to note some of the changes in the assumptions relating to criminal motivation: 'Crimes against persons or property are more rarely seen to be initiated by deprivation. In this society of over-full employment and with a booming economy even the concept of relative deprivation no longer appears as relevant as it once seemed to be'. He continued that 'there would appear to be a marked increase in thrill-seeking types of offences, of robberies committed by offenders who have substantial amounts of money in their possession which they have earned legitimately, and whose response to the question "Why did you do it?" is "I don't know". Women would also seem to be becoming more involved as active participants in crimes of violence and property offences'.

Referring to the proposition that this trend is symptomatic of a general dissatisfaction with the type of society in which we live, Mr Donnelly suggested that 'the A.C.T. may be the area where the trend of criminal behaviour by the "haves" and the "have nots" is most easily identified'. He went on to indicate the sociological reasons which supported his suggestion. 'The Canberra population', he said, 'may be seen to score highly on most commonly accepted indicators of social class. The population as a whole would appear to have higher educational achievements than many other communities. It also has generally high income levels across all social strata. Although a slum area does exist, the average standard of housing and of community facilities would seem to be higher than in other cities of comparable size'.

Canberra is still a new city with many of its inhabitants coming from all over Australia and from overseas. 'Thus', he said, 'they are usually isolated from extended kinship groupings ... A further interesting point is that families tend to arrive in Canberra while they are still young. The wife is often tied to the house with young children while the husband is outwardly mobile in the work and social situation and thereby becomes isolated from his wife and children. Thus we have in Canberra significant suicide and divorce rates. It could also be suggested that this situation may contribute to juvenile delinquency figures'. For these reasons, he suggested, the A.C.T. is an area which researchers cannot afford to ignore.

COMMUNICATION DIFFICULTIES Mr Donnelly went on to emphasise the importance of the rationalisation of record-keeping procedures so that base data may be collected on a national basis. Whilst acknowledging the benefits of the collection of data from a common base, he suggested that 'the problem is not so much a lack of data but a failure in communication between different systems ... The police in one State may classify occurrences of crime differently from police in another State. More importantly, they may classify occurrences of crime in a similar manner but may mean different things in terms of their classifications'.

'We often make note of the difficulty in communication that exists between the criminal sub-culture and the forces of law and order. However, we rarely acknowledge the difficulties that exist in communication between the different social defence agencies. These communication difficulties are most often noticeable in a court of law where police, the legal profession, psychiatrists, social workers etc., each with their overlapping areas of expertise, put forward their points of view to the bench.' He pointed out that each profession has its own jargon, often with different connotations of common words or

phrases. He expressed no surprise given these circumstances that the defendants in criminal trials often become confused and that 'the judiciary finds sentencing the most difficult task of all'.

Mr Donnelly requested that 'every effort be made to remove jargon from communications between inter-disciplinary bodies' and strongly suggested that 'inter-disciplinary communication in the social defence area be the subject of extended research'.

A.C.T. BRANCH
OF ACPCAC

Wing Commander Barnes began by explaining that, like the Institute, the A.C.T. Branch of ACPCAC was also newly established. It had been in existence for only one month.

He said that 'as a voluntary organisation we are primarily interested in rehabilitation'. With reference to research resources, he reported that 'we have only been able to get rehabilitation figures from one source so far. This source gave us figures for the period 1969 to 1971 on 215 people employed by them over that period who had previously offended. Of the 215 people only 51 repeated any problems at all. Those problems which were repeated involved mainly absenteeism and only three involved dishonesty. These researches were continued through 1972 when 44 people with previous convictions were employed and only one repeated with an offence of violence and one repeated with an offence of dishonesty'. These results were most encouraging.

At present this was the only research project on which Wing Commander Barnes was able to report. He proposed, therefore, to discuss the needs of his organisation in relation to the facilities offered by the Institute.

'As volunteers we have certain preconceived ideas and one of these is that we feel there is infinitely greater mileage to be gained from rehabilitation in the homely atmosphere as opposed to the institutional atmosphere ... We feel that the person in the institution who comes out into society through a system of something like a half-way house has an infinitely better chance of rehabilitation. We ask the Institute to prove or disprove this sentiment of ours.'

'At this stage we rely a good deal on sentiment and rather less on fact and we look to the Institute to provide us with the fact', he added.

DATA
STANDARDISATION

On the subject of the standardisation of data collection he expressed doubt that 'the various legislative authorities in Australia will ever get to the point of calling the same spade the same spade, they will always have some degrees of differences'. However, 'these subtle differences can be ironed out by the Institute and the Institute can give to us, the people in the field, the comparisons that otherwise would be missing'. He explained that 'if in Victoria a certain crime is included under clauses 1, 2 and 3, in Queensland 4, 5 and 6 and in New South Wales 7, 8 and 9, then let us not call it by those names for Institute purposes. Let us call it Crime A and Crime A is defined as 1, 2 and 3; 4, 5 and 6; 7, 8 and 9 by the States for their own reference purposes'. He went on: 'The Commissioners of Police have done a tremendous amount in endeavouring to standardise this business but have they gone far enough? From the volunteer point of view we are looking not only for standardisation but also for simplification'.

THE ROLE OF
THE INSTITUTE -
LAW REFORM

He also raised the question of the Institute's role in the area of law reform. 'We now get good police reports ... They tell us of the crimes that have been committed. They do not tell us the crimes that have not been committed. I wonder if the Institute could perhaps look at this and those crimes which have been dropped from the social calendar—can they perhaps be rubbed out of the legislation?'.

TRAINING FOR
VOLUNTEERS

Wing Commander Barnes went on to discuss the role of volunteers in training activities: 'The professionals in the area are limited, they have a certain amount of finance, they have a certain amount of manpower but they have a tremendous number of volunteers who are prepared to give their time and their energies. Is it possible to devise a training scheme that would embrace the volunteers as the

lackeys if you like, of the professionals? Is it possible to train the professionals to appreciate the availability of the volunteers?'. He mentioned here the community crime prevention committees in Tasmania and similar projects in Japan and Canada. 'Is it possible,' he asked, 'that the Institute can come up with training programmes that will give a wider meaning to the term "crime prevention"?'

He concluded by mentioning the Institute's publications. While acknowledging the necessity of good communications he stressed the need for plain language in those publications intended for non-professional readers.

JUVENILE
DELINQUENCY
SURVEY

Judge Muirhead (prior to the general discussion) said that he wished to clarify possible misunderstandings concerning the proposed national survey into juvenile delinquency. He said: 'The Research Council has suggested such a survey may be recommended to the Australian Government subject to a number of considerations, not the least of which are the views of the States, the views of the Directors of Child Welfare. It is a tremendous project and has yet to be proved feasible'. He added that at present it should not be assumed that the Institute or the Research Council will be carrying out this project. He concluded: 'We will be looking at it and looking at it carefully, but what is eventually done will entirely depend upon feasibility'.

SESSION 3—DISCUSSION SUMMARY

RESEARCH IN AUSTRALIAN TERRITORIES

Considerable concern was expressed at the lack of research in the Australian Capital Territory and the Northern Territory, particularly as this was reportedly due to inadequate facilities. It had been expected that research programmes would be operating in these federally-financed Territories and questions were raised concerning approaches to the responsible government authorities for the provision of the necessary facilities.

LAW REFORM AND RESEARCH

The general view was that the Institute should not become engaged in law reform activities and indeed had no warrant to do so. It was considered both sensible and proper for the Institute to limit its activities in this area to research and communicating the results to the Australian and State Governments. Reference was made to Section 6(b) of the Criminology Research Act 1971. It was stated that while law reform was wholly a matter for Commonwealth and State legislatures and the various law reform organisations, it could be expected that the results of research conducted by the Institute would receive careful attention from these bodies.

Three expressions of contrary opinion were:

- (1) that the Institute should put forward a law reform programme directed at removing significant anomalies in existing legislation;
- (2) that there was a role for the Institute in removing from current legislation laws of a trivial and archaic nature;
- (3) a. the concept of the Institute as an apolitical organisation was seen as a serious factor limiting its effectiveness,
b. that the standardisation of crime statistics would be facilitated if the Institute undertook a law reform programme aimed at the standardisation or codification of the criminal law.

While there was one clear statement that the Institute, as an apolitical body, should not make value judgements, the weight of opinion was against this view.

It was said that it was not possible to state clearly that the Institute should make or avoid all value judgements. However, if the Institute made value judgements on sensitive social issues it risked alienating itself from large sections of the community.

Another view was that it would be impossible for the Institute to avoid the impression of a value stance because, regardless of the care taken in presenting research results, the Institute would indicate its attitudes by the very fact it had chosen, emphasised or endorsed particular pieces of research.

In an area of law where serious impediments to the effective prevention or control of crime were seen to exist, such as the expenditure of police resources which could be better invested elsewhere, it was considered proper for the Institute to recommend an adjustment of the law to correct the situation. However, such a recommendation would be directed more towards the proper utilisation of resources than to law reform.

It was also stated that there was a clear relationship between empirical research, research reports, value judgements and even law reform. This view was based on the proposition that effective criminological research results in a series of hypothetical statements, for example, if A and B are done then consequences X and Y

VALUE
JUDGMENT
AND RESEARCH

will follow. This is then presented as the research result upon which legislators may base decisions to change the law.

It was suggested that it would be proper for the Institute to reach a conclusion which indicated the consequences if the law were changed and it would then be a matter for the legislators to decide whether or not they wanted those consequences. However, it was not considered proper for the Institute to recommend that the law be changed.

Effective research cannot be carried out unless the data collected is related to a range of values which are said to be the declared values of the society. Only by value analyses, which are fed by empirical research, can worthwhile results be achieved. The Institute should not avoid the field of values and value judgements, indeed, in many areas they should be its target. Two types of research reports which would not attract undue comment on the researchers' competence to carry out value analyses were:

- (1) reports which clearly imply a contradiction between the current situation and what society believes to be desirable;
- (2) reports where necessary balance had been given to the value judgements of those engaged in the research by independent advisors and staff performing a checking role.

Thus a further stage could be reached by commenting in the report that if society wants to be true to its declared values as stated, it will adopt a different course of action.

SESSION 4: Research Resources and Programmes in
New South Wales

Chairman

Mr L. K. Downs
Under-Secretary
N.S.W. Department of the
Attorney-General and of Justice

Panel

Professor A. Congalton
Acting Head
School of Sociology
University of New South Wales

Superintendent E. Canacott
Science, Technology and Other
Services Group
N.S.W. Department of Police*

Mr D. H. Lightfoot
Administrative Assistant
N.S.W. Department of Youth and
Community Services*

Mrs M. Dewdney
Senior Research Officer
N.S.W. Department of Corrective
Services

RESEARCH IN
NEW SOUTH WALES

Mr Downs opened the session by stating the four main points to be made by the New South Wales panel:

'Firstly, to inform the seminar of the places where criminological research is carried out in New South Wales, secondly to indicate the difficulties in gathering reliable statistics, thirdly to report on current and proposed research projects and fourthly, to report on efforts to co-ordinate the statistics of the various law enforcement agencies in New South Wales.'

Mr Downs stressed the need for uniform crime statistics accessible on a nation-wide basis. This, he said, is essential if the Institute is to function fully and he urged all conference delegates to work towards this end.

He went on to mention the places in New South Wales where criminological research is conducted.

'There are the various government departments; the Police Department, the Department of Youth and Community Services, the Corrective Services Department and the Department of the Attorney-General and of Justice. In addition there is the Bureau of Crime Statistics and Research. Important research is also done in the universities and a certain amount is undertaken by the magistrates themselves in relation to their own particular courts.'

UNREPORTED CRIME Professor Congalton discussed unreported crime — its nature and extent and the methodology which could be used to identify it. He stated that in Australia, research in this field was seriously limited by the lack of available funds. He added that, because of doubts as to the accuracy or completeness of original data, it was difficult to determine the extent of unreported crime.

Professor Congalton referred to Sir Leon Radzinowicz's comment that perhaps only 15% of all crime committed is reported. This figure would vary depending on the type of crime under discussion, for example, there is a higher rate of reporting on car thefts than rape and other sexual crimes. 'Most of the studies that have been carried out', he said, 'tend to concentrate on asking people, particularly teenagers, to report on crimes they have committed in an attempt to see if the incidence of crime committed is greater than crime reported. A more successful way of getting a reliable figure is to ask people how many crimes they have suffered, the focus therefore being on the victims rather than on the persons who have committed the crime

RESEARCH DIFFICULTIES Professor Congalton said that although this method seemed fairly straightforward he was aware, from recent experience, of the difficulties confronting researchers working within necessary limitations. One of these difficulties is the setting of a time limit. People in general seem incapable of remembering all the crimes that have concerned them. Even if a time limit is set the information may not be accurate.

'A second area of difficulty', he said, 'is caused by the fact that inquiries are essentially of a personal nature — company crimes or organised crime are not included. Another difficulty is that there is a reluctance for people to name a crime of which they are the victim and frequently they prefer not to report a crime if this has involved a neighbour or a relative.'

'I think, too,' continued Professor Congalton, 'that the interview situation itself can be an inhibiting and embarrassing one. There could also be a reflection of public opinion which could affect accurate reporting. For example, if some particularly noteworthy crime had been committed shortly preceding an interview this could affect the extent to which a person recollects instances when he had been a victim. Publicity surrounding a crime could prompt him to exaggerate a situation as a means of expressing his own dissatisfaction with law and order.'

Professor Congalton spoke of the different conceptualisation of what constitutes a crime as understood and reflected by different segments of the community — these segments could be called social craft levels, socio-economic or educational levels. The same question asked at different levels of society would produce many different answers.

Another major difficulty emphasised was the matter of co-operation in persuading people to be willing to be interviewed. About 25% of people approached refuse to answer any questions and this affects any statistical survey. In many cases these people are closely involved with the legal process, for example wives of policemen. Similar reluctance was expressed by people, particularly elderly women, living near prisons.

'If these limitations are to be overcome it will be necessary to mount a very precise and well organised methodology which inevitably will be very expensive.' The Professor went on to outline the difficulties involved. Frequently an interviewer has to call several times to

complete an interview. Professional interviewers should be used in preference to amateurs who are frequently unable to get accurate answers. The length of an interview of this kind can be long, even as long as twenty-eight pages. Crime cannot be described by a single word, and in any case, the question remains to what extent the definitions are going to be comparable to those used in police statistics from other states and countries. To get a figure on the incidence of crime and to show whether crime is greater or less than is reported it is essential to make figures and concepts directly comparable.

The general credibility of the interviewing and the witnesses must be taken into account. A recent American investigation using independent people in the legal profession came to the conclusion that one third of the reported cases were doubtful.

Professor Congalton commented that research in the field of unreported crime was absolutely essential, and concluded: 'It is vitally important for us to find out the actual amount of crime that is being committed, though it will be a most difficult task'.

Mrs Dewdney discussed the work of the Research and Statistics Division of the Department of Corrective Services. The Division, she explained, was established just over three years ago and is directly responsible to the Commissioner for Corrective Services. Its function is to provide statistical and research findings on the full range of corrective services — prisons, probation, parole and some of the recent innovations of work release and periodic detention. It also provides this sort of information on the administrative aspects of the running of the Department.

'During this early stage of its development the Division has concentrated largely on improving the quality of records kept from the information supplied by the various establishments administered by the Department. The aim has been to compile meaningful statistics and generally to have a recording system that could be used more adequately for research purposes.'

The Division had also concentrated on 'gaining acceptance from staff at all levels, especially institutional and administrative staff, by giving them an information service of a very practical nature'.

This, she said, has paid off in terms of co-operation and the Division is currently distributing the task of data collection to various sections of the Department. The intention is to decentralise the Division's resources by having every section collect its own data. This would allow the Division to broaden its future activities, concentrating on the analysis of trends.

Mrs Dewdney reported on some of the projects undertaken by the Division. She described them as 'statistical studies, administrative studies and evaluative studies'. The Division, however, was not as yet engaged in real evaluative research; it is at present engaged in 'evaluative studies' of the periodic detention and the work release schemes. 'We are keeping registers on all persons either sentenced by the courts to periodic detention or selected for work release by the Department of Corrective Services, but we are not comparing results with any control group.' She also referred to a similar study commenced recently, on a sample of women received at Silverwater. Having established these registers the Division plans to go into the area of long term evaluative research on a comparative basis using control groups.

Mrs Dewdney re-iterated the importance of gaining the co-operation of institutional staff in ensuring that such projects will proceed on an ongoing basis. The gains made in terms of co-operation would also be to the advantage of other organisations wishing to conduct research such as the N.S.W. Bureau of Crime Statistics and Research and the Australian Institute of Criminology. In this respect, she explained, the Division's statistical studies have been most useful as they have been concerned more with administrative research than with criminological research.

ADMINISTRATIVE RESEARCH

In the area of administrative research the Division has established a central card index on sentenced prisoners and a similar index on unsentenced prisoners based on reception and discharge sheets supplied by all reception institutions. 'This enables us to carry out a monthly census of the unsentenced population; thus we are able to indicate the number of people awaiting sentence by either local or higher court decision and the length of time they are detained as unsentenced prisoners.' While this study is primarily concerned with accommodation

resources, it also indicates areas of court delays which could be modified.

Also in the area of administrative research, the Division carries out practical statistical studies, on rates of admission of persons charged with drunkenness or vagrancy. 'We were able to establish fairly recently that the new policy of courts of petty sessions of not fining drunks has led to a 94% reduction in the number of drunks and vagrants received in Long Bay in default of fines. This provides some feed-back to these courts showing that this policy has had results.'

**PRISON AND
PROBATION
POPULATION**

Another research project was a census, completed in 1971, of the N.S.W. prison population with special reference to the birthplace of offenders and their parents. 'We hope to compare our findings with the 1970 prisons census in Victoria and also to make comparisons with census figures obtained in the 1971 census on the general population. As a flow-on from this project, the Division, with further assistance from institutional staff, was able to quickly produce figures on Aborigines in the prison population. The results, which are as yet unpublished, showed that for every 1,000 male Aborigines over the age of 18 years, 40 are in prison.

Mrs Dewdney referred also to probation population statistics and reported that data is now being collected and processed by computer. She expressed the hope that useful results would come from the analysis of these figures which would provide the first set of comprehensive statistics on the probation population.

Mrs Dewdney saw the future activities of the Research and Statistics Division comprising much more evaluative research; it has, however, first been necessary to lay the foundations for this work.

The Division will be most willing to assist the Institute in its research activities on an ongoing basis, but the point was made that it will be in a better position to provide assistance if given advance notice of the Institute's possible requirements.

The speaker observed in conclusion that correctional research is becoming the 'in subject', especially with the policy of 'opening up prisons to the community at large' and stressed that care should be taken to establish priorities for research projects in this field.

SESSION 4 — DISCUSSION SUMMARYUNREPORTED CRIME: USE
OF RESEARCH FINDINGS

The subject of research into unreported crime was discussed at length. A question was raised concerning the uses to which the results of such research could be put.

It was stated that this information could be utilised in two important ways:

- (1) it would make it possible to determine the actual crime rate. A more reliable index would be to know the actual crimes committed, reported and unreported, rather than to rely on the figures of convictions or reported crimes because there are many external factors, including policy considerations, which may influence published crime statistics;
- (2) if the process could be repeated annually on a scientifically determined sample, taking into account external limitations, the result would be a much clearer indication of whether in fact crime was on the increase or the decrease from year to year. Similarly, it would be possible to more accurately determine rises and falls in the incidence of specific offences.

Another view was that although this research could be justified in terms of providing more accurate and realistic information on the crime rate, the matter of its comparative importance, with regard to the limited financial resources available for criminological research generally, was open to question.

However, the general view was that in terms of priorities in criminological research, the field of unreported crime was a most important area.

RESEARCH FUNDS

With reference to the availability of funds for criminological research, it was pointed out that it is the function of the Criminology Research Council to make grants and to determine priorities. It was also indicated that the sum of \$100,000 which has been appropriated by the Australian and State Governments is not necessarily the limit of available funds. Furthermore, it could be gathered from the Attorney-General's opening address that the approach of the Australian Government is to give great support in this respect.

SESSION 5: New South Wales Bureau of Crime
Statistics and Research

Chairman

Professor Derek Roebuck
Dean of Law School
University of Tasmania

Speakers

Dr Tony Vinson
Director
N.S.W. Bureau of Crime Statistics
and Research*

Mrs M. Dewdney
Senior Research Officer
N.S.W. Department of Corrective
Services

Discussion opened by

Dr Malcolm Hall
Principal Research Officer
Crime Intelligence Bureau
Commonwealth Police Force

N.S.W. CRIME
STATISTICS-
INTERDEPARTMENTAL
COMMITTEE

Mrs Dewdney reviewed the work of the Inter-departmental Committee on Crime Statistics. 'The Committee has been operating for about one year and its membership includes representatives from the N.S.W. Bureau of Crime Statistics, the Police Department, the Department of Corrective Services and the Department of Youth and Community Services. The purpose of the Committee was to look at the State's criminal and judicial statistics with a view to achieving a co-ordinated system of crime statistics.'

The Committee's first progress report included the following recommendations:

- (1) the issuing of an annual crime report to include the reported incidence of juvenile and adult crime and the apprehension of offenders, geographic distribution and some social characteristics of offenders, judicial decisions and associated procedural and social factors, social characteristics of offenders and correctional statistics, including the social characteristics of offenders exposed to the correctional programmes and the impact of different correctional programmes on offenders;
- (2) the report should integrate data from various sources including police, child welfare, corrective services and the courts;
- (3) the establishment of closer liaison between officers of different departments with the ultimate goal of creating a common pool of data using available computer resources, including perhaps the police computer;
- (4) the establishment of courses of instruction in criminal records librarianship;
- (5) the expansion of police crime information reports to include data which is not strictly legalistic, e.g. the type of weapon used in offences against the person and the nature if any of the injuries to the victim;
- (6) the Bureau of Census and Statistics should consider using some sections of the victimisation questionnaire used by Professor Congalton;
- (7) there is a need to investigate the feasibility of recording standardised data on the various types of warrant that are available.

SESSION 5 DISCUSSION: Opening Remarks by Dr Malcolm Hall

RESEARCH—
DRUG OFFENCES

Dr Hall explained that one of the functions of his organisation is 'to act as a national agency for the collection of drug intelligence data and to provide statistical reports, one of which is an annual publication on drug problems on a national scale'.

He said that 'The N.S.W. Bureau of Crime Statistics and Research has provided some very valuable information on how New South Wales has approached this problem and, in comparative terms, I believe I can give some indication of the problems which might be encountered by the Institute if it were to sponsor research in the drug area on a national basis'.

Dr Hall referred to the legislative difficulties, 'a whole range of different State legislations and Commonwealth legislation—some allowance would have to be made for this situation'. In addition, there may be some reluctance on the part of police forces to make available the information required. 'This information is confidential and is restricted for re-circulation back to law enforcement agencies.' Also, duplication is a problem. The N.S.W. police computer proved unsuitable for national purposes and consequently police had to keep separate sets of records for national and domestic purposes. Taking into account the mobility of criminals in this field the possibility of duplication of information arises. Another problem exists from delays in securing the required information. 'In fact, four months into 1973 we were still missing about 35% of results of proceedings relating to offences reported to us in 1972.' The lack of computer facilities creates further difficulties in terms of delays in processing information.

Dr Hall commented that crime is becoming an increasingly complex phenomenon, criminals are becoming more sophisticated and police are spending more time on individual investigations. He concluded that published crime statistics may not be providing an accurate indication of crime in the community.

SESSION 5—DISCUSSION SUMMARY

CONFIDENTIALITY On the question of confidentiality in relation to the criminal justice system it was argued that a general reference to documents as being confidential would not stand up to examination. The question should be asked—'confidential as to what and in relation to whom?' It was noted that in a number of jurisdictions certain legislation provides that information can be released to bona fide researchers. There was a suggestion that funding bodies, such as the Criminology Research Council, should set standards for the proper control of the release and handling of information.

UNIFORM STATISTICS The question of standardisation of crime statistics was discussed at length. It was claimed that although the desirability of statistical uniformity has been acknowledged, very little had been actually achieved. This was seen as an area which requires urgent attention.

It was stated that at a recent meeting of the Standing Committee of Attorneys-General it had been resolved that the Institute undertake an examination of the feasibility of the approach to uniform statistics.

SESSION 6: Research Resources and Programmes
in Victoria

Chairman

Mr A. G. Booth
Director-General
Social Welfare Department
Victoria

Panel

Det. Chief Inspector J. J. Ryan
Criminal Investigation Branch
Victoria Police

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

Mr G. Ince
Chairman
Prisoners' Aid Society of Victoria

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

Mr Booth opened the session by expressing the appreciation of the Victorian delegation for the opportunity to participate in the Institute's first residential conference.

RESEARCH IN
UNIVERSITIES

Mr Fox discussed the role of universities in criminological training and research in Victoria. He also commented on the relationship between academic research and practical administration. 'The University of Melbourne was the first university in Australia to establish a Department of Criminology. In addition to its teaching programme, the Department engages in a range of research activities, including research work by staff members in the form of published books and papers, special projects undertaken by staff and funded by outside agencies, work at postgraduate level and student projects' he said. The Department also has access to the ancillary services of the university — computer services and the resources of other departments whose work is related to Criminology such as Sociology, Psychology and Medicine.

At Latrobe University, work relevant to criminology is carried out in the Departments of Psychology, Sociology and Legal Studies.

Mr Fox reported on recent progress in the establishment of a criminology programme at Monash University Law School. 'Our first exercise has been to set up a major criminological library. We have obtained a fairly substantial sum of money and we are now attempting to build up as complete a collection of criminological material as is possible. We have obtained the acquisition lists of the very large and specialised Criminology Library of the University of Toronto and we are making every effort to reproduce them. It is important that the work of the researchers in other parts of the world be available in Australia and we see ourselves serving that function. At a later time we also hope to extend our teaching and research programmes.'

In relation to university involvement in research Mr Fox made the point that 'major research projects require a concentrated effort over an extended period and the view that such research is capable of being done on a part-time, "between classes" basis can no longer be justified. It is incumbent upon agencies funding research to consider the researchers' resources in terms of time available. This will mean that research within the university setting will become more expensive as provision will have to be made for full time professional researchers'.

He remarked on the tendency to label university research as 'academic research' and research conducted by non-university bodies as 'practical research'. There is often a great antithesis between the practitioners and the academics and a good deal of sniping takes place as to the relevance, extent and usefulness of research projects. 'Much of this sniping is justified in the sense that academic researchers, if left entirely to their own resources, could engage in research that has no immediate or directly seen significance for those involved in the actual operation of the criminal justice system. However, those concerned with daily administration may reasonably be challenged to state in terms that are researchable, the problems that they want researched.'

Mr Fox stated that in the context of the universities' role in research, there was an urgent need for this kind of dialogue between the administrators and the researchers.

COMMUNICATION— Inspector Ryan emphasised the need for improving the communication of research results on a nationwide basis.
RESEARCH RESULTS 'If our skilled researchers could be used more effectively and if research results could be properly co-ordinated and channelled, we would be in a better position, firstly, to identify our problems and secondly, to do something constructive about them.'

He stated that 'the Victoria Police Force has an excellent record of interest in crime statistics and research. The collection of statistics is an integral part of a policeman's work. In all cases where offences are reported or arrests made policemen are required to complete comprehensive criminal offence and modus operandi reports'.

Inspector Ryan discussed research programmes implemented by the Victoria Police. The statistical data for these programmes was collected by police officers.

One of the first and most successful projects involved the appointment of a Police Surgeon to conduct research into blood analysis. This project led to the introduction of blood tests for drunken drivers and, more recently, breathalyser testing.

A second valuable project, also undertaken by the Police Surgeon, was a study of drunken drivers, traffic accidents and related offences.

The improved design of the accident report form has simplified the task of data collection for policemen and has enabled the Traffic Branch to acquire a great deal of information which has been used in seminars on traffic engineering with the ultimate objective of minimising accidents.

RESEARCH—THE Another research project being undertaken by the Police
POLICE VIEWPOINT Women's Branch is a study of cruelty to children as a possible cause of crime. This study is still in its infancy but the results to date are promising.

Inspector Ryan reported that the Victoria Police research and planning course has been in operation for several years. 'We realise the necessity of adequate planning and research facilities, even if at present they are only directed towards the incidence of crime and the allocation of police resources.'

Inspector Ryan circulated the 1972 edition of the Statistical Review of Crime, published by the Victoria Police. 'This is a highly sophisticated piece of statistical review. Victoria uses the same 8 primary categories of crime as the N.S.W. Bureau of Crime Statistics. These are then dissected into a further 88 categories.'

He commented that 'as a result of the analysis of the incidence of crime, a special Crime Squad was formed. This squad can be assigned to any area at any time when required'.

'One of the great problems', he said, 'is the area of juvenile crime, and we believe that our resources can be more profitably utilised in the juvenile area than in attempting to rehabilitate hardened criminals. Social workers should be integrated into the teaching profession to assist in detecting problems manifested in the child at school and to follow them through to the home'.

Inspector Ryan said that from the police viewpoint the most important and difficult task is the identification of problems. 'We, as policemen approach our problems from one direction and we welcome the support and guidance of

the academics who approach them from another.' He added that the work of the N.S.W. Bureau of Crime Statistics is particularly valuable in that it combines the academic and practical approaches.

'Policemen are trained to collect statistics and we could give valuable assistance to researchers in the corrective services field if we received proper guidance in the preparation of forms and questionnaires' he commented.

The most interesting future project is the decision by the Victoria Police Force to purchase two computers, primarily for use in the area of motor vehicle thefts. 'When this system is implemented it will be linked by telex to all other Police Forces in Australia. The possibility of co-structuring with the New South Wales system is also being explored as a first step towards a national system.'

Mr Ince reported on the work of the Prisoners' Aid Society of Victoria. The Society, a small organisation which is 101 years old, has been working along traditional lines of total giving of financial and practical assistance and has never engaged in any form of research.

He commented that the Society, a non-governmental, non-sectarian volunteer organisation played an important part in the field of prisoners' aid.

Recently the Society approached a foundation in Melbourne for funds to appoint a research officer. It is intended to investigate the role of the Society and to examine methods of improving its effectiveness. Mr Ince said that the results of any such research would be passed on to the other members of the newly formed Prisoners' Aid Association of Australia.

Another recent and encouraging development is the availability of legal aid. 'We have had offered to us a panel of thirty-six lawyers who are prepared to offer their services to our clients free of charge.'

A continuing problem exists in trying to place ex-prisoners in employment. Mr Ince expressed his appreciation of the assistance provided by the Special Categories Division of the Commonwealth Employment Service. 'We have a member of their staff in our office each day and they have taken a tremendous load off the small staff that we have available.'

A more acute problem is the lack of short-term accommodation. 'We have two half-way houses, one had to be closed because of the lack of suitable staff and the other has struck many problems and it is quite possible that it too will soon be closed. We desperately need a half-way house where a man can live for a short period until he can get on his feet.'

Mr Ince commented on the need for effective communications. 'We look forward to receiving the publications of this Institute but we trust that wherever possible they will be presented in simple form.'

He concluded: 'We hope that in your training programmes you will think of the volunteer and we would welcome any form of training that is available'.

SESSION 7: Research Resources and Programmes in
Western Australia

Chairman

Mr R. M. Christie
Under-Secretary for Law
Crown Law Department
Western Australia

Panel

Mr G. O. Leitch
Acting Assistant Commissioner
of Police
Western Australia

Associate Professor R. W. Harding
Law School
University of Western Australia

The Reverend Barry Hickey
Director
Catholic Family Bureau
Western Australia*

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

SOCIAL DEFENCE IN
WESTERN AUSTRALIA

Mr Christie opened the discussion by describing measures taken in Western Australia to co-ordinate social defence policies and to provide support for the Criminology Research Council and the Institute of Criminology.

He said that in 1966 a body called the Correction Study Group was established. Its objectives were 'to foster co-operation and the exchange of information between governmental and other organisations in the correctional field, to discuss relevant issues and to offer advice as the occasion arose'. Its membership consisted of individuals and representatives of organisations in the corrections field. 'This group' he said, 'was the forerunner of our Branch of the Australian Crime Prevention, Correction and After Care Council'.

Following the report of the Australian delegation to the United Nations Congress in Kyoto, the Western Australian Government directed that a Social Defence Council be established. Its membership comprises representatives from the welfare field—including the Departments of Community Welfare, Public Health, Town Planning, Mental Health Services and the State Housing Commission—and from the legal field, including the Crown Law Department, the Probation and Parole Office, the Police Department, the judiciary and the University Law Faculty. Representatives from the developmental field include the Departments of Environmental Protection, Local Government and Industrial Development.

The Council is assisted by a Steering Committee. Mr Christie said that 'at the first meeting of the committee in August, 1972, it was agreed that the UNO findings were applicable to Western Australia, that is, that increases in crime and delinquency could be linked to our rapid urban and industrial growth and social defence planning must be integrated with economic, social and cultural planning'.

Since that time the Committee has worked towards this goal, concerning itself particularly with the sociological aspects of urban development. The Committee has conferred with the Family Planning Association and the Child Care Group of the Australian Council of Social Service on their participation in the field of urban development and has expressed its support for their activities through the Council to the Government.

In addition, the State Housing Commission has introduced measures to assess and account for the sociological impact of proposed developments.

Mr Christie continued: 'A further example of co-operation is that which has been extended to me as the member of the Criminology Research Council. A proposal by me to the University, the Police Department, the Department of Corrections, the Department of Community Welfare and the Probation and Parole Office that they advise me on matters concerning the Criminology Research Council was readily accepted. As a result, submissions made by Western Australia to the Council are thoroughly examined prior to dispatch. In a similar manner applications from outside Western Australia are assessed in terms of relevance to our State. As a member of the Council I feel I am able to express a more informed opinion having the assistance of such a range of experts'.

LAW ENFORCEMENT IN
WESTERN AUSTRALIA

Mr Leitch outlined the practical limitations on police resources which exist in Western Australia. He said that 'the numerical strength of our Police Force is 1,855 and the Criminal Investigation Branch comprises about 10% of the police strength. We have a budget this year of about \$17,000,000. The area which we have to police is very large, approximately 1,000,000 square miles. The population slightly exceeds 1,000,000 and at the last census the ratio was one policeman to 638 people'.

In Western Australia 'the geographical problem is greater than anywhere else in Australia and probably in most places of the world'. Because of this 'very practical problem', he said, 'the position in Western Australia is perhaps a little different from the idealistic conception of law enforcement'.

Mr Leitch referred to certain problems which he said required the urgent attention of criminologists. He mentioned particularly the rising crime rate and suggested that increases in the severity of sentences should be considered. He referred also to the problem of serious traffic offences.

In Western Australia 'the clean-up rate of reported crime is between 35% and 40% and there is no doubt that a large amount of crime is never reported ... it must be remembered that criminals have to be caught and convicted before they can be researched, studied, assessed and treated. It is of academic interest only to discuss the treatment or punishment of persons who are not subjected to this process'. He said that it is because of such practical considerations that the policemen's view of crime statistics differs from that of the psychologist, sociologist or criminologist.

Discussing the role of the police in the criminal justice system Mr Leitch said: 'Legislators, acting on the principle of the greatest good for the greatest number, sometimes make laws which all members of the society do not agree with. Legislators often have a difficult task in implementing certain desirable legislation or in introducing law reform'. He expressed the view that 'the police, in the enforcement of the law, do reflect the attitudes of the public at a given time. The declining rate of prosecutions for offences relating to abortion and homosexuality supports this view'.

He continued: 'One thing is certain. It is the policeman, not the legislator or researcher or other academic who confronts the infringer and is abused, or in more serious cases threatened, injured or even killed. It is a much simpler task to sit in comfort after the event and make judgements on attitudes and conduct. While police are expected to have a tough hide, they have the same human frailties as other members of the community and cannot always shrug off unfair or unnecessary criticism'.

UNIFORM CRIME
STATISTICS

Mr Leitch concluded: 'every effort has been made by the police forces in Australia to implement uniform crime statistics which will bring the Australian system into line with the United States and Canadian systems. This uniformity should be of assistance to researchers who often seek statistical information from police departments. The co-operation which exists at present between the police and approved bodies and individuals is greater than at any time in the past'.

Professor Harding then presented a paper on the state of criminological research in Western Australia, which is reprinted below.

CRIMINOLOGICAL RESEARCH IN WESTERN AUSTRALIAN TERTIARY INSTITUTIONS

The principal features that will be established by this descriptive paper are as follows:

- (i) the volume of criminological research being carried on in Western Australian tertiary institutions is modest but by no means insubstantial;
- (ii) it is carried on in small, isolated pockets with virtually no formal co-ordination;
- (iii) there is a reasonable degree of informal, individual co-operation;
- (iv) there is a good chance that future research may be more systematised and thus better able to reflect apparent priorities.

(i) RECENT AND PLANNED RESEARCH

Research of interest to criminologists has recently been carried out in the following departments of the University of Western Australia: Anthropology, Commerce, Law, Psychiatry, Psychology and Social Work.

Anthropology

This Department has always, in its teaching, been very interested in the consequences of cultural dislocation produced by the progressive mixing of Aboriginal and white Australian society. Recently, Mrs Dorothy Parker, a lecturer, has completed a major study concerned with 'Aboriginals and the Legal Processes in W.A.' The study contains a great deal of data regarding imprisonment rates, conviction rates, etc., and also a great deal of attitudinal evaluation of such groups as prominent citizens, police, justices of the peace, prison officers, and non-Aboriginal prison inmates. The study was actually commissioned by the Minister for Native Affairs in the previous government and it has not yet been released for publication.

Commerce

Mr Trevor Williams, lecturer in Commerce, is at present writing up a doctoral thesis concerned with the Western Australian prison officer's perception of the correctional system and his own role in it. This work, which is avowedly influenced by the findings of Emery¹ and Thomas², should become a major Australian source for trying to assess the tensions generated by purported commitment to the goal of rehabilitation and for trying to assess whether that goal is realistic.

Law

The present writer has in the recent past been very much concerned with police practices and procedures; material of specific Australian interest includes Police Killings in Australia³ and Disciplinary Procedures in the Western Australian Police Force⁴. I have also become very concerned with the impact of firearms use upon our community, and the Criminological Research Council has agreed to fund a study to assess firearms availability in Australia. This study will be conducted jointly with Professor Gordon Hawkins of the University of Sydney. In speaking to this paper, I will describe the project more fully.

Psychology

Dr A. A. Landauer has, for some time, been carrying out research projects concerned with the physiological and psychological effects of various drugs and, more particularly, alcohol. This work has recently focused upon a forensic matter of interest to law enforcement officers and criminologists, viz., the accuracy, reliability and validity of the breathalyser⁵.

Psychiatry

A considerable amount of work has recently been done regarding suicide, motor vehicle accident deaths and other forms of violent death in Western Australia and Australia. This work has been led by Dr. P. Burvill⁶. Its findings anticipated those of Whitlock's major study⁷. This work is now being extended to cover attempted suicides.

Social Work

This Department's research output is principally derived from the thesis component of the degree of Master of Social Work. In the past year, theses have included the following topics:

Testing the Davis Model;

A Study of the Theoretical and Practical Implications of the Effects of Imprisonment upon the Prisoner's Family;

Cannabis Sativa;

The Theory and Practice of the Treatment of White Male Teenage Delinquents in Western Australia;

Juvenile Offenders committed to a Reformatory: A Retrospective Analysis of Committal.

Theses under preparation include:

An Intensive Study of Cheque Forgers;

A Study of the W.A. Juvenile Suspended Action Panel;

An Investigation into the relationship between Professional Workers and Uniformed Staff in Three W.A. Prisons.

Mrs M. Stockbridge, lecturer in Social Work, is engaged in a long-term study of female teenage delinquents in Western Australia.

Research at the other tertiary institutions

At the present time, the structure and objectives of the West Australian Institute of Technology has not accommodated criminological research. A lecturer in Sociology who has just been appointed, Mr M. O'Connor, has studied Juvenile Offenders in a Reformatory School in Eire, and is currently assessing criminological research projects in Western Australia.

Murdoch University as yet has no students, and the foundation professors are predominantly engaged in planning the institution.

(ii) ISOLATED POCKETS OF RESEARCH

There are sufficient apparently unrelated departments involved in criminological research to lead one to expect only minimal co-ordination, and this is indeed the case. It is lacking from the point of view of research . . .

co-ordination (the Social Work prison officer thesis very much overlaps with the one from Commerce, for example), from the point of view of most efficient supervision (e.g., a Law involvement could have been apt for the Anthropology research) and from the point of view of optimum interdisciplinary teaching contact (e.g., Law could have benefited from the studies done in Psychiatry).

(iii) INDIVIDUAL CO-OPERATION

But where individuals in any particular Department do become aware of their colleagues' work, there is a high degree of informal co-operation: e.g., by way of participation in seminars, reading and criticising in manuscript, etc. This, of course, is what should happen in a university, of all places; it would happen even more were there a greater degree of formal co-ordination and exchange of information.

(iv) FUTURE RESEARCH

The University of Western Australia unfortunately has not yet established a Chair in Sociology. A recent proposal that this should be done was defeated, or more accurately deferred, at the Professorial Board; a proposal that there should also be a postgraduate school of applied social sciences, to take in criminology, lapsed at the same time.

Although my own view is that this intellectually Luddite posture will inevitably be reversed, the University has obviously had to prepare its A.U.C. submission for the 1976-78 triennium on the basis of the situation as it is. Delegates may be interested to note that it will contain the following item:

'Criminology

In view of the growing awareness of the importance of the study of the causes of crimes and the treatment of offenders, consideration has been given within the Faculty of Law to the possibility of increasing the opportunities for the study of Criminology. It is contemplated that, in addition to the offer of elective courses for the degrees of Bachelor of Jurisprudence, Bachelor of Laws and Master of Laws, consideration should be given to the offer of a course leading to a Diploma in Criminology. It is thought that the demand for such a diploma would be considerable and continuous.

The exact form which this development would take has yet to be determined. Although the University would prefer to avoid further fragmentation of existing academic groupings whenever possible, there could be advantages in Criminology being developed as a separate department. In any event the development will entail interdisciplinary co-operation.'

The submission with regard to Social Work will include a request for funds to establish a campus-based Social Welfare Agency. The direction of this department, it is considered, should be more vocational than doctrinal.

If both of these submissions, or simply the first, are accepted, the organisational structure will inevitably stimulate co-ordination in criminological research, to the benefit I believe of the whole University.

FOOTNOTES

1. F. E. Emery, Freedom and Justice Within Walls (Tavistock, London, 1970).

2. J. E. Thomas, The English Prison Officer Since 1850: a Study in Conflict (Routledge and Kegan Paul, London, 1972).
3. R. W. Harding, Police Killings in Australia (Penguin, Melbourne, 1970).
4. R. W. Harding, 'Disciplinary Procedures in the Western Australian Police Force' in the University of Western Australian Law Review, 10, 155, p. 195.
5. A. A. Landauer, 'The Accuracy, Reliability and Validity of the Beathalyzer' in The Australian and New Zealand Journal of Criminology, 5, p. 250.
6. P. Burvill, 'Methods of Suicide in Western Australia' in Medical Journal of Australia, 2, p. 411; 'Suicides in Western Australia' in A.N.Z. Journal of Psychiatry, 5, p. 37; 'Deaths from Suicide, Motor Vehicle Accidents and all Forms of Violent Death in Australia, 1962-1966' in Acta Psychiatrica Scandinavia, 49, p. 28.
7. F. A. Whitlock, Death on the Road: A Study in Social Violence (Tavistock, London, 1971).

CLOSING REMARKS Mr Christie invited Mr Shikita, who was making his final appearance at the conference to add his closing remarks.

Mr Shikita observed that 'this conference is a most encouraging beginning for the Australian Institute of Criminology. Although in Japan the importance of research has been recognised and emphasised, a conference such as this, with academics and administrators meeting to discuss a mutual programme of research, would be a very rare occasion. However, there are plans to hold meetings of this kind in Japan, with committees representing administrators, academics and policy-makers to be established to jointly consider research programmes'.

SESSION 8: The Commonwealth Bureau of Census and
Statistics—Crime Statistics

Chairman

Dr Robert Cushing
Senior Lecturer in Sociology
Australian National University

Speaker

Mr L. G. Hopkins
Assistant Statistician
Demographic and Social Statistics
Branch
Commonwealth Bureau of Census and
Statistics*

Discussion opened by

Mr Richard G. Fox
Senior Lecturer in Law
Monash University
Victoria

DISCUSSION—Opening Remarks by Mr Richard G. Fox

CRIME STATISTICS Mr Fox referred to Mr Hopkin's discussion of the role of the Commonwealth Bureau of Census and Statistics in preparing crime statistics and the possibility of extending that role.

He said 'these are recurring themes. Whenever conferences similar to this are held or commissions of inquiry are conducted, the observation is inevitably made that "we ought to improve crime statistics". Moreover, when the discussion takes place in the context of a federal political system such as exists in Australia, the United States and Canada, a recommendation usually follows to the effect that "as part of the process of improving crime statistics there is a need for extended national government involvement in co-ordinating, unifying and rationalising the diverse statistical collections of the States" '.

Mr Fox examined the proposal that 'what is required is a separate, autonomous agency for a national crime statistics programme'. The justifications given for the establishment of a single agency were that 'it would secure unity of treatment throughout the criminal justice system, it would improve methods of gathering, organising and interpreting data and it would be more economical'.

However, the view was expressed that 'those reasons do not demonstrate the advantage of a totally separate federal crime statistics bureau. It may well be to the contrary, that the need to relate crime and statistics to demographic data and other social indices such as those relating to mental health, poverty, housing and education suggests that creation of a more autonomous division within the existing national statistical service would be sufficient. It would allow easy access to related data together with all the advantages of an efficient, total statistical system with centralised administrative services. It would serve users just as effectively and perhaps more economically'.

Mr Fox continued: 'Whatever the degree of autonomy of any extended commonwealth involvement in criminal statistics, the matters to be considered would be in four areas—(1) collection of statistics (2) technical assistance (3) survey planning and analysis (4) public dissemination'.

To ensure the collection of statistics from Commonwealth and State agencies and to minimise the effects of self-interest bias, statistical programmes may have to be divorced from operating agencies. It may be that a Commonwealth unit should be established as a primary collection agency.

In the area of technical assistance the Commonwealth has a special role in aiding Commonwealth and State agencies to improve the accuracy, completeness and comparability of their statistics.

The Commonwealth might also take a special role in conducting surveys, censuses and special studies in areas not normally covered by agencies' statistics, or where some independent check of agencies' statistics is desirable.

Concerning public dissemination, the Commonwealth is already well engaged in that activity in relation to Australia-wide figures.

Mr Fox expressed concern that 'the improvements, both in collection and dissemination, that have been described during this conference involve changes in recording systems in separate State and Commonwealth agencies. Possibly this improvement in individual statistics on an ad hoc

basis may lead not to uniformity but to uniformly different States'. He urged those making modifications to individual statistical collections to keep in mind the national implications of such changes and to liaise closely with the Commonwealth Bureau.

SESSION 8—DISCUSSION SUMMARY

STATISTICS—ARGUMENTS
AGAINST A
SEPARATE AGENCY

The view was expressed that the establishment of a separate body responsible for national crime statistics was neither necessary nor desirable. Three reasons supporting this view were:

- (1) that it is essential that crime statistics are related whenever possible to other kinds of social data.
- (2) That the Commonwealth Bureau of Census and Statistics readily provides the type of service which enables a specialist crime statistics agency to integrate crime statistics with other social statistics.
- (3) That the Commonwealth Bureau has, within its own field, a special kind of expertise which could not be reproduced.

The relationship between the reliability of statistics and the competence of interviewers was discussed. The importance of trained interviewers was emphasised and the education of interviewers was considered an essential ongoing task.

Mention was made of the difficulties encountered in collecting complete and accurate statistics on suicides. It was stated that legislation in some States effectively precludes a finding of suicide by a Coroner's Court. Consequently, statisticians had to reach their own decisions based on independent inquiries. This situation was considered most unsatisfactory.

There were suggestions that improvements could be made to national crime statistics in three specific areas: prisons, larceny and corporate crime. It was stated that the existence of the Institute would engender new interest in crime statistics and a greater general strength in national crime statistics could be expected.

SESSION 9: Research Resources and Programmes in
South Australia

Chairman

Mr G. C. Bruff
Deputy Director-General
Department for Community Welfare
South Australia

Panel

Superintendent R. E. Killmier
South Australian Police Department*

Mr W. B. Fisse
Senior Lecturer in Law
University of Adelaide
South Australia

Mr L. B. Gard
Comptroller of Prisons and
President
Australian Crime Prevention, Correction and
After Care Council
S. A. Branch

Mr Bruff discussed the activities of two of the research and training branches of the South Australian Department for Community Welfare. The Aboriginal Resources Branch has for the past two years been engaged in research and training in the area of Aboriginal affairs, with particular regard to education, employment, health, housing, anthropology, welfare programmes and community development.

The Community Development Branch operates mainly in the area of urban development, bringing into the training area expertise in the field of social training. Mr Bruff said that 'This Branch is closely associated with the Community Welfare Consultant Councils, seven of which have already been established in South Australia. It is expected that by mid 1974 there will be twenty-one such Councils throughout the State. Membership of these councils comprise local politicians, one representative of the Department of Community Welfare, two representatives of local government authorities and eight persons nominated by local residents. The function of the Councils is to consider all aspects of community welfare and if they see deficiencies to take action either independently or through the Minister'.

Another aspect of the Department's research activities has been to set up a Standing Research Committee which includes members of the academic staff of Flinders University and the University of Adelaide.

Mr Bruff referred to the special responsibilities of a Welfare Department in terms of the effective use of financial resources. 'We regard it as a matter of urgency that we introduce proper research and evaluative procedures so that we may assess the efficiency of our organisation.'

JUVENILE
DELINQUENCY
RESEARCH

Mr Bruff prefaced his report on the Department's research project on juvenile delinquency by commenting on recent legislative changes in the juvenile justice system in South Australia.

The Juvenile Courts Act introduced a system of non-judicial juvenile panels. A panel generally comprises a police officer and an officer of the Department for Community Welfare. The panels deal with children up to the age of 16 years. Panels are empowered to issue warnings and to require parents to sign undertakings. In the first year 1,961 juveniles appeared before the panels and the rate of re-appearance was about 7%. These results, though inconclusive, are encouraging.

The Act included three other important provisions. Firstly, that judges be appointed to juvenile courts, secondly, that children under sixteen years cannot be charged with an offence as such, but with being in need of care and control and thirdly, that no juvenile can be committed to the care and control of the Minister for the first time without first being ordered to attend an Assessment Centre.

The Community Welfare Act provided for the establishment of the Assessment Centres. Juveniles are assessed by a specialist panel, generally comprising a psychologist, a social worker and an educational guidance officer. Assessment includes medical examinations and, in some cases, psychiatric examinations. Following assessment, a recommendation is made on the treatment of the juvenile. In the first year 980 juveniles were assessed and the courts have commented favourably on the work of Assessment Centres.

Mr Bruff described the research project on juvenile delinquency undertaken by his Department. 'It is a computer-based system developed in conjunction with the

Juvenile Court to provide accurate and detailed statistics of all juveniles appearing before Juvenile Courts and Panels. This data collection system provides for a continuous assessment of the juvenile justice system in South Australia and the sociological characteristics of the juveniles within it. It also provides research material for the more detailed examination of individual offenders.'

Mr Bruff expressed his appreciation to the Criminology Research Council for providing funds for a further project involving the tabulation and detailed analysis of the sociological data collected. This project is seen as the forerunner of more extensive research in this area.

He said that 'the proposed nation-wide juvenile delinquency project would have tremendous advantages. The juvenile area is probably the field in which research will provide the most rewarding results'.

Mr Bruff stressed that from an administrator's viewpoint, 'it is important that research results are action oriented and expressed in understandable terms'.

Mr Fisse described current and proposed research programmes in tertiary institutions in South Australia. The two institutions concerned are Flinders University and the University of Adelaide.

At Flinders University the two departments interested in matters relevant to criminology are the Departments of Psychology and Social Administration. Within the Psychology Department there are a number of ongoing projects, particularly concerning juvenile delinquency. The Department of Social Administration is also conducting research in this field, some of which is related to the juvenile delinquency programmes of the Department for Community Welfare.

At Adelaide University research is carried out in the Psychology Department and in the Law School. The most important recent project in the Psychology Department was a study concerning Aborigines and alcohol which was funded by the Commonwealth Government. In the Law School a variety of research projects have been carried out by academic staff and students. Mr Fisse referred to the work of Miss Mary Dauntton-Fear. He mentioned particularly her project on fines and the student research programmes carried out under her direction. The student projects were undertaken in the context of seminar courses in Criminology and the Administration of Criminal Justice. It is planned to introduce a full course in Criminology in 1974.

Mr Fisse expressed special interest in two areas of research. 'This first is a proposed study for the Commission of Enquiry into Poverty on certain aspects of bail. The second is the broader subject of corporate crime.'

He emphasised the importance of extensive research into corporate crime and mentioned some specific matters which might profitably be examined by the Institute.

Regarding the question of enforcement, he suggested that a project might be carried out in Australia along the lines of the Kent Study undertaken in England in 1969-70. 'That study has been the basis for reforming the law relating to corporate criminal responsibility. It revealed useful information about the difficulties arising at the level of enforcement.'

Regarding crime statistics, he suggested that 'a whole new approach is needed. Firstly, the question of corporate crime should be considered by those in the Institute who are concerned with devising uniform statistics or with improving the collection of statistics at a State level and secondly, thought should be given to the actual concept and nature of corporate crime when determining the types of information to be collected'.

Mr Fisse commented on the general lack of co-ordination between organisations involved in the criminal justice system in South Australia. He stressed the need for 'a central clearing house of information to be provided by the Institute'.

He envisaged 'greater opportunities for members of universities to carry out major research projects in collaboration with the Institute'.

PRISONS DEPARTMENT
RESEARCH IN
SOUTH AUSTRALIA

Mr Gard addressed the seminar in two capacities. As the Comptroller of Prisons for South Australia and as the Chairman of the South Australian Branch of the Australian Crime Prevention, Correction and After Care Council.

Discussing research resources within the Prisons Department, Mr Gard acknowledged 'that gaining access to information collected by government departments can be quite a problem for external researchers. Although to date there has not been sufficient dissemination of information by our Department, we intend to remedy this situation'.

He expressed his disagreement with the view that undergraduate projects should be regarded more as training exercises than as serious research contributions. 'To the administrator who is battling with practical problems the work of an undergraduate can be extremely useful. We have worked with these people and have been very interested in the things they have had to say.'

He also commented that while top level research may guide government policy, 'this information must be understandable to administrators because they are the people to whom governments go before ultimately making their decisions'.

'Despite recent expressions of opinion which talk of the inadequacy and even the idiocy of our present prison systems, public opinion supports the view that prisons are here to stay'.

He went on to propose 'some research projects which might be undertaken in the light of this situation'.

Concerning prisoner education, he asked, 'do some people learn better in a captive situation than in a free community? Perhaps research could be conducted which would indicate the types of people who would respond better to re-education, re-socialisation and rehabilitation'.

Another topic which researchers might consider is the relationship between criminality and biological factors. 'Can biological factors be completely ignored?' he asked.

Research might also be conducted into whether in fact there are deterrent effects of imprisonment. 'While this is suggested in the light of many statements to the contrary, this question has never been asked of prison administrators.'

Reporting on the activities of the South Australian Branch of ACPCACC, Mr Gard discussed 'a proposed educational project for schools, tentatively named "Does Crime Pay?" ' He suggested that 'research into educational methods and appropriate ways of imparting information in schools should be carried out'.

He said that 'in South Australia we are going to put a proposal to the Council that there be some funding for research on the efficacy of suspended sentences. This is an area in which other States would also be interested'.

Mr Gard referred to a number of topics relating to prisons, probation and parole which might profitably be researched, including the usefulness of open institutions, total statistics on successful and unsuccessful paroles, the effectiveness of probation and the role of voluntary organisations.

Concerning the usefulness of voluntary organisations, Mr Gard indicated the confusion arising from two recent and conflicting reports. 'The first report of the Criminal Law and Appeal Method Reform Committee in South Australia stated that post relief hostels are best run by voluntary institutions. However, the British Advisory Council

reached the conclusion that after-care was far better carried out by government agencies.'

He said that this was one area in particular in which the Institute's research resources could be put to good use.

SESSION 9—DISCUSSION SUMMARY**RESEARCH
EVALUATION**

The evaluation provision incorporated in the South Australian juvenile delinquency project was widely discussed. It was agreed that while this system of assessment was valuable, it presented certain problems.

It was said that an important reason for including systematic evaluation in new programmes is that a project may be tried and assessed by one State, thereby assisting other States to decide whether or not to adopt it. This was confirmed regarding the South Australian Juvenile Panels. Several States and one overseas country are awaiting the assessment of this project.

The general problem with such evaluations was said to be that projects may be assessed as being successful because they are running smoothly rather than because they are fulfilling their aims. It was considered essential that if a project is assessed as being unsuccessful the cause of its failure should be removed or the project discontinued.

The view was expressed that two factors interfered with evaluations of this kind:

- (1) a natural tendency on the part of those involved to justify something once it is established
- (2) a tendency for government departments to adopt a defensive attitude to external evaluations.

This view, however, was strongly contested. It was pointed out that the South Australian Department for Community Welfare was in fact seeking external assistance for evaluation purposes.

It was further stated that government departments generally welcome change. However, they must carefully consider the feasibility of proposed new projects before recommending them to governments. It was argued that the establishment of Community Consultant Councils in South Australia indicated anything but a defensive attitude on the part of the department concerned.

Support was expressed for the proposal that a research project to measure the deterrent effects of imprisonment should be undertaken. This would be a complex study and the task of finding proper research designs would be a difficult one. It was suggested that it would be valuable if the Institute kept a record of research designs which have proved to be useful.

SESSION 10: Research Resources and Programmes in
Queensland

Chairman

Professor K. W. Ryan
Dean of the Faculty of Law
University of Queensland

Panel

Dr M. A. Colston
Officer in Charge
Planning and Research Section
Queensland Police Department*

Mr K. D. Morris, C.B.E.
President
South Queensland Prisoners' Aid
Society*

Mr D. A. Smith
Senior Child Care Officer
Department of Children's Services
Queensland

RESEARCH IN QUEENSLAND Mr Smith stated that 'in the correctional field in Queensland it is difficult to isolate any projects which could be described as pure research and therefore the areas to be discussed relate primarily to the question of research needs'.

He explained that the work of the Queensland Department of Childrens' Services 'is not confined to matters concerning juvenile offenders but extends across the entire range of child and family welfare activities'.

The Department's research section is small and is engaged mainly in preparing reports and collecting statistics for internal administrative purposes. External research activities have been limited to co-operation with the Social Work Department of the University of Queensland in student projects.

'However,' he said, 'there have been some recent programmes which, if not seen as research, could certainly be seen as a more positive approach to experimental treatment'. These have included the introduction of work release and weekend detention facilities by other correctional agencies. In relation to juveniles, transitional hostels have been established and greater emphasis is being placed on community treatment and shorter-term detention. Adventure training has been introduced as a supplement to traditional institutional services and it is proposed to develop fostering services for delinquents.

Mr Smith said that 'not all these programmes have been set up as research models and most are not being scientifically evaluated. There is an obvious need for evaluative research in this area'.

He continued: 'Queensland has been fortunate recently in receiving a grant from the Criminology Research Council for research into the personal and social conditions of delinquents in Brisbane and a correlation of this with the types of offences committed. The project will commence shortly and is expected to take about fifty weeks to complete. The survey will cover over a six-month period a 50% sample (about 250 children and their families) of children dealt with by the Brisbane Childrens' Court and close metropolitan courts'.

Other research projects on juvenile delinquency currently under consideration include a study of juvenile recidivism, an investigation of the immediate post-institutional adjustment of offenders, the provision of social work personnel to service the community of clients represented by the core group of juvenile offenders and an examination of the effectiveness of legislative provisions, custodial facilities and decision-making processes in the treatment of juveniles convicted of serious offences. The only real obstacle to proceeding with these programmes is the lack of financial and manpower resources.

Mr Smith reported that the number of juvenile court appearances in Queensland in 1972-73 had risen by 12.9% to 3,200, compared with a 17% rise in the previous period. Committals to care and control over the same period showed a marginal increase from 631 to 655 and supervision control orders increased slightly from 431 to 459.

SESSION 10—DISCUSSION SUMMARY

While it was said that hobby-type activities contribute to the rehabilitation of prisoners, this view was strongly disputed. It was stated that this was a negative and totally undesirable approach to the problem of rehabilitation.

Another view was that prisoners should engage in more productive areas of work for the purpose of providing compensation to the victims of crime.

SESSION 11: Research Resources and Programmes in
Tasmania

Chairman

Mr H. G. Weir
Senior Criminologist (Training and
Information)
Australian Institute of Criminology

Speaker

Dr E. Cunningham-Dax
Co-ordinator in Community Health
Mental Health Services Commission
Tasmania*

Panel

Professor Derek Roebuck
Dean of Law School
University of Tasmania

Superintendent F. G. Shepherd
Criminal Investigation Branch
Tasmania Police

Mrs L. Boyce
Senior Research Social Worker
Mental Health Services Commission
Tasmania

SESSION 11—DISCUSSION SUMMARY

RESEARCH AND
TRAINING IN
TASMANIA

Dr Cunningham-Dax presented a paper, 'Criminological Research in Tasmania', on behalf of the Tasmanian delegation. He outlined the uses to which the results of the multi-problem families research might be put.

Firstly, if welfare officers were appointed to be responsible for a small number of families it would be possible to gain a greater understanding of the problems that exist and provide a more effective means of solving them.

Secondly, the project could be extended to include a study of the successful family members. If the factors which distinguish the successful members from the unsuccessful members could be determined it would have a profound effect on the State's social welfare training programmes.

Professor Roebuck provided further details of the criminology training programme to be introduced at the University of Tasmania. It will include a full course in criminology to be offered on an elective basis in the final year of undergraduate law studies. It is also intended to make this course available to senior students in other disciplines. Short courses in criminology are also planned.

INTELLIGENCE
AND DRIVING
OFFENCES

Mrs Boyce explained in more detail the observation that the rate of convictions for driving offences is greater in lower intelligence groups than in higher intelligence groups. Other studies have shown that cars are more important to those of lower intelligence. They spend more time in them and their cars are more conspicuous.

Samples covering a wide geographical area were taken in four schools, two urban and two rural. It was found, particularly in the rural areas, that the convictions for driving offences in the less intelligent group were very high. This was attributed to the fact that this group would be more easily recognisable to the police in these areas. There was a significant number of convictions for driving under the influence of alcohol in the lower intelligence group. Again, this was thought to be because of their appearance rather than their actual driving behaviour.

Mrs Boyce stated that the study had not taken into account such factors as the effects of court processes or the question of legal representation. She said that while research along these lines would produce useful findings, there would be considerable practical difficulties in collecting the necessary information.

CHILDHOOD
INJURY
INVESTIGATION
COMMITTEE

Superintendent Shepherd described the activities of the Childhood Injury Investigation Committee in Tasmania. Its function is to co-ordinate the activities of those involved with children under seven years who have suffered non-accidental physical injury. The Committee was established in March, 1972 and as yet has no statutory powers. However, it is proposed that legislation be introduced giving police, probation officers and other authorised persons a right of entry to investigate reported injuries to children. At present, cases referred to the Committee are dealt with at a local level by small ad hoc committees. These committees comprise a welfare officer, a doctor and sometimes a school teacher. To date this system has worked quite effectively in this most difficult and sensitive area. The Committee has for some time been seeking the services of a highly qualified social worker but as yet no appointment has been made.

Superintendent Shepherd reported on the recent legislative

CAR THEFTS changes introduced in Tasmania relating to car theft. The offence, which was previously defined as unlawful use of a motor car under the Traffic Act, is now defined as car stealing under the Police Offences Act. The penalties have been increased, the maximum fine to \$1,000 and the maximum period of imprisonment to three years. These new provisions have been operating for less than three months and it is difficult at this stage to assess their impact.

SESSION 12

Chairman

Dr M. A. Colston
Officer in charge
Planning and Research Section
Queensland Police Department

Organised Crime in a Democratic Society

Speaker

Inspector R. Dixon
Commonwealth Police Force
Canberra*

Police Statistics

Speaker

Inspector J. L. Connolly
Commonwealth Police Force
Canberra*

Discussion opened by

Mr G. O. Leitch
Acting Assistant Commissioner
of Police
Western Australia

SESSION 12 DISCUSSION—Opening Remarks by Mr G. O. Leitch

CORPORATE CRIME Mr Leitch warned that while the problem of organised crime is not at present as serious in Australia as in most countries of the world, measures should be taken to prepare for it and to organise against it.

He stated that 'most police forces in Australia have conducted major investigations in the area of corporate crime'. He illustrated the special characteristics of corporate crime by referring to one particular corporate investigation in Western Australia. The inquiry, which resulted in the conviction of a company director, lasted sixteen months. The cost of the inquiry was considerable. During the course of the investigation police officers travelled to Hong Kong and Switzerland and widely throughout Australia. The vastness and complexity of the investigation contributed to the difficulty of gathering evidence and securing a conviction. 'However, that conviction', said Mr Leitch, 'was just another statistic'.

POLICE STATISTICS Concerning police statistics, Mr Leitch commented that 'although the actual offences committed in the various States are basically the same, there are differences in the manner in which they are described and reported. These differences are reflected in police statistics. While the Commissioners of Police have agreed to uniformity in police statistics, because of the differences in legislation and legal procedures in the various States, it has become necessary to determine definitions, standard concepts and rules which would apply to bring about uniformity on a national basis. It is important that we work towards that end'.

SESSION 12—DISCUSSION SUMMARY

CORPORATE CRIME It was stated that the main problem with organised crime is that the criminal justice system does not provide adequate apparatus for dealing with it.

The view was expressed that too much reliance was placed on what is essentially a reactive system. There is an urgent need in Australia for research into organised crime in the form of strategic intelligence. The distinction was drawn between immediate, practical research and strategic intelligence, which would include, for example, economic research on the concentration of wealth by illegitimate means in the hands of a small number of corporations. Such research cannot generally be carried out by police and they require substantial assistance in this area.

Reference was made to the commercial fraud intelligence units in the United Kingdom. The purpose of these units is to provide an advance warning system on the activities of persons suspected of company fraud. The unit provides a central repository for all information relating to commercial fraud in the United Kingdom. There is a similar scheme in operation in Canada. It has been suggested that a national crime repository functioning along similar lines should be established in Australia.

Mention was made of recent steps to strengthen the resources of the Commonwealth Police Force in preparing against organised crime. This included a significant increase in manpower in the crime intelligence area.

The importance of introducing more effective preventative measures in the area of corporate crime was emphasised. The means should be available at the first indication of trouble to require corporations to describe the steps they

are taking to prevent crime within their own corporate structures.

It was suggested that a corporation under investigation should perhaps be required to contribute to the cost of collecting information and should at least be required to provide much of the information which at present the prosecution must collect.

FINAL SESSION: Open Forum

Chairman

His Honour Judge J. H. Muirhead
Acting Director
Australian Institute of Criminology

Summary of Proceedings

Miss M. Daunton-Fear
Senior Lecturer in Law
University of Adelaide*

Miss Daunton-Fear has been appointed to the staff of the Institute as Senior Criminologist (Legal) and will take up her position early in 1974.

FINAL SESSION—DISCUSSION SUMMARY

CONFIDENTIALITY On the issue of confidentiality, it was stated that in recent years there had been a relaxation of restrictions on the release of information from police records for research purposes. The Institute was assured of the co-operation of police forces in relation to research.

It was considered essential that the Institute give careful consideration to the ethical questions relating to the release of information, in particular to the rights of individuals who are the subjects of research.

Reference was made to new legislation which will require governments and instrumentalities in the federal administration to justify the withholding of information. The legislation will however contain safeguard provisions, including a prohibition on the release of information which would involve an invasion of privacy or would seriously affect law enforcement.

The question of the rights of researchers concerning the publication of results of research funded by the Research Council was raised. It was said that at the time of the agreement to carry out the research it should be clearly understood between the parties in what circumstances material may be withheld from publication. The view was expressed that while sponsoring bodies and participating bodies have certain censorship rights, they have no right to impose an absolute embargo on publication.

It was explained that the Council will have the power to make funds available for research and the publication of research results. However, this question must be considered in the context of an agreement between governments. If State governments are to release confidential information they will expect to play some part in deciding whether certain material is to be published. For this reason there is a Board of Management upon which the States are represented and the publication of all material must be approved by this body. In practical terms, however, satisfactory arrangements will be made to ensure that researchers are aware at the outset of their position regarding publication.

**CO-ORDINATION AND
CO-OPERATION**

The view was expressed that there was a serious lack of co-ordination and co-operation between researchers and administrators in the criminal justice field. It was suggested that this situation has arisen from poor communications and could be improved by regular consultations between researchers and administrators.

Attention was drawn to the different forms in which statistics are published and it was suggested that much unprofitable discussion on the interpretation of statistics could be avoided if the Institute adopted a standard form of statistical presentation.

It was proposed that, in view of the lack of co-ordination of research studies presently being conducted in the States, details of current projects should be sent to the Institute so that a national inventory of crime research could be established.

Concern was expressed that insufficient attention had been given to the question of basic criminological research. It was stated that the only evidence of such research seen throughout the conference was the Tasmanian project on multi-problem families and the suggested study of the relationship between criminality and biological conditions.

It was pointed out that in the area of organised crime, valuable research has been carried out by people outside the police force using methods not ordinarily used by police.

It was suggested that the Institute could assist in this area by supporting this kind of research.

However, there was support for the view that at present the Institute should not be concerned with organised crime as a subject for research projects.

READING LIST

*The following works relevant to the theme of the conference are either currently available in the J. V. Barry Memorial Library or are on order to it. * indicates the latter category.*

- ANASTASI, ANNE. *Psychological Testing*. 3rd edn. Macmillan, New York, 1968.
- ARKIN, HERBERT. *Statistical Methods*. 5th edn. Barnes & Noble, New York, 1970.
- BASHAW, W. L. *Mathematics for Statistics*. Wiley, New York, 1969.
- BENJAMIN, BERNARD. *Health and Vital Statistics*. Allen & Unwin, London, 1968
- CONWAY, FRED. *Sampling—An Introduction for Social Scientists*. Allen & Unwin, London, 1967.*
- COX, PETER. *Demography*. 4th edn. Institute of Actuaries and the Faculty of Actuaries, Cambridge, England, 1970.
- CRONBACH, L. T. *Essentials of Psychological Testing*. 2nd edn. Harper & Row, New York, 1960.*
- DUBOIS, EDWARD N. *Essential Methods in Business Statistics*. McGraw-Hill, New York, 1964
- DURKHEIM, E. *The Rules of Sociological Method*. Free Press, New York, 1958.*
- FESTINGER, LEON. *Research Methods in the Behavioral Sciences*. Holt, Rinehart & Winston, New York, 1953.
- GLOCK, CHARLES Y. *Survey Research in the Social Sciences*. Russell Sage Foundation, New York, 1967.
- HIRSCHI, T. & SELVIN, H. C. *Delinquency Research: An Appraisal of Analytic Methods*. Collier, New York, 1967.*
- KARMEL, PETER HENRY. *Applied Statistics for Economists* 3rd edn. Pitman, London, 1970.
- LAZARSFELD, PAUL FELIX. *Continuities in the Language of Social Research*. Free Press, New York, 1972.
- MOSER, CLAUS ADOLF. *Survey Methods in Social Investigation*. 2nd edn. Heinemann Educational, London, 1971.
- NICHOLSON, R. J. *Economic Statistics and Economic Problems*. McGraw-Hill, New York, 1969.
- OPPENHEIM, ABRAHAM. *Questionnaire Design and Attitude Measurement*. Heinemann, London, 1966.
- PHILLIPS, BERNARD S. *Social Research: Strategy and Tactics*. 2nd edn. Macmillan, New York, 1971.
- PRESSAT, ROLAND. *Demographic Analysis: Methods, Results, Applications*. Aldine-Atherton, Chicago, 1972.
- SCHOFIELD, MICHAEL GEORGE. *Social Research*. Heinemann Educational, London, 1969.

- SCOTT, ANN HERBERT. *Census, U.S.A.: Fact Finding for the American People, 1790-1970*. Seabury, New York, 1968.
- SELLIN, T. & WOLFGANG, M.E. *The Measurement of Delinquency*. Wiley, New York, 1964.*
- UNITED NATIONS. *Statistical Yearbook*. United Nations, New York, 1973.*
- WALKER, NIGEL. *Crimes, Corrections and Figures*. Penguin, Hammondsworth, Middlesex, 1971.
- WEISS, ROBERT STUART. *Statistics in Social Research: An Introduction*. Wiley, New York, 1968.
- WHITLA, DEAN KAY. *Handbook of Measurement and Assessment in Behavioral Sciences*. Addison-Wesley, Reading, Mass., 1968.
- WILKINS, LESLIE J. *Social Policy, Action Research*. Tavistock, London, 1964.

LIST OF PARTICIPANTS

Western Australia

Mr G. O. Leitch
Acting Assistant Commissioner of Police
Perth

Associate Professor R. W. Harding
Law School
University of Western Australia
Perth

Reverend Barry Hickey
Director
Catholic Family Bureau
Perth

Mr R. M. Christie
Under-Secretary for Law
Crown Law Department
Perth

Mr P. Prisgrove
Senior Research Psychologist
Department of Corrections
Perth

South Australia

Superintendent R. E. Killmier
South Australian Police Department
Adelaide

Mr W. B. Fisse
Senior Lecturer in Law
University of Adelaide
Adelaide

Mr G. C. Bruff
Deputy Director-General
Department for Community Welfare
Adelaide

Mr L. B. Gard
Comptroller of Prisons and
President
Australian Crime Prevention, Correction and
After Care Council
S.A. Branch
Adelaide

Victoria

Detective Chief Inspector J. J. Ryan
Criminal Investigation Branch
Victoria Police
Melbourne

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

Mr G. Ince
Chairman of Prisoners' Aid Society
Melbourne

Mr J. Martin
Director of Research and Statistics
Social Welfare Department
Melbourne

Mr A. G. Booth
 Director-General
 Social Welfare Department
 Melbourne

New South Wales

Mr L. K. Downs
 Under-Secretary
 Department of the Attorney-General and
 of Justice
 Sydney

Professor A. Congalton
 Acting Head
 School of Sociology
 University of New South Wales
 Sydney

Superintendent E. Canacott
 Science, Technology and Other Services Group
 N.S.W. Department of Police
 Sydney

Mr D. H. Lightfoot
 Administrative Assistant
 N.S.W. Department of Youth and
 Community Services
 Sydney

Mrs M. Dewdney
 Senior Research Officer
 N.S.W. Department of Corrective Services
 Sydney

Queensland

Dr M. A. Colston
 Officer in Charge
 Planning and Research Section
 Queensland Police Department
 Brisbane

Mr D. A. Smith
 Senior Child Care Officer
 Department of Children's Services
 Brisbane

Professor K. W. Ryan
 Dean of the Faculty of Law
 University of Queensland
 Brisbane

Mr K. D. Morris, C.B.E.
 President
 South Queensland Prisoners' Aid Society
 Brisbane

Tasmania

Dr E. Cunningham-Dax
 Co-ordinator in Community Health
 Mental Health Services Commission
 Hobart

Professor Derek Roebuck
 Dean of Law School
 University of Tasmania
 Hobart

Mrs L. Boyce
 Senior Research Social Worker
 Mental Health Services Commission
 Hobart

Superintendent F. G. Shepherd
Criminal Investigation Branch
Tasmania Police
Hobart

Northern Territory

Mr W. J. McLaren
Commissioner of Northern Territory Police
Darwin

Mr M. Taylor
Department of Aboriginal Affairs
Darwin

Mr D. McCann, S.M.
Darwin

Australian Capital Territory

Mr R. Donnelly
Senior Social Worker
Welfare Branch
Department of the Capital Territory
Canberra

Wing Commander R. D. Barnes, M.B.E.
Australian Crime Prevention, Correction
and After Care Council
A.C.T. Branch
Canberra

Inspector R. Dixon
Commonwealth Police Force
Canberra

Inspector J. L. Connolly
Commonwealth Police Force
Canberra

VISITING EXPERTS

Overseas

Mr Minoru Shikita
Deputy Director
United Nations Asia and Far East
Institute for the Prevention of
Crime and Treatment of Offenders
Tokyo, Japan

Local

Mr David Biles
Senior Lecturer in Criminology
University of Melbourne
Melbourne, Victoria

Miss M. Daunton-Fear
Senior Lecturer in Law
University of Adelaide,
Adelaide, South Australia

Dr Robert Cushing
Senior Lecturer in Sociology
Australian National University
Canberra, A.C.T.

Dr Malcolm Hall
Principal Research Officer
Crime Intelligence Bureau
Commonwealth Police Force
Canberra, A.C.T.

Mr L. G. Hopkins
Assistant Statistician
Demographic and Social Statistics Branch
Commonwealth Bureau of Census and Statistics
Canberra, A.C.T.

Dr Tony Vinson
Director
New South Wales Bureau of Crime
Statistics and Research
Sydney, N.S.W.

OBSERVERS

Overseas

Professor Donald R. Cressy
Department of Sociology
University of California
Santa Barbara
California, U.S.A.

Local

Father Douglas Brown
Council of Social Service of the A.C.T.
Canberra, A.C.T.

Inspector R. J. Dillon
A.C.T. Police Force
Canberra, A.C.T.

Mr A. Hiller
Law School
University of Queensland
St. Lucia, Queensland

Mrs D. Lawrie, M.L.C.
Chairman
Australian Crime Prevention, Correction
and After Care Council
Northern Territory Branch
Darwin, N.T.

Mr T. Lawton
Legislative Research Service
Parliament House
Canberra, A.C.T.

Mrs M. Mynor
Research Officer
Department of Corrective Services
Sydney, N.S.W.

Mr J. Hemer
Director
Welfare Branch
Department of the Capital Territory
Canberra, A.C.T.

