

THE NATURE AND SCOPE OF POLICE AND
POLICE RELATED RESEARCH

by

Bruce Swanton

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INTRODUCTION

Like most other public agencies, police forces are immersed in problems of the moment. That is to say, police resources are almost fully occupied in coping with immediate and short term problems and responsibilities. Given such circumstances, resource allocation policies necessarily favor operational and direct support functions. Partly as a result, indirect functions tend to receive lower priority than direct functions in the hierarchy of police needs. Low priority leads to lower status and, in turn, to lower levels of police interest in indirect support functions.

Credence is lent to these assertions by the limited material relating to research *qua* research in the police literature. (See Annex 'A'). This lack of emphasis on such an important function is unfortunate, as police performance is felt to depend in part upon the products of research. (Murphy, 1963: 31).

PURPOSE

The broad purposes of this paper are to:

- a. introduce readers to certain basic considerations of police research, and
- b. provide readers with information concerning police and police related research, both in:
 - (1) Australia, and
 - (2) overseas.

DEFINITIONS

In this monograph *research* is defined as 'systematic critical evaluation directed towards increasing the general body of knowledge about, or understanding of, the subject studied'.

Research activities are often associated with those of development. *Development* involves 'the systematic use or adaptation of research results directed towards the

introduction of new or improved products, processes, systems or methods'. (*Year Book Australia*, 1974: 997).

The division between these two functions is impossible to distinguish at times, so close can be their relationship. It is considered proper for development to be associated with research and, for the two functions to be pursued within a single framework.

Certain roles are common to both research and other functions, *eg*, data collection and collation. The performance of such roles does not necessarily amount to research unless they are performed in the required manner. For example, students, public servants, planners, and others, often collect, collate, and synthesise published data. Such activities do not constitute research unless *directed*, in a properly rigorous manner, at *increasing* knowledge and/or understanding in a substantial sense.

A person reviewing and reexamining interpretations of data by others may, subject to constraints of credibility and rigor, perform research. The prime consideration is whether the study is directed at increasing (and validating, or otherwise) knowledge and/or understanding even though reworking previously covered ground. In fact, replication of studies is an important element in any research paradigm. However, if a person were to merely collect and synthesise material such activities could not be termed research. The reason being that such activities alone cannot in any substantial sense be directed at increasing knowledge and/or understanding. In other words, there would be no *contribution*, no adding to levels of knowledge and/or understanding, or validation of same.

The lack of understanding concerning the distinction between research and non research has meant much non research being regarded as research. Accordingly, the term has become debased. In its popular sense, nearly all forms of data collection, collation, and synthesis are referred to as research regardless of aim. This lack of understanding has led to considerable confusion. For example, planners frequently need to collect, collate and analyse data for planning purposes. These data handling processes are widely perceived by planners as constituting research as distinct from the other planning processes which are not held in common with the research function.

Research roles vary greatly between certain disciplines. Even with disciplines (or groups of disciplines) there exists a variety of methods and perspectives subsuming under the research rubric. It is not necessary to develop a taxonomy of research here. But, it is desirable for present purposes to make a distinction between two broad research types. These are:

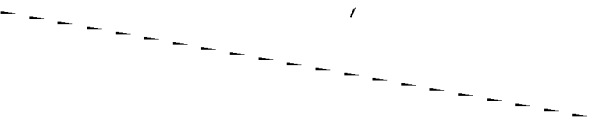
- a. type A research, *ie*, investigations aimed at the discovery of substantial data and/or new knowledge by careful study, often of an experimental nature, of a subject or problem; *eg*, Kansas City preventive patrol experiment, and
- b. type B research, *ie*, investigations aimed at the discovery of data with a view to analysing specific matters, or systems; *eg*, organisation and methods studies, systems analysis, and certain other management oriented research.

Type A research is conducted in relation to hypotheses that are not necessarily situationally specific. Thus, the results of type A research often have the potential to provide a significant contribution to knowledge and/or understanding. Certainly, original contributions to knowledge flow from this type of research.

Type B research, on the other hand, addresses itself to highly specific, often unique, matters. Results are thus normally applicable to the specific matters or situations researched. Thus, knowledge and/or understanding gained from such research is frequently capable of limited exploitation only.

Both types of research nevertheless fall within the scope of the definition provided. No significance should be assumed in relation to their order of presentation.

The distinction made here between type A and type B research should not be applied elsewhere. The distinction has not been empirically developed and is not intended to be dogmatic. It is employed here simply as a heuristic device.



PART I - THE BASIS OF POLICE RESEARCH

AIM

The aim of this part is to provide readers an understanding of the basis of police research. In so doing, it:

- a. outlines some organisational considerations pertinent to police research, and
- b. presents a framework conceptualising the major dimensions of police research.

SOME ORGANISATIONAL CONSIDERATIONS

Most police planning and research units are concerned with 'the deployment of manpower, the evaluation of equipment, and the streamlining of clerical procedures'. (*The Police*, 1967: 27). Zurawski and Brooks (1975: 3) claim that planning and research duties should include the thorough examination of each facet of police organisation, operations, and management with a view to improving departmental efficiency. Both these authorities address themselves to the two functions of planning and research as if they were a single concept. In outlining the roles involved, they refer solely to planning. Research is apparently seen as synonymous with planning, and confusion is immediate. Such writings are typical of the confusion that surrounds the subject in the limited literature attaching to it.

John Kenney (1972: 106-107), is closer to the mark. He attempts to explore the planning function only. In so doing, he identifies eight distinct phases in the planning process:

- a. identification of the problem,
- b. frame of reference,
- c. clarification of the problem,
- d. collection of all pertinent facts,
- e. analysis of the facts,

- f. development of alternative plans,
- g. selection of the most appropriate alternative, and
- h. "selling" the plan.

Planning phases d. and e., in particular, are shared with the research function. It is probably these common phases or roles that have led to the confusion just complained of.

The misunderstanding and confusion arising from the processes common to both research and planning has led to the establishment in certain police forces, both in Australia (see Annex 'B') and overseas, of "planning and research" units. In other words, specialist units are formed in which these two discrete functions are combined. Where occurring, this formal combination of functions has had a generally unfortunate impact on police research. The research function becomes, for a variety of reasons, subordinated to the planning function to the extent that it either withers completely or continues to exist only in a weakened state. This particularly seems to be the case where emphasis is placed on planning in relation to administrative matters - which it often is.

Three quarters of Australia's police forces have centralised research (not necessarily defined in the sense provided for in this monograph) organisations. There are obvious advantages to having all, or nearly all, research resources and personnel concentrated within a single unit. Resources themselves may be optimised, and control maximised. Above all, greater research professionalism is possible. That is to say, the conceptualisation and design of research projects and the critique of the products of research can be far more rigorously dealt with than would be possible in decentralised research structures. On the other hand, particularly in relation to technological matters, a great deal of expertise rests in various members of both operational and administrative units. Centralised research tends to lose the benefit of such expertise.

Where a decentralised research system is accepted within a police force, careful coordination is necessary to avoid loss of direction, duplication, and substandard performance. If coordination is to be effective, it must be exercised at a senior level - preferably not less than Assistant Commissioner. This is not to say there are no advantages attaching to decentralised research operations. In some circumstances, greater satisfaction and interest may be possible amongst researchers exclusively employed in narrow areas of expertise or specialty, *eg*, research and development, personnel working exclusively within a criminal investigation branch on matters related to crime research,

and in sustained association with field personnel.

There seem to be no clear criteria by which police administrators can simply decide upon centralised or decentralised research. Such decisions seem to rest primarily on matters of organisational ethos, a knowledge of what works best in a particular organisation, and, perhaps, the types of research envisaged. There is no pattern evident amongst police forces. Whilst Australia's largest police force has opted for a highly centralised research structure, the country's second largest force has a widely decentralised research structure. No research impact evaluation has been attempted in either force and thus it is not possible to discuss the problem in terms of measurement - if indeed, such is possible.

In about one third of Australia's police forces, civilian employees participate in the research function. Sometimes special skills, *eg*, computer systems analysts, data processors, or social scientists, are not available within a force's sworn membership. The US President's Commission report on the police (1967) emphasises the desirability of having a variety of specialist skills within a police research unit:

'In the creation of a research staff an effort should be made both to utilise the rich and untapped knowledge and techniques of behavioral scientists like the urban sociologist; a criminologist capable of relating the existing body of knowledge regarding criminal behavior to law enforcement practices; and a lawyer trained to recognize and deal with the basic legal issues which police confront today. (*Task Force Report: The Police*, 1967: 27).'

With increasing numbers of Australian policepersons obtaining tertiary qualifications, it may be possible within the next decade to staff police research units exclusively with professionally qualified police researchers. As a general proposition, though, a leavening of civilians in the larger, more professionalised research units seems desirable, providing as they do alternative value sets and perspectives.

RESEARCH DIMENSIONS

There are six separate dimensions applicable to the totality of police research. (Wilson & McLaren, 1972: 172-176). These dimensions can be briefly stated as:

- a. research primarily concerned with human beings and what they do, *ie*, behavioral,
- b. research primarily concerned with

- physical objects, *ie*, technological,
- c. non practical research, *ie*, abstract,
- d. practical research, *ie*, applied,
- e. research directed at improved operational performance, and
- f. research directed at improved administrative performance.

The very nature of these dimensions ensures that they must be operationalised in combination. The various combinations possible are listed below:

- a. behavioral - abstract - operational, *eg*, development of offender typologies, computer simulation of patrol models,
- b. behavioral - abstract - administrative, *eg*, studies of administrative models, development of departmental philosophies and doctrine,
- c. behavioral - applied - operational, *eg*, development of techniques to improve police interaction with various ethnic groups within the general community, analysis of crime patterns with the aim of improving patrol deployment,
- d. behavioral - applied - administrative, *eg*, constructing optimal decision making processes, preparation of employee career-path schemes,
- e. technological - abstract - operational, *eg*, development of new concepts in crowd control hardware, comparative study of breathalyser utilisation policies,
- f. technological - abstract - administrative, *eg*, devising models relating to controls on access to information, development of equipment procurement policies,
- g. technological - applied - operational, *eg*, evaluation of field equipment on user trial, modification of motor cyclist equipment, and
- h. technological - applied - administrative, *eg*, development of real time computer

formats, management related systems engineering.

The combinations of research and development dimensions referred to are shown in the form of a matrix at Figure 1. The combinations described represent eight distinct research categories. Often, in practice, though, these distinctions are not readily apparent or distinct. For instance:

'a research study preparatory to developing a firearms policy could be conducted relative to the actual use of firearms by members of a department. In such a manner, existing practices could be identified and weaknesses noted so that the proposed policy would have direct applicability to the department (Eastman & Eastman, 1971: 216).'

In such a situation, not only would research be inextricably involved with other functions but, a variety of research dimensions could also be utilised. Similar situations or variations thereof can be envisaged in relation to a host of matters.

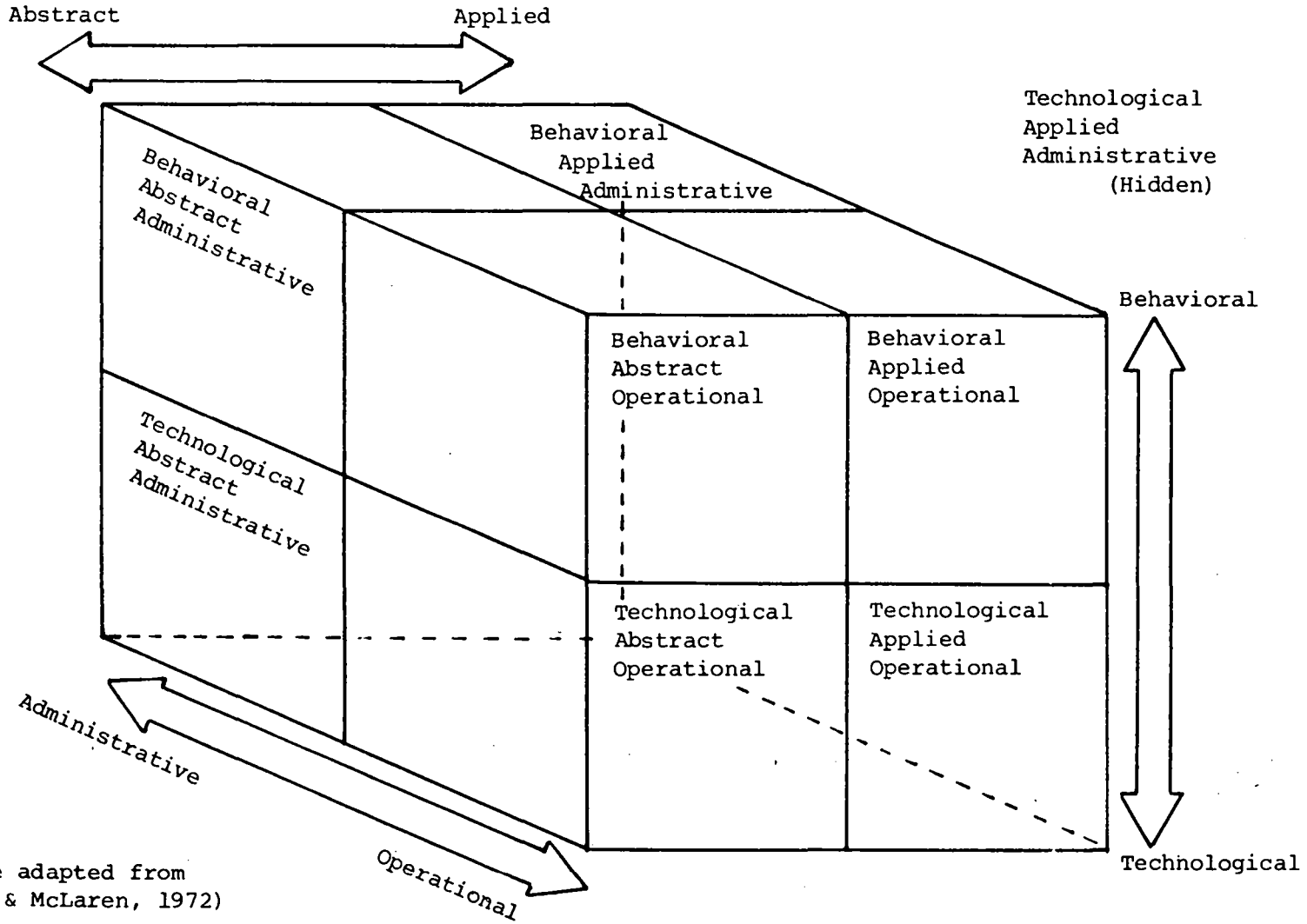
Technological research has always been of importance to police even though relatively little was actually accomplished within the various departments until quite recent times. A particular reason underpinning the importance of technological research in the police field is the policeperson's concern with equipment - limited though it is in some areas of police work. This concern although not unknown in other occupations, is particularly strong amongst police. It reflects the policeperson's traditional, deep commitment to his/her craft. Even apparently minor matters have on occasion excited dissatisfaction amongst rank and file police. Back numbers of the various State police association/union journals contain occasional references to such matters. One such matter concerning equipment coming to notice recently relates to the 1925 controversy over a combined torch/baton developed by a policeman (*Sunday Times* (Sydney), 19 Jul 25). The department refused to accept such an innovation, whilst rank and file police and sections of the press urged its acceptance.

The last decade has seen a considerable increase in hardware available for use or adaptation by police. Some of this equipment has directly and indirectly resulted from conflicts in South Vietnam, Northern Ireland, and elsewhere. Included are olfactory devices, acoustic devices, night vision devices, explosives containers, and as Wilson and McLaren (1972) so clinically term it, "non lethal weaponry".

Other technological fields of great importance to

Figure 1

MATRIX SHOWING RELATIONSHIPS OF POLICE RESEARCH DIMENSIONS



(Figure adapted from Wilson & McLaren, 1972)

police are the closely related areas of high speed communications and identification systems. They are receiving intensive scrutiny at the present time. For instance, the problem of channel congestion on police frequencies is well recognised (Kirk, 1975: 24). Attempts to reduce channel traffic overload by producing alternatives to radio transmissions have led to increased interest in facsimile transmission, mobile digital terminals, teleprinters, and visual display units.

The importance to the police enterprise of behavioral research was less apparent to early administrators than was the need for technological research. The sizeable literature that has developed over the last decade or so concerning police-community relations, human relations for police, and sociological analyses of police interactions with various groups within the community (*eg*, Banton, 1973; Berkley, 1969; Chappell & Wilson, 1969; Fink & Sealey, 1974; Germann, 1971; Graham, 1975; Mintz & Sandler, 1974; Niederhoffer & Smith, 1974) has helped to redress that imbalance. The student and radical unrest of the late 1960s and early 1970s also helped make police aware of the importance of social factors to police performance. This awareness combined with an actual growing concern within the community with the social role of police, has resulted in more police tertiary students turning to the social sciences. Slowly, the tide is turning against the traditional legalistic concepts of the police role (and training!).

SUMMARY

Research must by definition be directed to increasing knowledge and/or understanding. Increased knowledge and/or understanding where appropriately applied may have the effect of improving performance. Improved performance is desirable for both professional and political reasons.

Within the police service (and elsewhere!), research and planning functions are often confused. Partly as a result of this confusion, the two functions are sometimes combined with a single unit. The combining of the two functions has had an adverse impact of the level of research carried out.

There is no general rule applying to the question of centralising or decentralising police research activities. A majority of Australian police forces do in fact have centralised research units. The quality of research undertaken in centralised units is not necessarily superior to that performed in decentralised units.

Research professionalism would seem to be more easily achieved in centralised units, *eg*, peer review. It

may also be the case that different types of research may lend themselves more favorably to one organisational structure than another.

Police research and development is structured around six separate dimensions. These are: behavioral, technological, abstract, applied, operational, and administrative.

PART II - POLICE AND POLICE RELATED RESEARCH IN AUSTRALIA

Australia is not noted for its concern with research. It seems, in comparison with North America and some West European countries, we place a fairly low emphasis on research as a nation. The point holds in relation to both the private and public sectors. Despite this modest reputation, Australian police agencies without exception have units that formally, at least, possess a responsibility for research and development. In addition to police, there is a number of other agencies concerned with police and police related research.

AIM

The aim of this part is to inform readers of the scope of police and police related research undertaken in Australia. In so doing, research is placed in three distinct settings:

- a. police forces,
- b. public and private agencies possessing substantial research functions, and
- c. universities and individuals.

Finally, a suggestion is made for conducting police research at a national level in the form of a Police Research Institute.

POLICE RESEARCH ACTIVITIES

Police Research Digest

A recent and welcome indication of the growing concern held for research, testing, and development of procedures by Australian police Commissioners is the publication of the *Police Research Digest*. The digest is edited by Chief Superintendent CG Wilson of the South Australian police department. It caters for all Australian police forces together with those of New Zealand, Papua New Guinea, and Fiji. With the introduction of the *Digest* it is hoped not only will research personnel in the different police forces be made aware of what their colleagues in

other jurisdictions are doing but, to a certain extent at least, duplication will be avoided. A future development to be considered in the dissemination context is the creation of a central record for the exchange of administrative, managerial, and planning and research material. (See Murphy, 1963: 17). Such a scheme would possess the advantages of making researchers aware of others' interests, duplications or encroachments could be avoided, and contact could be established where necessary between field workers. (Researcher, 1971: 244).

As stated previously, each Australian police force has a formally constituted research or planning and research unit of some kind or other. Some, *ie*, Victoria and South Australia, have more than one unit possessing significant research roles.

Victoria

The Victoria police force has a well established policy of constantly reviewing all areas of activity so that the best possible methods and procedures may be developed. As a result of this policy, middle echelon administrators particularly are kept aware of their obligations to the State government and the community to deploy their resources in the most efficient and effective ways possible.

Partly as a result of this review policy the Victoria police force is extremely research conscious. Each of that force's departments has a planning and development team of at least two persons. For example, the Crime Department, has four sworn employees and one civilian in its Planning and Development team. Support is provided when required from the force statistician and the Statistics Section. The Administration and Special Events unit of the Operations Department has three sworn members and one civilian and the Personnel Department has two sworn members, all engaged on planning and development duties. The Research and Planning unit of the Services Department and the Policy and Planning unit of the Traffic Department have two sworn members each, and the Research and Relieving section of the Administration Department has eight public servants so engaged. In addition, the Inspectorate and Future Plans unit, with six sworn members, has a continuing brief to research and advise on forcewide organisational and administrative problems, including reporting on the efficiency, effectiveness, and economy of police operations.

It can be seen that Victoria has a substantial but widely dispersed research effort. To a degree, the advantages of centralisation have been sacrificed for those

inhering in the utilisation of localised research expertise in individual departments. On the other hand, a general responsibility is exercised in respect of research matters possessing a forcewide application by the Inspectorate and Future Plans unit. This unit has acquired a sound reputation for the competence of its performance, which includes tasks other than research and development.

The following examples of research and development projects undertaken by the Inspectorate and Future Plans unit give a good idea of the mainstream research activities of the Victoria Police:

- a. Wastage - exit interview procedures. In order to obtain objective data relating to reasons for resignations a "separation interview schedule" was designed. The schedule comprises items concerning job interest, working conditions, salary, superannuation, peers, personal assessment, promotion, in service training, job security, travel time, and future employment,
- b. Personnel - evaluation of assessment system. In 1972, the Victoria Police adopted the same personnel assessment system as Tasmania and New Zealand. The system is now being evaluated. The rating effectiveness of the instrument will be checked by subjecting a sample of assessments to factor analysis and other statistical techniques. This treatment will *inter alia* provide a profile of ratings in the various ranks and grades. In addition, assessor attitudes will be measured,
- c. Policewomen study. As a result of the rapid increase of policewomen in Victoria, the role and function of female police is being reexamined. Completed research in this area includes a comparative examination of the role of policewomen in other police forces, and a program of attitude testing,
- d. Miracode development. Research personnel designed an input *pro forma* for use in offender identification and *modus operandi* programs for use with the Kodak Miracode system. The form's nomenclature is 'Miracode Physical Identification Sheet'. It has two formats. One, to cover offenses of safebreaking and theft by deception.

Two, a general format covering arson, drugs, sex, burglary, robbery, and other offenses. The form utilises box checking for coding categories,

- e. Court disposal of drinking drivers. Unit staff analysed the disposal of cases by adjournment in relation to legislation concerning drinking drivers. The report is entitled *The Drinking Driver And The Court: A Case Of Selective Leniency*. All 0.05 per cent cases heard in Victoria's courts for the calendar year 1973 were examined. Those cases in which the charge was proved but adjourned without conviction and mandatory licence cancellation were identified. Characteristics of defendants in these cases were compared with those of a random sample of defendants in cases which resulted in conviction. Variables considered included age, prior conviction, occupation, known motor vehicle accident involvement, form of legal representation, and occupational status. Adjournments were examined in terms of structure, contribution to poor box, court and bench involved, and amount of recognisance, and
- f. Patrol workload analysis. The project involved the collection of comparative data in relation to crime car squad activities in the ten metropolitan districts and Geelong. This collection assisted in gauging collective performance and workloads of the various district squads. Based on this evaluation, a new patrol summarising procedure has been devised. As a result, administrators have been provided with a means of more accurately measuring district squad performance.

It will be seen these projects are mostly behavioral in nature, being evenly balanced between the administrative and operational dimensions. They all fall into the applied research and development category. Although research and planning is performed within single units, the functions are successfully separated. The unit responsible for the majority of substantial research projects, Inspectorate and Future Plans, is largely concerned with type A research. The orientations of individual researchers are also reflected in the general style of research undertaken by the unit.

South Australia

In the South Australian (SA) police department the research and development function is the primary responsibility of the Special Projects section. It is a fulltime research unit operating within the ambit of Management Services Division, composed of two civilian and three police members - all of whom possess tertiary qualifications. Other units within the force possessing significant research roles are Command Planning units, the Automatic Data Processing section, and the Staff Development division.

The following ongoing projects are typical of research and development undertaken by the Special Projects section:

- a. manpower planning models,
- b. queueing models for staffing police station offices,
- c. payroll expenditure models,
- d. development of a crime seriousness scale,
- e. analysis of quantification methods relevant to preventive police activities, and
- f. patrol workload analysis.

Elsewhere in the force, research is underway concerning such matters as:

- a. development of a staff appraisal scheme,
- b. assessing the application of psychology to staff development and the implementation of a psychological service unit,
- c. development of a comprehensive offense coding system, and
- d. analysis of the effectiveness of speed detection activities.

In addition to these activities the Automatic Data Processing (ADP) section, which consists of 12 civilian computer systems officers, one police officer, and six data preparation staff, is implementing systems covering crime reporting, crime analysis, central name index, personnel

administration, and departmental cost analysis.

In terms of policy and approach to research and development, the South Australian police force has identified two general objectives for the short term. These are to use professionally qualified personnel wherever possible on work of this nature, and to concentrate on projects aimed at optimising resources allocation. Initial thinking is underway in behavioral research areas, as the department feels that contributions from sociology, criminology, and psychology are relevant to future performance. The immediate emphasis is to maximise internal efficiency before placing emphasis on issues at the police/public interface. Current research and development policy and practice reflect this approach.

The South Australian police research effort, like that of Victoria, is dispersed amongst a number of Branches. Much of it is of a substantial, long term nature and includes in certain units an emphasis on operations research. The level at which much of this research is attempted, mostly type A, is sophisticated, possibly the most sophisticated in Australia. The point is supported by the existence of abstract based research projects. Although there is a well defined emphasis on internal performance, a balance is apparently maintained between administrative and operational matters. As in Victoria, there is a concern with projects of a behavioral nature, although technological research is not ignored. Probably, the most impressive aspect of South Australia's police research is the sense of overall direction and purpose underpinning its research activities. This fact seems largely due to the high level at which projects throughout the department are coordinated.

Queensland

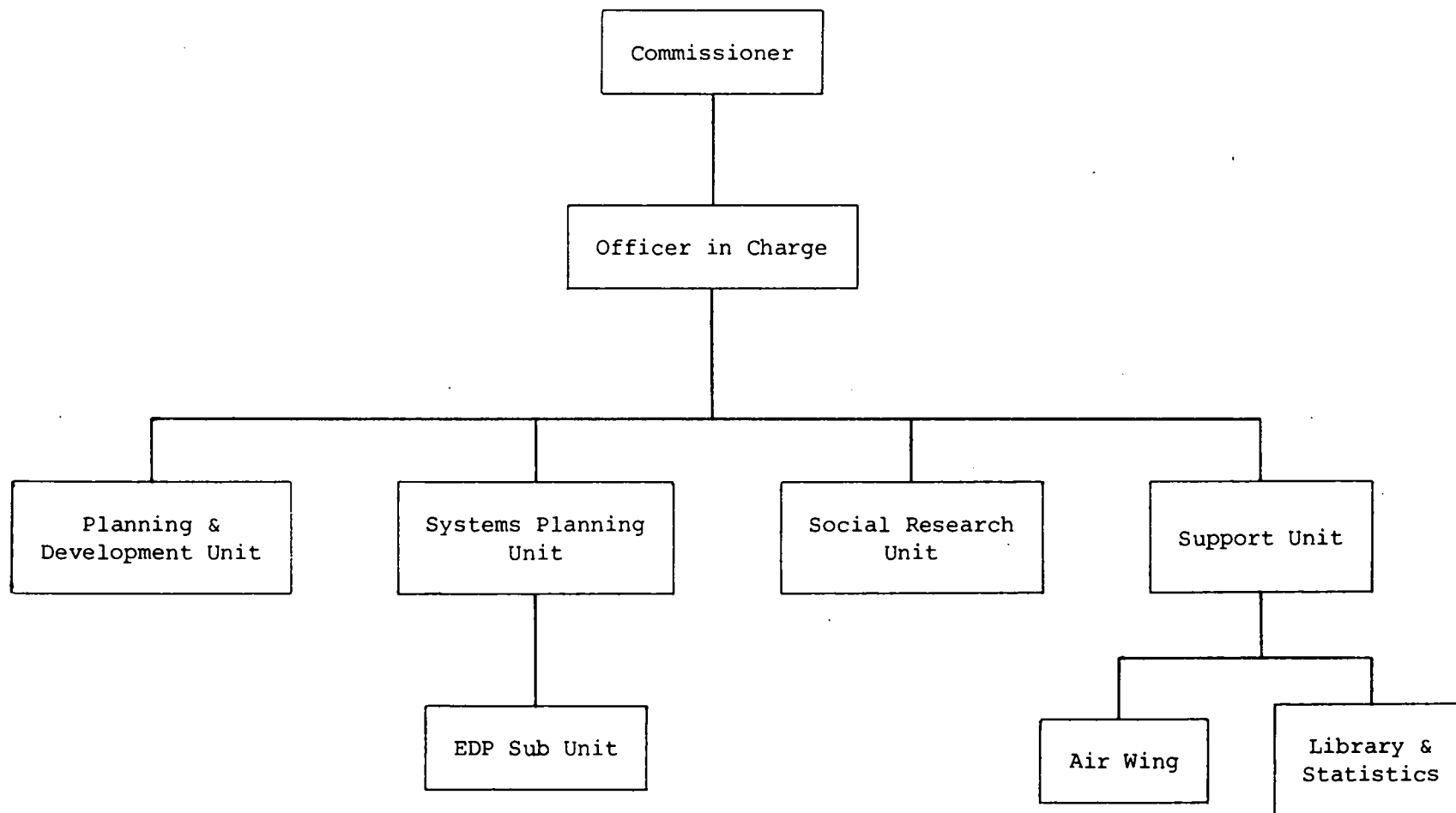
The Planning and Research Branch of the Queensland Police Department was formed in 1971. It is located within the Commissioner's Office. The main functions of the Branch are to conduct research and, implement programs relating to the prevention and detection of crime. Emphasis is placed on deployment and effective utilisation of police resources.

The Planning and Research Branch, exclusive of the Air Wing, has a total of 25 members. Specialist areas include management, police administration, psychology, information processing, systems and form design and, methods. The organisation chart at Figure 2 indicates the relationships of the various specialist areas.

The officer in charge of the branch, a civilian, is responsible directly to the Commissioner. Other staff include an Inspector, five specialist NCOs, eight specialist

Figure 2

QUEENSLAND POLICE PLANNING AND RESEARCH BRANCH - ORGANISATION



civilians, six Constables and, four public servants.

Although there is a formal structure within the Branch, work is normally allocated on a project team basis. Civilians and police work together as integrated teams. These teams are not permanent but, are dissolved upon successful completion of task. Project lives range from as short as one month to as long as three years.

Rather than simply concentrating on single functions, project teams conceptualise themselves as operating in a systems environment composed of multiple interdependent sub systems. Members devote much of their initial efforts in a project to gaining an understanding of the nature of the interdependence of these sub systems. Formal lines and methods of communication are often eschewed in these undertakings in favor of higher quality communication.

The Branch's Methods unit concentrates on a continuing review of forms used within the Police Department. Research performed by the unit relates to those systems to which the forms are related.

Personnel within the Electronic Data Processing unit are responsible for the development of computer programs to facilitate availability of criminal statistics, communication of information concerning stolen and wanted vehicles and, provision of staff deployment data from a work study program.

The work study program was developed to assess demands made upon police services over thirty two selected tasks. Data are continually provided from each police Station over a twenty eight day period. The relevant computer program is written to provide information necessary to permit the rational deployment of personnel throughout the State. Whilst the ultimate aim of the work study summary has not been completely achieved, it is a source of useful managerial information.

The Planning and Development unit is under the supervision of an Inspector. Members are responsible to the officer in charge for making recommendations for the efficient and effective administration of the Department.

A development team, at the time of writing, is engaged in a project designed to establish police divisional, district, and regional boundaries upon logical, geographical features. The final product of this program will be a Queensland police map series.

Members of field study teams visit police Stations and monitor calls for police service. The data so gained are utilised in the design of Station organisations. Complementing the work of field study teams is a statistical

clerk. He is responsible for collating the data obtained from localities and analysing same. It is from his formulations that theoretical models are developed for the prediction of tasking at formation levels.

Systems Planning unit members are responsible to their officer in charge for the design of computer systems. In addition to design, they are required to oversee the implementation of new systems and procedures.

The Queensland government has installed computer facilities that will eventually provide police with 24 hour on line access. A reorganisation of the Systems Planning unit will be necessary to optimise use of this important resource.

A psychologist has been employed by the Queensland police department since early 1977. At the time of writing he is the sole member of the Social Research unit. So far, he has commenced a series of broadly based studies of departmental characteristics, with special emphasis on recruiting and training. A continuing program of survey research is being carried out with a view to revising current operating procedures. Future research is planned in the areas of occupational stress and crisis intervention.

The Support unit, as the name implies, is concerned with providing assistance to all other units in the Branch. As well as providing general clerical assistance, it undertakes repetitious tasks. Special projects performed by the unit include preparation of the Commissioner's annual report.

The Air Wing is attached to the Planning and Research Branch only until such time as appropriate policies and procedures are developed in relation thereto. It will eventually be assigned to an operational formation.

Queensland police research is highly centralised. It is also well integrated with the planning function. This admixture of functions has had the effect of subordinating research to a minor role. Such research as is undertaken is clearly type B in nature, being almost totally administratively oriented. Emphasis, which is consistent with the planning orientation, is placed on application. Although technological matters are from time to time addressed, the great majority of the Branch's activities are basically behavioral in nature.

Western Australia

The Western Australian (WA) police force established a Planning and Research section in March 1972. The section's formation was inspired by the South Australian model. Its

strength comprises 10 police and two civilian employees. An Electronic Data Processing unit consisting of two police and two civilian staff also participates in the research effort as required. The two civilians are both data processing operators.

The primary purpose in establishing the WA Planning and Research section was to provide an empirical approach to personnel and resources allocation based on work measurement. To this end work study returns have been collected from Stations and sections since July 1972. Data so obtained permits accurate understanding of staff requirements. Field investigators perform audits at source in order to maximise data quality. Considerable emphasis has been placed on specialist units with a view to ascertaining their current staff requirements and to establish a unit value upon which work loadings can be measured henceforth.

Other major aims of the section include the review of existing situations and methods, and the assessment of new and impending developments in relation to future requirements.

A recent major undertaking of this section was the creation of a metropolitan index. It is founded on census collectors districts and will be used to establish area workloads. A major advantage of using census collectors districts as territorial units is that Australian Bureau of Statistics data can be directly applied to a variety of planning situations.

Typical operational and administrative projects undertaken by the section include:

- a. a study of patrol response times in the Perth metropolitan district,
- b. a study of the frequency of radio tasks in specific patrol areas,
- c. establishment of a central warrant bureau,
- d. establishment of a public reception center at police headquarters, and
- e. a study of patrol reporting methods.

Projects possessing a technological orientation include feasibility studies concerning the following:

- a. installation of automatic car washing facilities within the department's central complex, and the use of contracted services in the interim,

- b. the use of audio devices by staff engaged in complex inquiries,
- c. the use of automatic telephone answering systems to record offense reports made throughout the Perth metropolitan district, and
- d. the use of fixed wing aircraft for police purposes.

In addition to planning, research, and development responsibilities the Superintendent commanding the Planning and Research section is responsible for all land, buildings, and installations held and acquired by the police department, and maintenance in respect thereof.

The various projects undertaken by the Western Australian Police Planning and Research section represent a mixture of research, development, planning, and administration. With the exception of behavioral/operational projects, *ie*, metropolitan index, patrol response and reporting, and radio tasking, the section's projects possess a marked administrative nature. The placing of responsibility for property upon the section's commander, an administratively convenient practice, is in accord with this perspective. Excluding the aircraft feasibility study, other functions performed are of an administrative/planning or administrative/development nature, requiring little substantive research. The behavioral/operational projects undertaken by the section involve some type A research. However, only a few of the administrative tasks involve elements of type B research. The remainder, as already indicated, are planning projects and do not constitute research. The projects listed suggest that planning activities take precedence over research.

Research personnel frequently have the sort of training and experience that enables them to competently prepare functional briefs and specifications, which fact makes them attractive to administrators as assistants. The formation and function of the WA Planning and Research section appears to quite consciously place the unit in the administrative mold. The high degree of centralisation effected would seem to ideally lend itself to such purposes.

Australian Capital Territory

The Australian Capital Territory (ACT) police force first established its Research and Planning section on 1 May 1969. It was subsequently absorbed, as a section, within the Management Services Division in 1975. The section is essentially a planning unit.

The research function in the ACT police force tends to be decentralised. That is to say, rather than concentrate expertise, particularly of a technological nature in a single unit, the expertise is located in working units and research is assigned thereto as needed.

The aims of the ACT Police Research and Planning section include the following:

- a. to review and update where necessary the force's operating systems as required, with particular emphasis on simplification,
- b. to examine ways of applying ADP techniques to police operational and administrative needs,
- c. to evaluate equipment,
- d. to produce guidelines for future training, and
- e. to predict manning requirements.

The section also has a brief in relation to specification formulation for all police buildings.

Broad research problems under consideration in the force at the present include:

- a. on line computerisation of important motor vehicle data, *eg*, stolen vehicles, special interest vehicles, registered owners,
- b. the establishment of new patrol zones,
- c. analysis of patrol response times,
- d. patrol workload analysis, and
- e. development of a new crime classification.

Matters of a technological nature, including development, undertaken include:

- a. adaptation of ground/ground radio to ground/air purposes,
- b. evaluation of facsimile transmission equipment,
- c. analysis of radio channel traffic density, and

- d. study of and specification formulation for patrol vehicle equipment boxes.

Communications research and development is conducted in close cooperation with the force's Communications Division. Liaison with the Royal Australian Air Force is maintained in pertinent areas.

During the period of its existence, the Research and Planning section has attempted a relatively large number of applied projects, generally of an administrative nature. A number of development projects are dispersed throughout the force's technical units. Few of the unit's activities relate to research as defined herein, except for development tasks. Even the section's planning function is so strongly related to the force's administrative needs, that some projects could quite easily be assigned to administrative staff officers. These facts do not necessarily suggest goal displacement as the section's formal aims clearly state such emphases. It would seem that rather than research having been smothered by planning and staff functions, the section is improperly nomenclatured.

New South Wales

Research activities in the New South Wales police department are largely undertaken by the Research Branch. The Branch is manned by both police and civilian employees and is headed by a Director. The Director is a civilian. Organisationally he is subordinate to the departmental Secretary. The Director is supported by a senior police liaison officer (Sgt 1/c) who is responsible for liaison between the Director and police personnel. The organisation of the Branch is depicted at Figure 3.

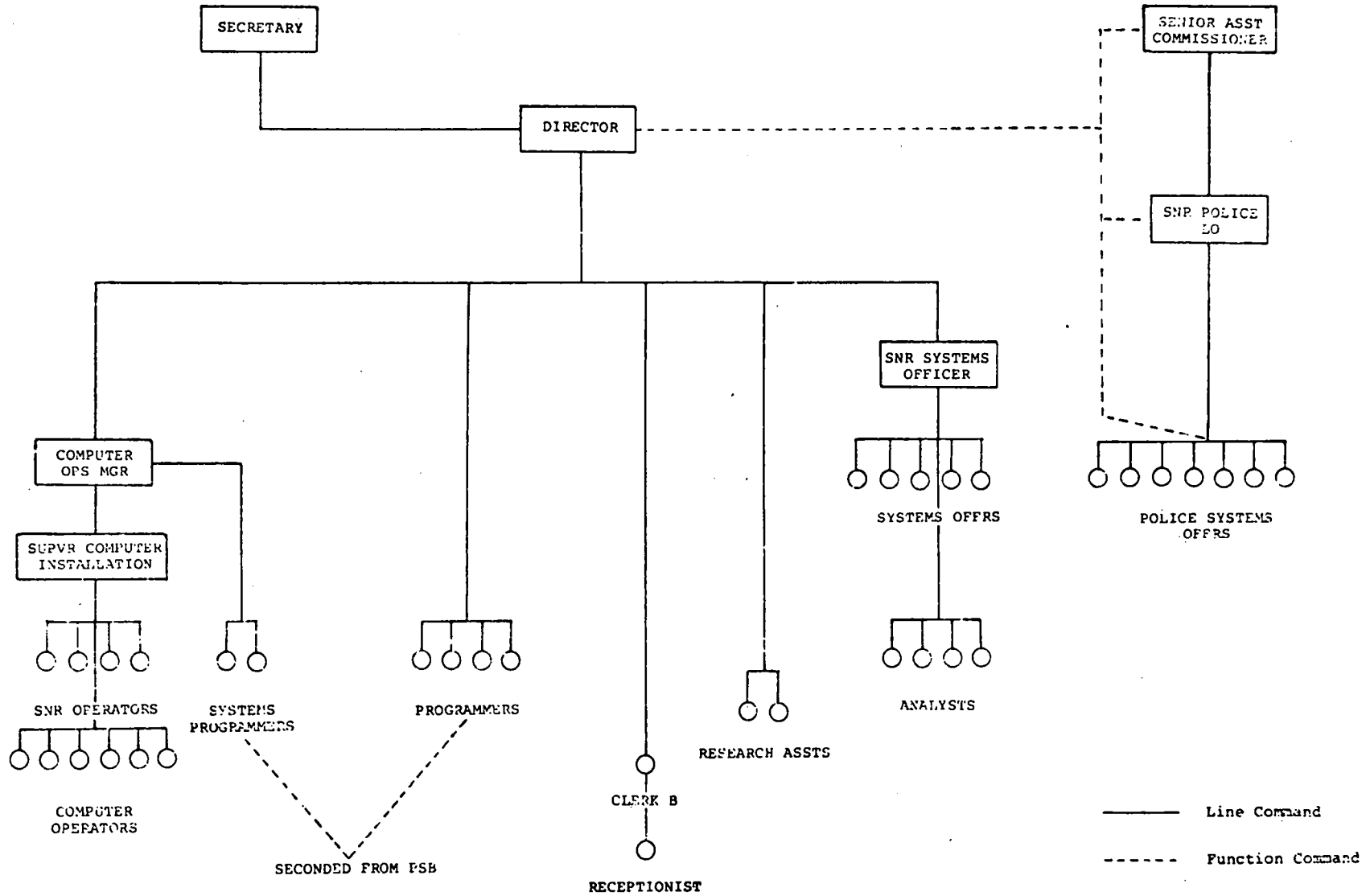
In general terms the Research Branch is responsible for investigation of procedures and the development and operation of computer systems within the department. Studies are undertaken concerning various aspects of management, operations, patrol, crime, and communications.

The Branch's activities are principally coordinated by the Research and Development Senior Executive Committee (RDSEC). This committee is responsible for approving non computer related proposals, assigning priority status to projects, conducting progress reviews, and the examination of reports. The committee is also responsible for making appropriate recommendations to the Commissioner of Police concerning the content and conclusions of research reports.

With respect to approving projects and proposals involving the use of the police computer, discretion is exercised by the Police Computer Application Review

Figure 3

NSW POLICE RESEARCH BRANCH - ORGANISATION



Committee. This committee is responsible for assessing the merits of relevant proposals and recommending to the Commissioner accordingly. Final decisions are at the discretion of the Commissioner.

Approved research and/or development projects are executed by selected project teams consisting of both police and civilians. Project reports are reviewed in open discussions by all systems officers prior to submission to the RDSEC.

The New South Wales police department was the first police organisation in Australia to possess and operate its own computer. The importance of this leadership in the computer field can be appreciated when one realises that the New South Wales police force constitutes one third of the entire Australian police service. Police communications and identification systems of the future will be largely computer based. The early start by New South Wales (NSW) in this area will substantially help ensure effective police performance in the socially, politically, and economically difficult years ahead.

Examples of NSW police research and/or development projects involving or concerning computers are:

- a. the setting up of a central warrant index, and computerisation of the index into an on line system,
- b. establishment of an on line computer system for crime information and intelligence,
- c. design and installation of a mini computer system to process summonses,
- d. examination and evaluation of an on line computer system for property tracing,
- e. a study concerning the computerisation of central fingerprint bureau functions,
- f. computerisation of the police seniority list,
- g. design and implementation of new pistol licensing procedures, including on line computer access, and
- h. installation of computer facilities, including terminals at police Stations.

Other projects, not so directly related to computers,

undertaken by the Branch include:

- a. examination of procedures relating to the recording and dissemination of information regarding traffic accidents,
- b. examination of procedures for charging offenders at police Stations,
- c. a review of traffic branch functions,
- d. design of new stores requisitions procedures, and
- e. feasibility study concerning a police television broadcast facility.

The NSW police department is clearly concerned to maximise administrative and operational benefits derivable from the application of computers. Not surprisingly, the main thrust of its research Branch's activities lies in applied administrative and operational areas. A corresponding lack of emphasis on behavioral matters is evident. In some projects administrative and operational dimensions are closely interrelated. Projects, in the main, possess a management research character and thus tend to constitute type B research. Without doubt it leads the entire police service in this research category.

In some respects, particularly the emphasis on control and coordination by committee and the joint police/civilian research teams, the Branch's organisation is somewhat similar to the British Home Office's Police Scientific Development Branch. Overall, the Branch's organisation is highly centralised and professional. A considerable advantage attaching to the Branch's structure and form of control is that it cannot easily be encumbered with administrative or operational tasks unrelated to the aims and approved projects of the Branch.

Tasmania

The Tasmania police department has a Planning and Research section located in the department's administrative headquarters. Three sworn members man the section. On one occasion at least a specific research project has been performed by a temporary civilian employee. The officer in charge of the Planning and Research section is directly responsible to the Commissioner for administrative purposes. Most of the department's research is undertaken by the Planning and Research section.

The functions of the Planning and Research section are to investigate and make recommendations to the Commissioner on:

- a. planning for future development, including new buildings,
- b. staffing requirements at all formation levels,
- c. coordination of police activities,
- d. effective and economical use of police personnel,
- e. studying and improving existing work methods,
- f. establishing uniformity in work and administrative procedures,
- g. work analysis and evaluation,
- h. optimisation of personnel placement,
- i. supervisory and general personnel requirements,
- j. new equipment including work aids,
- k. evaluation of employee suggestions, and
- l. any other matter referred to the section by the Commissioner.

Under Tasmania police standing orders the officer in charge of the Planning and Research section is possessed of certain powers to assist him in his duties. The following extract from standing orders gives some idea of the extent of his powers:

'The officer-in-charge of the Planning and Research Section or any member authorised by him in writing shall -

- (a) Have access to -
 - (i) any records, files, documents, papers or matters, relative to any member's duties as a police officer; and
 - (ii) any plan, file, record, document or matter in any way relating to any

matter referred to the section by the Commissioner.

- (b) At any time have access to any building, office, store or any facility appertaining to any police premises;
- (c) Have authority to require any member to submit a written report to the Commissioner on any matter relating to the proper functioning of any particular section.'

Recent section activities include:

- a. coordination of a series of material tests performed by the Tasmania public works engineering analyst. Materials tested included a variety of fabric backed reflective sheeting. The aim of the tests was to determine the most suitable fabric for use in police garments. Test criteria included reflective qualities, wearing capabilities, and appearance, and
- b. a statistical report on crimes against women based on police records over the eighteen month period Jul 73 - Dec 74. The report analyses the types of crime committed, and in cases of domestic assaults, relationship between victim and offender. This report was completed during International Women's Year and received a deal of favorable comment from the media and other sources.

Another research project, undertaken by the department's Forensic Science section, evaluated the Cibachrome P10 process for making photographic prints from transparencies.

From the facts available it seems the Tasmania police Planning and Research section is essentially a planning and staff (in the military sense of the term) unit designed to provide direct planning and administrative assistance to the Commissioner. This is very much in the American model and quite similar to that considered by the US President's Commission On Law Enforcement And The Administration Of Justice. Little actual research is undertaken by the section and this is quite consistent with its charter but not its nomenclature. A potential for type A research is nevertheless thought to exist, as evidenced by the female victims study.

Understandably, in a section of this nature and size, technological research is undertaken by other sections and agencies as appropriate. The Planning and Research section is capable of maintaining coordination in such external research undertakings and thus necessary levels of control can be maintained.

Northern Territory

The Northern Territory (NT) police force established a centralised Planning, Research, and Development Division in 1973, following an inquiry into the force by a former Commissioner of the South Australian police department. (See McKinna, 1973). The Division has an established strength of eight sworn and one civilian employees. It is organised into four major functional sections as shown:

- a. operational planning and research section,
- b. building and equipment research section,
- c. organisational planning and research section, and
- d. reference and analysis section.

Present strength constraints result in only the first and third sections together with a headquarters section being manned. The Divisions's organisation chart is shown at Figure 4. The remoteness and general shortage of technical education resources at the headquarters location, Darwin, makes the recruitment and/or training of research staff even more difficult than is the case with other police forces.

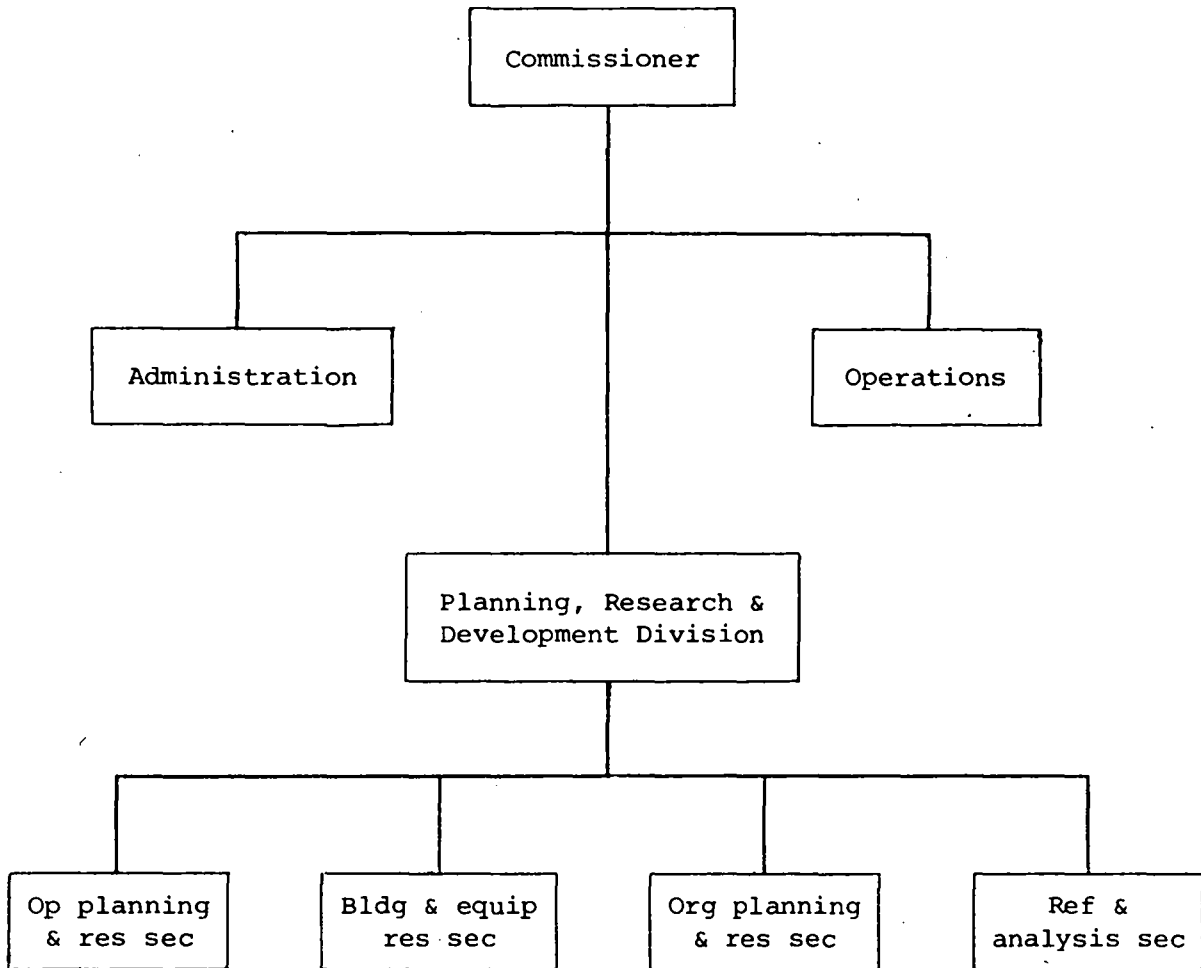
The Northern Territory police force suffers a considerable number of disadvantages compared to other police forces due to its location and climate. This is perhaps one reason why it formally places emphasis on the research function.

Broadly, the functions of the NT Police Planning, Research and Development Division are concerned with establishing a critical top level examination of all facets of the force and its operations with a view to achieving improved performance and aiding forward planning. Specific functions of the division involve:

- a. undertaking a wide range of research projects at the direction of the Commissioner or originating from the operations and administrative wings of the force,

Figure 4

NT POLICE PLANNING, RESEARCH, AND
DEVELOPMENT DIVISION - ORGANISATION



- b. engaging in long range research, planning and development of the force, utilising professional concepts and practices in the field of law enforcement. Such planning is, where appropriate, aimed a decade ahead in order to assist in the determination of future requirements in all fields,
- c. conducting research and planning programs which are forcewide in scope or which affect two or more units of the force. The Division also operates as a consultant to police districts in respect of district specific problems or projects in all spheres of operation, including operational research, planning of buildings, and equipment evaluation,
- d. developing and reporting on innovations in police administration and operation, including equipment, manpower utilisation, prevention of crime and, the apprehension of offenders. This aim is partially achieved by an ongoing scrutiny of relevant literature, and methods used by other police forces, and
- e. assisting in the preparation of reports to different sections of the force and to outside agencies, private or government. (See NTPF Executive Order #3 dated 22 May 73).

The following undertakings indicate the scope and nature of the Division's activities:

- a. Watercraft. Division personnel handled the procurement of a thirty foot launch from specification formulation through acquisition. They also collected and analysed data concerning the craft's first year of operation,
- b. Equipment evaluation. Recent equipment evaluated include fingerprint cameras, illuminated clip boards, vehicle decals, and uniform items,
- c. Standing orders. The Division has an ongoing responsibility for production and updating of force standing orders, and
- d. Document design. Division staff have

designed a number of police documents, *eg*, crime reports, identification *pro formas*, accident reports.

The Planning, Research, and Development Division, due no doubt to administrative pressures combined with a general shortage of staff, has become quite simply an administrative support section to the Commissioner. The Division has a medium sized staff relative to other Australian police research efforts. But, in fact, no substantial research as indicated in its statement of functions is apparently undertaken as the Division is presumably preoccupied with planning, development, and other tasks referred to them.

The title of the Division and its statement of functions suggest that its originators were aware of the dangers of research being lost under an avalanche of demands for planning and administrative support duties. The Division's title also seems to imply a conscious move to give the planning and research functions of whatever order separate and equal status. The press of events, transient but urgent demands for special tasks, administrative convenience, shortage of staff, and other factors have conspired to produce a fairly typical planning and research unit in the American style with considerable focus on development and administrative support. The emphasis in the listed projects on technological and administrative matters supports the contention.

RESEARCH IN AUSTRALIA OUTSIDE POLICE FORCES

A certain amount of police research and research of relevance and interest to police in Australia is conducted by bodies and individuals external to police forces. Such research is mainly conducted within three major settings:

- a. public bodies,
- b. private bodies, and
- c. universities and individuals.

Public bodies

There are a number of public bodies producing data and other material of relevance to police. Within this number are included organisations such as the NSW Bureau of Crime Statistics and Research, the Australian Institute of Criminology, the Australian Foundation for Alcoholism and Drug Dependence, the Australian Bureau of Statistics, and certain safety councils. Many government departments at both federal and State levels provide at least some data of

relevance to police, *eg*, Department of Transport, Department of Health, Department of Employment and Industrial Relations, and the Department of Defence.

In the wider sense of information services, numerous libraries such as the National Library, the various State Libraries, and in some cases Parliamentary Libraries, can be and sometimes are of assistance. Public agencies to which police on occasions turn to for evidentiary purposes include CSIRO, the Bureau of Mineral Resources, the Commonwealth Aircraft Factory, the Divisions of Analytical Laboratories and Forensic Medicine (both of the NSW Health Commission) and a variety of Institutes of Technology throughout the country for testing ranging from textile fibers through treatment of metallic objects to identification of biological matter.

The Criminology Research Council (CRC) was created under the *Criminology Research Act 1971*. This Council was formed to control and administer the criminology research fund. The fund is contributed to on a *pro rata* basis by all States and the federal government. Amongst other things, research projects funded by the CRC have the potential to generate new knowledge or information which can be applied directly or indirectly to crime control activities. Current CRC grants of interest to police involve a study of gun ownership in Australia, a study of the effects of the Tasman Bridge's partial destruction on crime patterns in Hobart, and a comprehensive review of police occupational stress. Others are under consideration.

A source of research and information gathering that on occasion has considerable impact on police lies in a variety of government commissions and committees some transient and some permanent. The report of the Committee on the Computerisation of Criminal Data (1973) provides a useful reference source for police, and may have some influence on the design of the national police computer system. The report of the Australian Law Reform Commission on Criminal Investigation will no doubt be influential in determining procedures for the reception and resolution of complaints against police in certain forces. The NSW and Western Australian Law Reform Commissions' reports on Special Constables may eventually have some effect on the Special Constable policies of the police forces in those two jurisdictions. Other subjects of interest to police covered by Law Reform Commissions include sex offenses, criminal investigation and court procedures, and evidence. These reports and others represent a limited amount of research and a great deal of information gathering, such as often happens in the planning function. But, regardless of the nature of the processes involved in their creation many of them are of interest to police policy makers and planners.

Private bodies

Unlike the US, the number of private bodies involved in police and police related research in Australia is not great. Some studies of police departments have been conducted on a fee basis. One such study examined the Queensland police department's *modus operandi* section. On at least one occasion a social research firm has been hired by a police department to poll public opinion concerning its image. The poll was conducted to gather planning information for that department's community relations program. Research undertaken by bodies such as the Australian Automobile Association in relation to traffic matters and by security hardware producers in the crime prevention/security technology field are also of benefit to police and police objectives.

Universities and individuals

A certain amount of research relative to police is carried out by individual researchers either in universities or the community at large. Quite often such researchers are financed by university research grants, or other funds and fellowships that are available from time to time. Some of the research papers presented by both police and civilians at the seminars of Sydney University's Institute of Criminology are of extreme interest to police in specialist areas.

With respect to university based research, police departments could well consider following the New York City Police Department's practice of having a thesis liaison project. The project endeavors to gear college and university term papers and graduate theses of members of the department toward the solution of pressing administrative problems. This practice does occasionally occur in some Australian police forces, but only on an *ad hoc* basis.

Joint research and publication

A refreshing move of late has been the conducting of research by combined teams of police and outside civilians, in attempts to achieve optimum blends of knowledge, experience, and reserach expertise. An example is the month long attachment of the crime research officer of the South Australian police department to the Australian Institute of Criminology. Whilst so attached he participated in an analysis of crime data pertaining to the Geelong area and attended, as a member of the Institute's delegation, a symposium devoted to the planning of that city's future. (See Biles & Copeland, 1976). A more abmitious exercise in inter agency cooperation concerns a grant made by the CRC to

the Director of the NSW Bureau of Crime Statistics and Research for the purpose of conducting an intensive study of armed robbery. The project is coordinated by the Bureau, but the working party responsible for the study consists of NSW and Victoria police representatives, a research officer of the Australian Institute of Criminology, together with Bureau staff.

Just as the *Police Research Digest* gives brief details of police departmental research so the *Information Bulletin* of the Australian Institute of Criminology provides details of behavioral and legal research undertaken by both police and non police for the information of interested readers. A certain amount of research referenced in this publication is of relevance to police in Australia and New Guinea. The *Information Bulletin* is held by all police libraries.

A POLICE RESEARCH INSTITUTE

Duncan Chappell and Paul Wilson in their book *The Police And Public In Australia And New Zealand* (1969: 173-177) suggest the formation of an Australian police research and planning unit. There are considerable problems attaching to the constitution and financing of such a body but, the proposal is by no means infeasible insofar as it relates to research. Chappell and Wilson suggest a number of general research and planning areas for examination by such a body:

- a. the use of computers in police work in Australia and New Zealand,
- b. resource allocation and systems relating to written communications,
- c. standardised crime reporting and recording procedures,
- d. police traffic law enforcement, and
- e. the police and young people.

The passage of time has made some of these particular areas obsolescent but the basic idea is nevertheless a good one. In fact, it could well be carried further - to the creation of an Australasian Police Research Institute. Such an Institute could cater for technological and behavioral research with particular reference to matters beyond the ongoing localised needs of individual police forces. Its charter would presumably need to include a clause requiring that approved research projects be multijurisdictional in application.

Ideally, such an Institute would possess comprehensive forensic laboratory facilities, together with necessary scientific support staff, for evidentiary purposes. In this evidentiary function, the Institute could provide a service to police somewhat similar to that given to American police forces by the US Federal Bureau of Investigation laboratory, including firearm identification. (See Ross, 1972: 231). There is a definite need to concentrate expert police forensic science knowledge and related research skills in a single organisation in Australia. Such an organisation need in no way detract from present police force functions and responsibilities. It could provide a service that is now largely nonexistent. In relation to evidentiary matters, it could provide a service now obtained from a variety of non police agencies of varying quality.

An added role of a Police Research Institute could well include the coordination, collection, collation, and dissemination of a wide range of information and research results of interest to police forces. This role could be applied to police travelling overseas on factfinding tours. Value for money is not always obtained from such trips. Sometimes the most appropriate person is not selected to travel. Sometimes selected personnel are not adequately briefed or are otherwise not properly prepared for their task. At the completion of such tours, comprehensive reports are not always submitted. Even when desirable results are obtained, the benefit may be confined to a particular police force, which is unfortunate. A joint or centralised Police Research Institute could well assist in such matters.

Institute staff, including the Director would, one presumes, be seconded from State and Territory police forces. With regard to research and development, the Institute would necessarily be confined to references from agreed source(s), *eg*, a committee composed of State, Territory, and (perhaps) New Zealand, police Commissioners. In fact, these Commissioners collectively could well constitute an Institute board of management.

Funding of such an Institute, if confined to Australia only, presents no insuperable problems, although there would be numerous problems of a lesser nature. Funding would hopefully include grants for public research in specified areas. The CRC is an example of a joint State-federally funded body already in existence and operating satisfactorily, albeit on a smaller scale than that envisaged for a Police Research Institute. Extension of the idea to an Australasian basis does not drastically increase the level of practical difficulty involved, although the level of probability inevitably decreases.

SUMMARY AND CONCLUSIONS

Research in Australian police forces is mostly conducted in centralised planning and/or research and development units. A list of unit nomenclatures is appended at Annex B. Even in Victoria and South Australia, where research functions are widely dispersed, there exist central units with a responsibility for conducting research on a forcewide basis.

The scope of the various units responsible for research throughout Australian police forces varies greatly. In terms of the research classification employed in this paper, Victoria and South Australia place a greater emphasis on type A research; New South Wales is principally concerned with type B research as is Queensland; Western Australia undertakes a limited amount of both type A and type B research; whilst Tasmania, ACT and NT are largely occupied with non research (excluding development) activities. The research classification employed enables a loose statement to be made concerning the nature of the various research units. Tasmania, ACT, and NT, and to a lesser extent, Western Australia and Queensland, tend to be utilised as staff (again used in the military sense of the term) units rather than research units. This is understandable in that the units all possess planning and administrative responsibilities in addition to their research role. As a result, the research function tends to take second place to planning almost to the point of elimination. New South Wales, Victorian, and South Australian units, on the other hand maintain a substantial research function and ethos in their activities. It seems possible that size permits the luxury of indulging in substantial research activities, of either type. Maybe larger police forces have proportionally more human resources available, maybe their need for research proper is greater. In organisational terms, the point is an interesting one and worth pursuing elsewhere. Certainly, the larger police forces tend generally to display a deeper concern with and for research.

It would seem that police forces have a need for more trained staff officers capable of performing administrative and planning functions in the normal course of their staff duties. Planning staff officers should be quite capable of performing the relatively low level of "research", *ie*, information gathering and processing, necessary for their purposes.

True research, *ie*, type A and B research, needs to be the prerogative of members or employees possessing the necessary research skills. There does seem to be confusion on this point in the smaller police forces.

Planning and research in any substantial sense are

quite separate functions. At the same time, their close relationship, *ie*, research always supports planning, is recognised. However, to place both within a single unit, seems almost (but not quite) inevitably to redound to the disadvantage of one function or the other. Because, in the short term, the need for planning exceeds the need for research, it is the research function that is subordinated in such cases.

On average, the volume of actual research performed in Australian police forces is not high, although as indicated above there is a great deal of variation between police forces.

Research in Australia of interest to but conducted outside police forces covers a wide range of institutions, both public and private, and individuals. There is a certain number of research fellowships available in addition to grants from the ARGC and CRC. In national terms these financial resources do not amount to a large sum nor is the volume of produced research large. It is also evident that there is an almost total lack of direction and/or coordination in such matters.

The foundation of a national or international (Australia/New Zealand) Police Research Institute could be one means of developing impetus in research and forensic science initiatives for the future and, of developing an awareness of the benefits of police and police related research.

PART III - POLICE AND POLICE RELATED
RESEARCH OVERSEAS

Australia is located at the periphery of the inhabited world. As such, it is (with the exception of New Zealand) at a considerable distance from other countries possessing roughly similar lifestyles. We lack the excitement of frequent intellectual intercourse with our foreign colleagues. This isolation adversely affects, to varying degrees, many areas of human endeavor. The delayed introduction and popularisation of new philosophies, ideas, products, techniques and the lack of stimulation derivable from close, active intercourse with other nations and cultures may and sometimes does lead to problems.

Lack of proximity to other culturally similar countries leads to a lag in the introduction of new police methods, materials, and ideas. Some of these new methods, materials, and ideas derive from research. It is thus desirable for police commanders, administrators, and specialists to be acquainted with what is going on overseas regarding police and police related research in their particular areas of expertise and interest. In this regard, there is a strong argument in favor of having police attaches posted to selected embassies and high commissions.

AIM

The broad aim of this part is to inform readers of what is occurring overseas in relation to police and police related research. In this overview of foreign research the following countries are considered:

- a. United States of America (US),
- b. Canada, and
- c. England and Wales.

UNITED STATES OF AMERICA

American institutions generally tend to place a greater emphasis on research than do those of other countries. At the present time US expenditure on research and development amounts to approximately 3 *per cent* of the GNP. (Kahalas, 1975: 37). Most major US police departments

have competent research and development or planning and research sections. As in Australia, there appears to be substantial confusion over the respective functions of planning and research. Thus, unit titles are not necessarily descriptive of the type of function(s) performed therein.

Levels of police expertise in operations research and behavioral research are high in certain departments such as the New York City Police Department (NYCPD), Chicago Police Department, Los Angeles Police Department, and the Dallas Police Department. The quality of planning in these departments is in part a reflection of the high standard of research achieved. The Research and Development Division of the Chicago police department, for example, developed the thirteen period reporting year. It also adapted a market research tool and applied it to measuring client satisfaction with police service. (Rochford, 1974: 16-18). There is, too, in the US a greater willingness to perform research in conjunction with outside organisations or individuals, *eg*, The New York City Rand Institute studies of the characteristics of NYCPD policemen (Cohen & Chaiken, 1973), subway offenses (Chaiken, 1974), and police arrest activities (Greenwood, 1970), and the General Electric Company studies conducted in cooperation with the Syracuse police department. The examination of NYCPD material relating to rape by Chappell and Singer (1976) is an example of cooperation afforded individual, university based researchers. This is by no means to suggest that US police departments are open shops to academic and other researchers. It is to say, though, that as a general proposition US police departments of equivalent status to Australian police departments are, for whatever reason more willing to experiment, to risk criticism, and are less resistant to outside stimuli. It should be added in all fairness that such attitudes are not confined to police but appear to reflect a national characteristic.

The Federal Bureau of Investigation (FBI), although not a police force *per se*, is responsible for a great deal of police research of all types, abstract and applied, behavioral and technological, administrative and operational. It is deeply involved in a host of studies in such areas as the use of manpower, computerisation, evaluation of personnel performance, and case management. (Kelley, 1975: 9). In technological areas the FBI is busy preparing a path to the future through research. A major FBI research thrust relates to the automatic identification of fingerprints. (Banner, 1972: 407-422; Banner & Stock, 1975: 2-9). This is an extremely complex piece of electronic research and many problems remain yet to be solved. If they ever are satisfactorily solved, the breakthrough will save literally hundreds of thousands of person hours around the world as well as speeding up fingerprint searches tremendously.

A significant boost was given to computerised identification, information, and statistics systems in the US by the inauguration of Project SEARCH in 1969. Project SEARCH is a meshing of state technical skills and federal financial resources 'designed to give criminal justice agencies ... information about offenders in a matter of seconds'. (Wiggins, 1972: 5-8). It has provided impetus to such computerised information programs as New York State's NYSIIS (which now is known as the New York State Division of Criminal Justice Services) and the Computerised Criminal History file (CCH) of the FBI's National Crime Information Center (NCIC), as well as to other offender based statistics systems.

Another area of electronic technological research in which great strides have been made in the US is that of high speed communications. New communications equipment have done a lot to ease the problems of channel overload by computer aided despatching and the promotion of digital mobile terminals, facsimile transmission, and other electronic devices.

In terms of volume, the US is leading the world in police and criminal justice research. A veritable torrent of research is being undertaken in that country following the introduction of the *Omnibus Crime Control And Safe Streets Act 1968* by then President Lyndon Johnson. One result of that legislation has been the creation of the Law Enforcement Assistance Administration (LEAA) within the US Department of Justice. It was initially known as the Office of Law Enforcement Assistance. LEAA has placed a heavy emphasis on research. The structure and function of LEAA is of particular interest to Australians because its formation 'set in motion a nationwide effort to improve and modernize police, courts, and corrections agencies without in any way infringing upon their traditional independence'. (Velde, 1975: 44). Australians, too, are painfully aware of the jurisdictional jealousies that can and do exist between federal and State levels of government. At the same time, LEAA provides a form of leadership at the national level in emphasising desirable priorities for criminal justice research and providing the means for their realisation. LEAA accepts that the role of police is critical to the proper operation of the criminal justice system. Between its inception and mid 1975, the Administration distributed about one third of its available funds, some 860 million dollars, to police related matters, although the proportion has been decreasing in recent years. A great deal of this money was spent on research and development.

The drafting of the *Omnibus Crime Control And Safe Streets Act 1968* was preceded by a major investigation into the problems of crime and the criminal justice system generally. That investigation was undertaken by the

President's Commission on Law Enforcement and Administration of Justice. In one of the Commission's reports, *Task Force On The Police* (1967), the importance of administrators appreciating the relevance of research was recognised thus:

'Essential is a strong commitment on the part of the police administrator to the importance of research. He must give meaning to this commitment through the devotion of a substantial proportion of his own time, by providing for adequate staffing, and by closely relating the function of the research unit to other aspects of departmental operation.'

A caution against overloading research units with routine administrative responsibilities is all that is needed to make the statement complete.

In America, as in Australia, police administrators traditionally emphasised technological research in their efforts to perform more effectively. However, as the US National Advisory Commission on Criminal Justice Standards and Goals (set up by LEAA) in its report on the police, entitled *Report On Police* says, 'there is a need to balance technology with human variables, since police work is basically an enterprise dealing with people (1973: 276).' The report goes on to state that police departments not having behavioral scientists on strength 'should at least implement working relationships to use behavioral science resources in selection, training, counselling, and to assist in referrals (p 277)'.

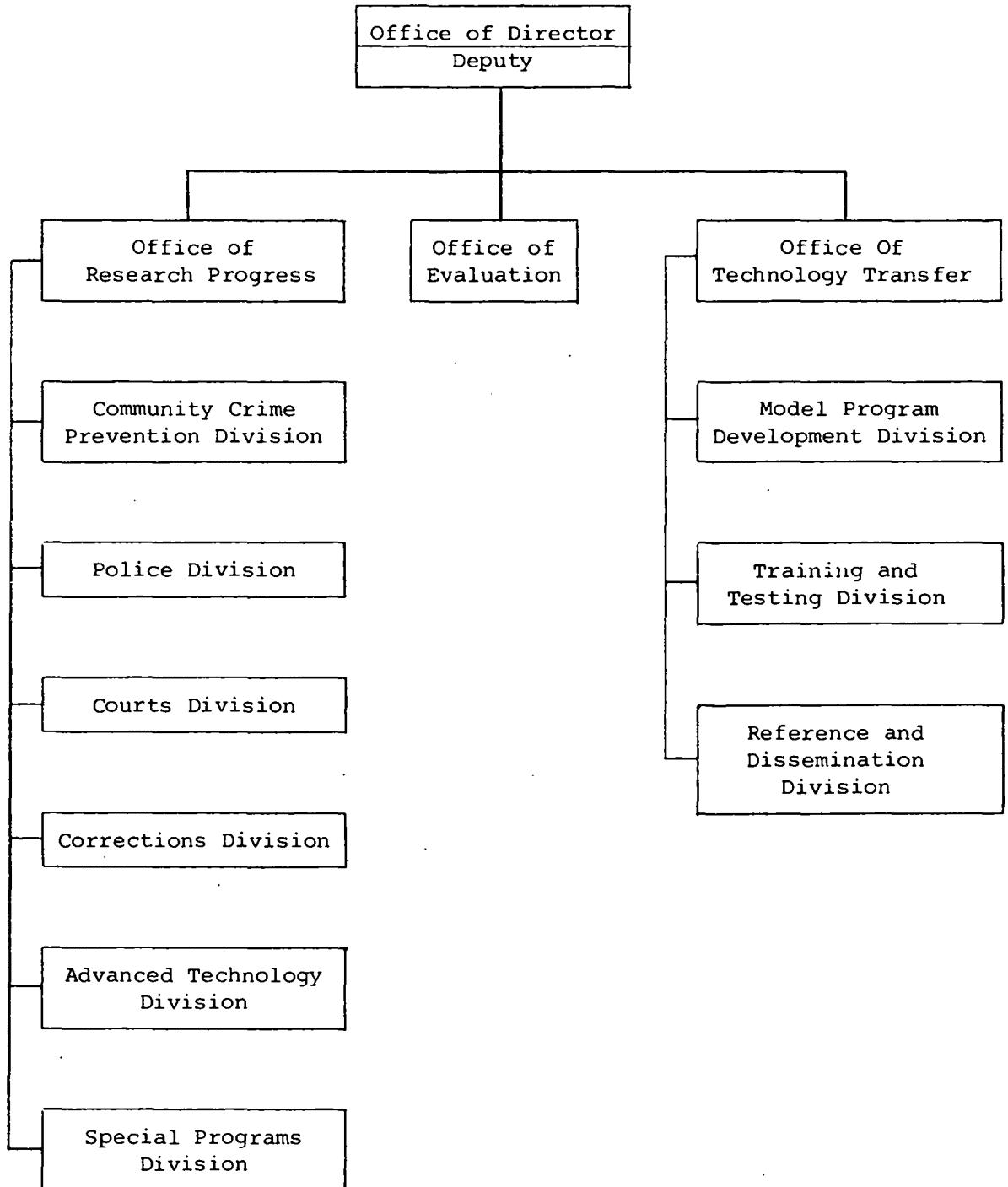
LEAA, through the National Institute of Law Enforcement and Criminal Justice (NILECJ), encourages and funds appropriate basic research and evaluative studies within both government agencies and the American research community generally. Appreciating that research and evaluation efforts are of limited utility unless disseminated, a National Criminal Justice Reference Service (NCJRS) was formed within NILECJ. This body *inter alia*, provides a magnificent reference service to users.

Research proposals from a variety of sources are received by NILECJ and assessed. If found viable and relevant, they are funded. Police departments apply for research and development funds on an equal basis with other government departments, private research organisations, citizen groups, universities, and individuals. During the first year of its existence LEAA allocated a majority of its funds to police, a situation which guaranteed the disapproval of other agencies in the criminal justice field. (Velde, 1975: 44).

The office of research programs within the NILECJ, see Figure 5, is responsible for developing and sponsoring

Figure 5

US NATIONAL INSTITUTE OF LAW ENFORCEMENT AND
CRIMINAL JUSTICE - ORGANISATION



research programs designed to improve the understanding and effectiveness of the criminal justice system. (*Research Highlights*, 1977). Programs in the police field are varied, including areas such as patrol, performance management, anti corruption management, and criminal investigation. (Farmer, 1976).

Specific NILECJ research and development grants of interest to police are:

- a. \$171,082 to the Rand Corporation for a study of private and auxiliary public police in the US,
- b. \$177,231 to New York University for a study of architectural design to improve society in urban residential areas,
- c. \$125,904 to City University of New York to develop a project designed to train policepersons in family crisis intervention techniques,
- d. \$150,000 to the International Association of Chiefs of Police for a police weapons system evaluation program,
- e. \$244,345 to the New Jersey State Law Enforcement Planning Agency to help support a two year criminal justice standards and goals development program,
- f. \$143,420 to the University of South Florida to develop professionally validated aptitude tests for police officer selection,
- g. \$541,623 to the International Association of Chiefs of Police to develop a physical fitness program for policepersons,
- h. \$100,000 to Pueblo police department, Colorado, to develop a computerised system aimed at reducing time spent on police despatching and records keeping,
- i. \$259,000 to the Rhode Island Medical Center to create an intake, placement, and tracking system for persons who have entered the criminal justice system, and
- j. \$251,730 to the John Jay College of

Criminal Justice in New York to develop guidelines for police administrators in anti corruption technology.

Not all grant awards are as substantial as those cited above but an idea can be gained from them of the massive spending on criminal justice based research and development in the US at the present time. The question naturally arises, 'Do results justify financial inputs?' The latest available edition of the FBI's *Uniform Crime Report* (1974) rather suggests not. However, such questions are not easily answered and it is for this purpose that NILECJ places considerable emphasis on evaluation research, particularly in relation to its action programs. In fact, during fiscal year 1974 it allocated 13.6 per cent of its program funds to that end. (*NILECJ Annual Report*, 1974). Once improved evaluation research methods are developed it is hoped some concrete answers (and suggestions for alternatives) are achieved. In the meanwhile, the unfortunate situation is that for the present some research and development and many action programs (Wholey, 1974: 2-3) remain unevaluable.

Other US bodies involved directly, indirectly, or occasionally, in police or police related research include the Urban Institute, the National Commission on Productivity and Work Quality, the Police Foundation, the International Association of Chiefs of Police (IACP), the Battelle Center (Seattle), the Rand Corporation, the International Conference of Police Associations (ICPA), and the US Civil Service Commission. Relationships between these bodies and each other, and between the bodies and various police departments are sometimes quite complex. For instance, one body, although possessing research amenities of its own may finance another body to undertake research on behalf of yet a third body. Publications of relevance to police outlining research and development conducted by such bodies include:

- a. *Improving Productivity And Productivity Measurement In Local Governments*, (1971); published by the National Commission on Productivity.
- b. *Women In Policing*, (1972); published by the Police Foundation.
- c. *Measuring The Effectiveness Of Basic Municipal Services (Initial Report)*, (Feb 74); published by the Urban Institute in cooperation with the International City Management Association (funding from four separate sources).
- d. *A Study In Comparative Urban Indicators*,

- (Apr 72); published by the Urban Institute.
- e. *Improving Police Productivity*, (1975); published by the National Commission on Productivity.
 - f. *The Kansas City Preventive Patrol Experiment*, (Oct 74); published by the Police Foundation.
 - g. *Police Personnel Practices In State And Local Governments*, (Dec 73); published by the International Association of Chiefs of Police and the Police Foundation in cooperation with the Educational Testing Service.

Another example of police research and development was the joint study undertaken by the New York State police and the US Civil Service Commission in an attempt to precisely define job elements and job selection criteria. From this research has been developed a knowledges, skills, and abilities matrix which is utilised in recruitment of State troopers. The study by George Kelling of job stress amongst policemen represents an interesting initiative in US police research and development in which an employee organisation has taken the lead. The project was commissioned by the International Conference of Police Associations and funded by the Police Foundation to the extent of \$100,000. This particular piece of research has had an interesting spin off in Australia. Kerry Milte of Melbourne University is replicating the US study with the support of a number of State police associations.

Next to LEAA, the Police Foundation is probably the most significant force in US police related research. It is headed by Patrick Murphy, a former Commissioner of New York City's police department. The Foundation is an independent organisation and privately funded. Its formation in 1970 was permitted by a 30 million dollar gift from the Ford Foundation. Its research policy emphasises controlled experimentation and evaluation. (*Toward A New Potential*, 1974: 3).

The IACP, established in 1893 to further police interests, has a comprehensive research and development program covering a wide range of research dimensions across almost every single aspect of police work. (See Saunders, 1970: 26). Its unique characteristic is that as an organisation representing the nation's senior police administrators, it is particularly sensitive to the needs of the police service - so far as those needs are perceived by administrators.

Research within police departments is necessarily more pragmatic and controlled than that performed elsewhere. Frequently, so called research sections are in fact departmental planning units. Despite this, though, there are some extremely competent police research units in America. An overview of US law enforcement research and development performed outside the police suggests a tremendous concern with systems and technology. The total non police research effort in the US completely dwarfs that of police. It is conducted on such a massive and costly scale that coordination and direction are impossible to achieve. (Wolfgang, 1977). In the long term, some fundamental and significant outcomes can be expected. Even so, in economic terms American police and police related research and development efforts appear to be extraordinarily expensive. In fact, at the time of writing, the US Attorney General has announced a restructuring of LEAA in order to 'refocus the national research and development role into a coherent strategy of basic and applied research and systematic national program development, testing, demonstration and evaluation'. (Hattery, 1977: 1).

CANADA

In Canada, police and other criminal justice research is conducted on a much more modest and controlled scale than in the US. As elsewhere, major police agencies possess their own research or planning and research units. In some ways, the situation is similar to that existing in Australia, there being the same problems of researcher autonomy, and subordination of the research function to the planning function.

Third level, *ie*, municipal, police research is severely constrained, as it is in the US, by virtue of focus. Police research is governed, directly and indirectly, by the needs of the relevant tax base. Local police forces have a far narrower tax base and thus have a narrower research focus. Provincial and federal agencies, with wider bases have, as a general proposition, a correspondingly wider research focus.

Individual and academic researchers operate in Canada, just as they do in other countries, as do also a number of private organisations that perform police and police related research on a fee for service basis.

Two major criminology bodies are located in Canada, the Centre of Criminology at the University of Toronto, and the Department of Criminology at the University of Montreal. Both these bodies are of international stature. At the Montreal campus, much work has been done on robbery and the impact of crime. The Toronto Centre's list of completed

projects of interest to police includes studies concerning:

- a. attitudes to crime and police in Toronto,
- b. murder in Canada,
- c. an examination of police powers under s.10 of the Mental Health Act of Ontario,
- d. the regulation and control of private policing and security in Canada,
- e. crime prevention, and
- f. shoplifting.

A major role in promoting and coordinating certain aspects of police and other criminal justice related research in Canada is performed by the Research and Systems Development Branch of the Ministry of the Solicitor General. An organisation chart of the branch is shown at Figure 6.

The Branch emphasises practical, applied, human science based research. (*Guide, Research Program: 1976, 1977: 7*). It aims to reduce the social and economic costs of crime through the support, coordination, and execution of high quality research.

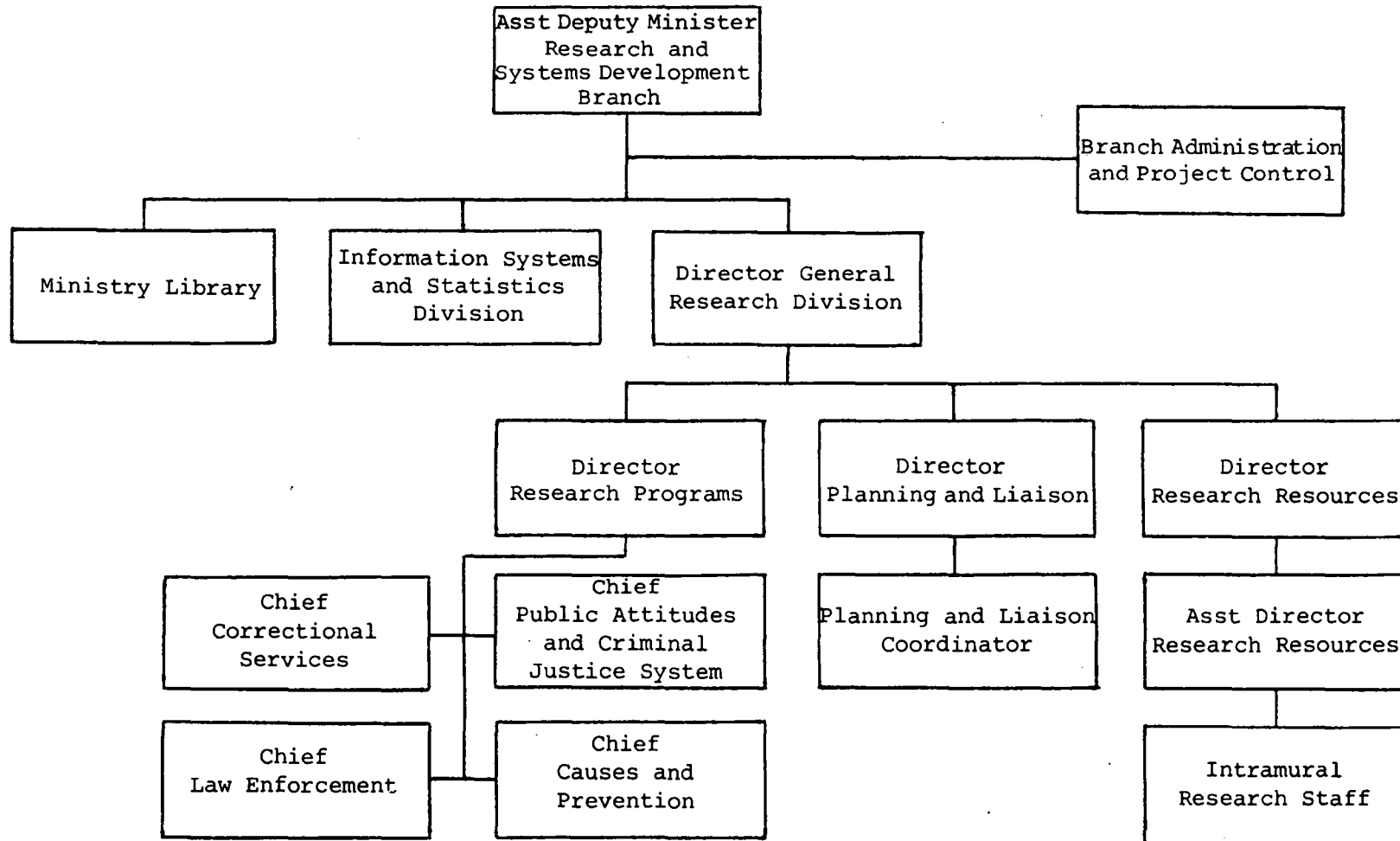
Examples of research completed under the auspices of the Research Division, and of relevance to police, are:

- a. a study of the attitudes and opinions of members of the RCMP toward themselves, their jobs, and the public,
- b. a study of British Columbians' attitudes and experience relevant to police, law, and crime,
- c. a study of social norms relating to police,
- d. a review of community based preventive police practices,
- e. a comprehensive study of the private policing industry in Canada, and
- f. a literature review concerning job satisfaction in the police service.

The total police and police related research and development effort in Canada when compared to that of its neighbor to the south, appears to be low keyed and limited.

Figure 6

CANADIAN DEPARTMENT OF THE SOLICITOR GENERAL RESEARCH AND SYSTEMS
DEVELOPMENT BRANCH - ORGANISATION



But, if compared to other countries of similar population or, even some western European countries, performance is well above average.

At all levels of government, broad approaches to problems of research are rational and commensurate with available resources. This latter point is the great strength of the country's research effort. Confusion between research and development and planning is evident and admitted in police agencies. At the same time research officials quite consciously utilise foreign research material, particularly British and American. In this manner, it is hoped to supplement the country's police research products. This point applied particularly in relation to technologically oriented research and development.

ENGLAND AND WALES

In England and Wales, as elsewhere, major police departments have substantial research and development units. There is traditionally a major emphasis on operations and technological research in both police and police related research in these countries. The problems of terrorism resulting from the conflict in Northern Ireland have added impetus to technological research by both police and the Home Office. It is also much more the practice in England and Wales to hire management consultant firms to undertake systems and organisation and methods type research than in Australia. The reorganisation that took place within the London Metropolitan police force during the tenure of Sir Joseph Simpson is a case in point.

Social surveys by commercial consultants are sometimes undertaken as well. A case in point are the surveys concerning public attitudes to police and *vice versa* in the London Metropolitan police district conducted and published by William Belson (1975). The purpose of the surveys was to provide police with empirical data for the formulation of departmental policy and training programs in the area of police-public relations.

A great deal of police and police related research in England and Wales is undertaken by three branches of the Home Office engaged on scientific and technical research:

- a. the Central Research Establishment -
part of the Forensic Science Service -
seeks new methods to assist the
detection of crime,
- b. the forward planning section of the
Directorate of Telecommunications -
examines means of satisfying shifting

communication requirements, and

- c. the Police Scientific Development Branch - primarily concentrates on the application of technology to the solution of police resource allocation problems, *eg*, computer command and control, computer retrieval of fingerprints and data, and special equipment. (Heaton, 1975: 6).

The Forensic Science Service, headed by a Controller, has a number of regional laboratories located throughout England and Wales. Its Central Research Establishment is headed by a Director who is supported by a Deputy Director and 32 other scientists.

Police needs in the area of communications technology research are, as indicated above, met by the Directorate of Telecommunications. Emphasis is placed on control room equipment, and personal and vehicle radios. Its 20 strong research and development section is headed by a Deputy Director.

Most other police research requirements are catered for by the Police Scientific Development Branch (PSDB). The PSDB concerns itself *inter alia* with the development of new methods, equipment, and techniques for use by police. It originates and carries out studies in police science and provides technical control when such work is contracted out. It has a staff of some 70 scientists and technicians headed by a Director and two deputies. One section of the Branch deals with material such as metal, explosives, and drug detectors, optical instruments, and alarms. Other sections deal with ground cover, investigation of crime, traffic policing, human factors, and the detection and identification of fingerprints. The Branch places emphasis on acquiring expertise in the use of computers in supporting police operations. The publication, *Police Research Bulletin* is also produced by the Branch.

The range of research and development undertaken by the Home Office units is considerable. Major research areas include manpower planning, intelligence flow, scenes of crime, crime squads, and traffic. Research projects vary widely in terms of scope, application, and nature. An idea of the diversity of the Branch's activities is given in the following selected list of research and development projects:

- a. an assessment of mobile radio repeaters as a means of communication,
- b. development of an underwater search unit vehicle,

- c. study of resources necessary at scenes of crime examinations,
- d. analysis of police activity,
- e. evaluation of high visibility garments,
- f. study of CCTV use for police control at soccer matches,
- g. a study of the decision making behavior of detectives,
- h. the analysis of a territorial division,
- i. development of an automatic vehicle location system, and
- j. the design, development, and automation of communication consoles.

This last project, basically an exercise in ergonomics, lasted nearly three years (O'Brien, 1975: 9). The ergonomics approach, which is designed to place the needs of man over the requirements of his equipment, is becoming increasingly important in this technological age. Reduction of psychophysical stress resulting from poorly designed equipment, particularly in the area of high volume, and high speed communications is essential to sound occupational health practices. Stress reduction is now receiving attention in British police and police related research, not only in terms of ergonomics research but from a range of perspectives supplied by both official and non official sources.

Not unnaturally, the major share of research undertaken within the police service in England and Wales is performed by the London Metropolitan Police Force. Most of the research in that force is of an operations research nature and conducted largely, but not exclusively, in the Management Services Division. Current major studies include:

- a. an organisational review of the Metropolitan Police,
- b. various computerisation projects including criminal intelligence and vehicle fleet management,
- c. systems analysis of the Criminal Record Office,
- d. study of procedures for dealing with juvenile offenders,

- e. development of work load factors for comparing police units with regard to manpower requirements,
- f. study of burglary squads and the use of computerised tactical intelligence for burglary control, and
- g. development of management information systems for various police functions.

The Division also has about 20 smaller studies in progress, most of which are O & M studies of police procedures. On the technological side, the Division, in cooperation with the Chief Engineer's department, is involved with command and control systems and automatic vehicle location systems. In common with most other police forces, the London Metropolitan police place a primary emphasis on type B research.

Unlike the situation existing in the other countries discussed, the promotion of police research through the use of grants is not widely used in England and Wales. Police research needs are largely dealt with by police themselves or by the government department with responsibility for police, the Home Office. All research dimensions are catered for in a competent and professional manner. The large numbers of qualified scientists performing research, much of it undertaken in joint police/civilian teams, is impressive.

SUMMARY AND CONCLUSIONS

There are a number of differences apparent in the styles of police and police related research referred in the foregoing pages. To a degree they reflect differences in political structure. Australia and Canada are quite similar both researchwise and politically. America is different from them by virtue of the tremendous financial resources it is pouring into research. England and Wales, not being a federal polity, has a highly centralised research and development apparatus in support of police. It lacks the other bodies, both public and private, that operate in the federations.

Research as carried out in police forces is generally similar in all four polities, although there is a greater emphasis on operational research and ergonomics in England and Wales than elsewhere. The New South Wales police research structure bears marked similarity to the British style.

America is remarkable in the variety of public and

private agencies that operate in direct support of police, including the research function, *ie*, FBI, IACP, LEAA, Police Foundation, and SEARCH group. Much of the American research is forward looking, particularly in relation to technological fields such as communications, information, systems, and automatic fingerprint classification. With the massive resources and expertise being poured into these areas some major breakthroughs must occur during the next few years.

In the other countries, particularly England and Wales, efforts are directed more at current problems, particularly improved administrative effectiveness, which would seem to militate against future oriented research. However, the limited availability of public grants in Canada and Australia offers some hope for future oriented research.

The supply of funds available for public research is generally an important factor in determining levels of police related research. Few such funds are available in England and Wales, where government agencies cater for all official needs of police.

In Australia, Canada, and England and Wales, the limited amount of research funds ensures highly specific use of funds and a relative lack of forward thinking. Conversely, the US is forward looking and uses a scatter gun approach to research, in the hope that a reasonable level of success will be achieved. In the short term at least there is doubt as to whether outputs justify inputs.

Canada and England and Wales appear to exercise a high degree of coordination in police and police related research. In the US there is almost no direction or coordination of research but, the vast amount of research that is funded ensures a tremendous amount of ground is covered. In Australia, though, relatively small amounts of money are being expended on police related research *but* little or no coordination or direction is exerted at the present time. An excellent case can be made for, at the very least, a central research register and information service. Even better would be a Police Research Institute.

The US has generated its own criminal justice research impetus in the last decade. It will be interesting to see in which direction it will go during the next decade. Canada, too, has developed its own style distinct from the US, although no doubt the US provided in part the necessary initiating stimulus. England and Wales has a well defined style, very different from the others. Australia, on the other hand, is largely derivative in its efforts, with points of similarity to both the US and Canadian models.

At the present time, there seems little awareness

in Australia of any need to increase its research inputs. Because of its many points of similarity with Canada, political, cultural, and financial, it could be the most relevant lessons lie in that direction.



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