

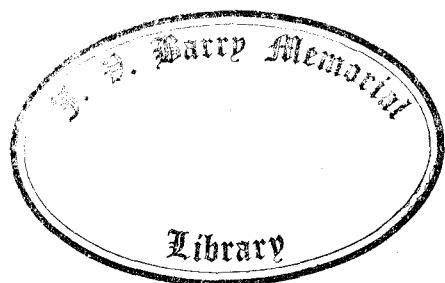
# AT THE CROSSROADS?

THE FUNCTIONS OF POLICEWOMEN  
IN VICTORIA.

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A Report to the  
Criminology Research Council.  
October, 1978.

[CRC ; 17/76]



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## ACKNOWLEDGEMENTS

I would like to express my gratitude to the Criminology Research Council for providing the financial support for this project.

I am also extremely grateful to the Victoria Police Force for allowing access to internal records. If these had not been available this research could not have been undertaken.

Without the co-operation of the policewomen who talked to me candidly about their role the study would have been incomplete. They were unfailingly helpful and I am deeply indebted to them for sharing their time, records and wisdom.

During the research process many individuals and groups provided advice and assistance. This has been greatly appreciated.

'Thank you's' would be incomplete without acknowledging the support of my family. My gratitude for their patience is heartfelt as no doubt, is their relief that the project is drawing to a conclusion.

\*\*\*\*\*

## PREFACE

At the time of writing, October 1978, the future role of policewomen in Victoria is at the cross-roads.

Since their inception in 1917 policewomen, in the main, have concentrated upon attending to the welfare needs of women and children.

With the advent of the Victorian Equal Opportunities Act, 1977, designed to 'promote equality of opportunity between men and women and prevent discrimination on the basis of sex and marital status' there is the possibility that this traditional role will undergo a transformation.

In order to plan for change this study explored, amongst other matters the following:-

- i. the nature and extent of this so-called 'traditional welfare role'.
- ii. the incidence and characteristics of children, women, families and others coming into contact with policewomen.
- iii. the relationships between policewomen, statutory and non-statutory social welfare agencies.

This interim report highlights findings on the above matters and aims to stimulate debate on policy and planning issues.

The final report will expand upon these themes. Pending its availability the writer would welcome discussion with persons wishing to explore the findings further.

I have attempted to curb my natural verbosity and aimed to produce a succinct interim report.

To do this I have to some extent deviated from the normally accepted research report format, for instance:-

- The highlights of findings follow a brief discussion on the aims and scope of the research.
- A condensed description of the research process is included as an appendix for those who quite properly demand details of the methodology used.
- Only selected findings in the text are substantiated by reference to the wealth of empirical data available. All findings do however have the backing of statistical data or observational research. Space constraints however prevent the fuller exploration, explanation and support of some findings.
- Endnotes rather than footnotes have been used. These have been kept to a minimum although an extensive literature search was done. A full bibliography will be included in the final report.



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October, 1978.

DEFINING THE WELFARE ROLE OF WOMEN POLICE

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At the outset of the study it was generally accepted that policewomen had a general charter to intervene in the problems of women and children.

The findings of the study show that policewomen undertake multiple tasks with the above groups particularly, but that their role is not limited to them, as they are also involved with family problems as well.

They are concerned in the resolution of human problems to which there is no readily available legal solution.

Additionally, male police and others refer cases to female police with the expectation that they can, because of their job experience manage and take appropriate action for clients in a state of trauma or conflict.

Policewomen perform a caring, social service role for members of the community seeking assistance. It is a role which many of them cherish and would be reluctant to abandon.

Although there are those who would argue that they perform a multitude of menial tasks imposed upon them by male police who consider the management of welfare

cases beneath the use of their skills in crime prevention and law enforcement, the study would not fully support this view.

Policewomen are to varying degrees involved in peacekeeping, order maintenance, conflict and social problem resolution. Their functions are on the perimeter or threshold of crime prevention and could more properly be defined as a community assistance role. This has traditionally been a function of policing and in the future must continue to be.

Police in Victoria use the motto 'We Care' - policewomen in Victoria abide by this.



# 1 INTRODUCTION

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- \* Background discussion.
- \* Aims and scope of the study.

## **1** INTRODUCTION - AIMS AND SCOPE OF THE STUDY

This section discusses the background to the study, the particular problems sought to be researched and the purpose of the study.

### BACKGROUND

When the research was contemplated very little was known about the multiple activities of policewomen in Victoria. For the reasons outlined herein it was considered timely to examine their role.

Some local studies<sup>1</sup> have touched upon aspects of their tasks but none has extensively explored the extent of this role, or importantly, examined what relationships exist between policewomen, statutory and non-statutory organizations in the welfare sector.

Since the late 1960's in Australia, social policy and services have been the subject of increasing attention at both the federal and state levels. Many new initiatives in services have been developed but this expansion has not taken into account the nature and extent of social service tasks undertaken by policewomen, who must on the basis of the findings presented be regarded as being part of the welfare sector, yet to date not generally recognized as falling into this category.

For instance, a recent report prepared for the Victorian Social Welfare Department concerned with the provision of child welfare services in Victoria stated that:-

"We accept that the police will retain a residual function in the welfare field but consider that their primary duty of law enforcement makes them generally inappropriate as first points of contact in welfare work." 2

Whilst this statement at least dignified police with a 'residual role' (although this term was undefined in the report) it typified the general approach of organizations towards police functioning.

The writer's earlier participation in research which examined the characteristics and circumstances of neglected children in Victoria<sup>3</sup> clearly indicated that policewomen at least, and probably policemen also, performed an extensive range of tasks which could not properly be described as being either crime prevention or law enforcement functions.

With this limited background the research aimed to more fully explore the nature and extent of this hidden or grey area of policing on the basis that this could have a significant influence on both internal policing policy and the policy and functions of other agencies in the welfare sector.

The role of policewomen was also considered to be an area ripe for examination two years ago (when the project was commenced) because of the possibility that equal opportunities legislation in Victoria would have some impact upon their traditional role.

Such legislation could result for instance in policewomen undertaking more general police duties such as patrols which had previously been the domain of male police.

In the event that their traditional role diminished and the research demonstrated that their involvement in community problems was significant, then alternative resources and services would be necessary.

Whether these services should still continue to be provided by a specialist agency within the Force or from outside would also have to be considered, depending upon findings with respect to the nature and extent of the welfare role.

As the section of this report dealing with the findings will show, the examination (and anticipation) of what are now current policy issues has been justified.

A change in role for policewomen will have significant implications for social welfare policy and planning in Victoria as the public may have to find other resources to which to take their problems.

The Equal Opportunities Board in Victoria has stated that:-

- \* Should the Victoria Police Force require an exemption (from the operation of the Act) after 13 November 1978, for any particular jobs which it regards as sex specific, written submissions in support of the sex specific nature of each of those jobs should be lodged with the Board.'

At the time of writing (October 1978) no submission has been made, but if it is, then one exemption requested would probably be with respect to the welfare role of women police, or at least part thereof.

In formulating the project and its aims the possibility of change was taken into account to the extent that the findings ought to assist in the development of police and social policy and provide for management options. The future role of women police was a consideration which could not be ignored but it was postulated that this could not really be determined until such time as the findings revealed what their role was.

#### AIMS OF THE STUDY

To determine and systematically examine:-

1. The nature and extent of the activities of women police.
2. To identify the types of problems coming to the attention of women police.
3. To ascertain the types of action taken by policewomen to resolve presenting problems and whether resolutions relied upon the utilization of the criminal justice system or non-coercive techniques.

Certain subsidiary matters were also examined to provide a background to the major aims:-

1. The socio-economic and cultural characteristics of persons seeking assistance.
2. Who referred matters to policewomen and the incidence of police initiated actions.
3. The structure, organization and policies prevailing in the police stations from which records were obtained.

Many large and important questions of both national and local concern emerge in attempting to describe the relationship between the tasks and functioning of police and the welfare sector. This study did not attempt to cover all these issues but aimed to provide findings which expand the range of knowledge in this field. On reflection the study will no doubt also lead to suggestions for further specific areas of research.

In summary, the research aimed to describe the functions of women police and assess their relationship with the welfare sector as well as estimating client needs in the light of the future prospects of women police.

## SCOPE OF THE STUDY

The scope of the research was deliberately limited to an examination of the records of policewomen. They were also interviewed about their roles and goals. Contact with clients and welfare organizations was kept to a minimum. The inter-relationship between male and female policing practices was only examined so far as these were described in the records of women police.

Although the areas excluded would have provided further insights into the role of women police it was considered inadvisable, because of time and cost factors, to be lured into an extensive study which might have deflected from the major theme of a specific area of study.

Consequently a number of important questions are left unanswered. On which particularly ought to be more fully examined (although a tentative answer is suggested) is why do certain sectors of the community choose to consult police with non legal problems?

\*\*\*\*\*

ENDNOTES TO PART A

1. See particularly:

Catherine King. 'The Feasibility of Early Intervention', Department of Social Studies, University of Melbourne, Mimeo, 1971.

Patricia Leaper. 'Children in Need of Care and Protection. A Study of Children Brought Before Victorian Children's Courts'. Criminology Department, University of Melbourne, Mimeo, 1974.

A. J. O'Meara. 'The Establishment and Development of the Role of Women Police in Victoria'. M.A. Thesis, LaTrobe University, May 1977.

2. Committee of Enquiry into Child Care in Victoria. (The Norgard Report) Tabled in the Victorian Parliament in September 1976. p.6.
3. Patricia Leaper, op.cit.



## 2 HIGHLIGHTS OF THE FINDINGS

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### Introduction

Part A The tasks of women police.

B How cases came to the notice of policewomen.

C Action taken by policewomen.

D Client characteristics.

E Other findings.

\* All findings are single spaced and preceded by an asterisk.

As mentioned in the preface not all the findings in this report are substantiated by reference to empirical data, but most can be.

## INTRODUCTION

In the following pages many, but not all the research findings are highlighted. Because of the nature of presentation the human stories underlying this data has been lost but Appendix 2 provides some information on the style of presentation and content of typical case book entries from which the data was derived. The material in Appendix 2 is fictional but based on real cases.

The following case is not typical but illustrates how background data was absorbed in the coding process.

Some facts have of course been changed so that neither the station, the officers involved or the client could be identified.

The case book at one station detailed that Mrs.X had telephoned the policewomen and said that 'strange things' were going on in her backyard which she refused to discuss on the phone. She asked that someone come and see her. On attending the woman's house she told the policewomen there were 'demons dancing in the backyard'. The attending officers noted in the case book that she was 'obviously a lonely old lady who wanted company, that she was not caring for herself properly, that they had prepared a meal for her and talked to her whilst she ate and then taken fingerprints and a statement. Finally, they noted that the case would be indexed so that they could make follow up visits regularly to see that she was coping.

The case was coded as a self-report request of an unspecified nature. The client was noted as 'a person of advanced age not caring for herself properly-with some signs of senility'. The coding problem was to specify accurately the action taken.

In this case policewomen were consulted. They assured me that the appropriate coding of action taken was fingerprinting and statement because this was the only way they could reassure the client. She was quite convinced that the demons were going to take her over. She wanted to be sure that if this happened (and she presumed bodily changes would take place) police would be able to identify the 'demons' by comparing her fingerprints with theirs.

Although the follow up visits were not coded details were in the case books and it was evident that over a period of time, having gained her confidence, the client's problems had abated. Prior to this she had refused to admit any visitors to the house, but after visits by policewomen she was prepared to accept 'Meals on Wheels', joined an Elderly Citizens Club and seemed completely uninterested in her former companions (the demons).

What is significant in this case was that she would only admit female policewomen in uniform, anyone else, she asserted could have been the demons in disguise.

Policewomen obviously undertake many other cases of a more serious nature, with many unique features

which are also lost in the compilation of statistical data . The foregoing tale does highlight some of the pertinent features of the female policing role.

Namely, the overt display of legal authority, the ability to employ low-visibility discretion and manage cases in a non-coercive fashion for the welfare of the client.

**2 A**

## THE TASKS OF POLICEWOMEN

Records kept by policewomen stationed at seven Melbourne Metropolitan Police Districts were examined.<sup>1</sup> 2,300 cases were coded. Overall, police records showed that during the period under examination ( 1 January to 31 December 1976)<sup>2</sup> 6905 interventions were recorded.<sup>3</sup>

- \* 34% of the total data from all stations for the above period, constituted the sample.
- \* On average (although this varied from station to station) policewomen in each district managed 1,000 cases per annum.<sup>4</sup>
- \* An unknown number of cases in which policewomen did not intervene, which were referred straight to other agencies, further increases their contact with the public.
- \* An accurate measurement of total community contact is impossible as records were incomplete.
- \* The demographic and social characteristics of districts at which policewomen are stationed vary from inner suburban high rise, high population density to rural or semi rural areas.
- \* But, irrespective of male strength in these districts, size of the area and population, incidence of crime and general need for police services, on average the ratio of female to male police is 1 female for every 30 male police.
- \* At six districts, eight policewomen were assigned to duty, at one station (Flemington) nine policewomen were on strength.<sup>5</sup>
- \* The maintenance of separate seniority lists for males and females has resulted in a disproportionate number of female sergeants relative to males in these ranks. This acts both for and against the promotional aspirations of women police.<sup>6</sup>

- \* Monthly and yearly case loads of policewomen in each district varied. To some extent this could be explained by varying local conditions, such as the size and population of the area serviced, but
- \* The types of cases referred by male to female police in some districts indicated that certain matters which were referred could also have been managed by male police. The management of these matters (such as some shopstealings)<sup>7</sup> probably diminished the amount of time available to women police to undertake welfare functions. In the event that the force becomes fully integrated male police can expect to have to manage more of these cases directly.

Table 1 following summarizes the multiple tasks performed by policewomen from data contained in their case books.

Table 1 <sup>8</sup>

DETAILS OF TYPES OF INTERVENTIONS IN  
GROUPINGS EXPRESSED AS A PERCENTAGE OF ALL DATA

I. Cases in which the behaviour or other acts of the prime client(s)<sup>9</sup> was a fundamental precipitating factor in the intervention.

	%	
- Investigation of alleged shopstealing and other criminal activities.	9.5	
- Speaking to troublesome individuals and others evincing bizzare behaviour.	7.0	
- Attending another police station on request to fingerprint, interview, search or take a statement from an alleged offender.	6.0	
- Attempting to trace missing adults and assisting other stations to locate them.	2.0	
- Assisting in locating absconders or escapees from institutions.	1.7	
	<u>26.2</u>	

All percentages are relative frequencies.  
N = 2300 cases.

Table 1 continued

I. Cases in which the behaviour or other acts of the prime client(s) was a fundamental precipitating factor in the intervention.		
	%	
Sub-total brought forward		26.2
- Investigating disputes, complaints and hostilities between neighbours, landlords and tenants and other individuals.	1.6	
- Returning elderly persons and other adults when found wandering to their place of residence.	.9	2.5
		<u>28.7</u>
II. Interventions involving children and young persons.		
- Investigation of suspected child neglect and/or insufficient supervision.	7.6	
- Tracing and locating missing children and young persons.	6.5	
- Investigation of allegations that a child or young person is uncontrolled.	4.9	
- Locating the home of a child found wandering.	1.8	
- Enquiries in cases of alleged child battering.	1.3	
- Arranging alternative accommodation for children and young persons when parents or guardians are unable to care for them temporarily due to emergency hospitalization or other wise.	1.0	
- Truancy investigations.	.7	
- Assisting in returning or admitting a child or young person to an institution.	.6	
- Requests to deliver formal cautions.	.4	
		<u>24.8</u>
Sub-total of all interventions c/f		53.5

Table 1 continued

	%	
Sub-total of all interventions b/f		53.5
III. <u>Interviewing and taking statements from victims and witnesses.</u>		
- Indecent assault.	9.1	
- Wilful and obscene exposure.	4.0	
- Rape.	2.0	
- Incest.	<u>.4</u>	15.5
IV. <u>Interventions involving emergency situations, the welfare of individuals and listening to unspecified complaints.</u>		
- Emergencies such as suicides and suicide attempts, requests for assistance with urgent cases requiring hospitalization. Assisting in returning and admitting individuals to mental hospitals, geriatric homes and other institutions.	6.5	
- Checking the living conditions and health of individuals such as elderly persons. Finding accomodation for persons in fear of eviction and those who have actually been evicted from houses and flats. Transporting women and children to womens refuges and other lodgings after domestic disputes. Generally attending to a variety of other social problems including listening to non-specific and incoherent complaints.	5.2	
- Investigation of applications for State Relief.	<u>1.7</u>	<u>13.4</u>
Sub-total of all interventions c/f		82.4



Table 1 continued

	%
Sub-total of all interventions c/f	82.4
<u>V. Interventions initiated by police-women.</u>	
- In these cases policewomen did not always specify why they had intervened. Normally they only noted that they had spoken to an individual on the street, in an amusement parlour, billiard hall or cafe. Generally these cases arose because policewomen were in the area on the way back from attending to a case that required a home visit or were cruising the area looking for a missing child. However one station recorded nearly twice as many on the street interventions as any other station, so this figure is artificially inflated.	8.3
<u>VI. Investigating the welfare of families.</u>	
- Mediating or investigating the circumstances in domestic disputes, but only rarely becoming directly involved in attending domestic disputes involving physical violence.	2.1
- Enquiries into <u>intra</u> -family disputes between parents and children and/or other relatives.	2.0
- Follow-up visits to families who had previously come to notice due to difficulties.	1.4
- Investigating the financial circumstances of families to ensure that they had adequate means of support.	1.0
- Informing relatives of a sudden death.	.1
	<hr style="width: 10%; margin-left: auto; margin-right: 0;"/>
Sub-total of all interventions c/f	<u>6.6</u> 97.3

Table 1 concluded

16.

Sub-total of all interventions b/f

%

97.3

VII. Other matters

These included general administrative duties such as returning lost property, transporting persons to court, delivering messages, taking stray animals to the local pound, serving documents and other general duties. These matters are normally recorded on running sheets and are not included in the case books. There is some evidence to suggest that policewomen probably undertake more of these general duties than are recorded here.

2.7

2.7

100.0%

Some points with respect to Table 1 discussed:-

- \* The requests for intervention detailed in the above table suggest that policewomen perform multiple tasks, for which as one author has noted, they receive no special inservice training.<sup>10</sup>
- \* Observations at stations showed that policewomen learn case management from experience in the field and an informal internal learning exchange.
- \* When this research was conducted policewomen did not receive the all round training and experience that males did.<sup>11</sup> It could be argued that the promotional aspirations of some women police wishing to undertake general duties and forgo the specialized role for which they were trained may be limited in the future unless they are given the opportunity to receive additional training in the general duties areas which until recently they have not entered.

- \* There is evidence to suggest that a proportion, of the community assistance, social service and welfare role of women police cannot be appropriately performed by males. These are extracted from Table 1 as follows:-
  - (a) interviewing and taking statements from the victims of rapes and other sexual assaults. (15.5%)
  - (b) attending another police station on request to fingerprint, interview or search a female. (6%)
  - (c) interventions involving children and young persons. (24.8%)
  - (d) a proportion of emergency interventions such as suicide attempts and checking the living conditions of aged persons (including feeding and washing elderly women, (10% conservative estimate)
  - (e) investigating the welfare of children and families. (6.6%).
  
- \* Conservatively, the sex specific tasks of police-women amount to about 63% of their time.<sup>12</sup>
  
- \* Although Standing Orders detail the functions of policewomen the range and bias of tasks undertaken can be circumscribed by the attitude towards certain tasks taken by the Policewoman Senior Sergeant in charge of women in a district. If she repudiates the welfare role then the range of general duties undertaken is likely to increase. This happened in one area with the consequence that the total data for all stations presented in Table 1 underestimates the welfare role at some individual stations. Implications for policy development and organizational structure not arising out of inter-station comparisons are not fully explored in this report.

## 2 **B** HOW CASES CAME TO THE NOTICE OF POLICEWOMEN

\* 44.6% of all cases in the sample were referred to women police by male police for action.

\* 53.3% of all cases in the sample came to the direct notice of policewomen.

Table 2 below describes the types of persons who requested interventions on behalf of others and themselves.

Table 2

### DETAILS OF PERSONS REQUESTING INTERVENTIONS

I. Individuals or organizations seeking assistance on behalf of the prime client(s) <sup>9</sup>	%	
<u>(a) Relatives of prime client(s)</u>		
- Mother	7.3	
- Father	3.1	
- Both parents	1.3	
- Other relatives	1.3	
- Husband or ex-husband	1.2	
- Others, including grandmother, daughter, wife/exwife, defacto, son, step-mother	<u>1.4</u>	15.6
<u>(b) Unrelated individuals but with close proximity to prime client(s)</u>		
- Neighbours	2.9	
- Friends	<u>2.0</u>	4.9
<u>(c) Other individuals or organizations</u>		
- Storekeepers	5.0	
- Welfare agency	3.2	
- Anonymous	1.3	
- Hospital	1.2	
- Passerby	.8	
- Schoolteacher	.7	
- Clerk of Courts	.7	
- Landlord	.6	
- Government Department	<u>.5</u>	
Carried forward	14.0	20.5

Table 2 continuedDETAILS OF PERSONS REQUESTING INTERVENTIONS

	%	
I. Individuals or organizations seeking assistance on behalf of the prime client(s)		20.5
	B/f	
<u>(c) Other individuals or organizations</u>		
Sub-total b/f	14.0	
- Medical practitioner	.3	
- Taxi Driver	.3	
- Probation Officer	.2	
- Others, including employers, publicans, magistrates, tram drivers.	.5	15.3
		<u>35.8</u>
II. Self-reports by prime client(s) seeking assistance		12.5
		<u>48.3%</u>
TOTAL IDENTIFIABLE REQUESTS IN SAMPLE		

\* Comparison of inter-station figures show that detailed recording of this information varied considerably from district to district. Whereas more details were available in districts with superior and more detailed recording systems these have been counterbalanced in the above table with details from stations with inadequate records.

\* Other information obtained indicated that social workers, school teachers, hospitals and statutory/non-statutory welfare agencies suggested policewomen as a resource to initiators (i.e. acting in the capacity of agents or intermediaries) in only 2.7% of the sample.

- \* With the exception of storekeepers (who were normally contacting policewomen with a request to investigate shopstealing), analysis of the records showed that the majority of requests for intervention were made by persons who were not, on the facts disclosed, obliged to report or request police assistance.
- \* Male police requested assistance, in the majority of cases which they referred, for attendance at the interviewing of sexual assault victims or other administrative tasks.
- \* Male police also asked for intervention with respect to troublesome individuals of all ages.
- \* Comparison of data on an inter-station basis showed that the range and incidence of individuals and police asking for the assistance of women police varied from district to district.
- \* Although the person requesting intervention might live outside the boundary of a specific police district, in a proportion of cases they did not choose to go to women police in their area, but travelled to women in another area.
- \* There was evidence that this positive choice was exercised because initiators knew of the role of policewomen in a particular area.
- \* This choice was exercised irrespective of the proximity of the initiator to a state or voluntary welfare agency.
- \* In a proportion of interventions the expectation of the initiator was that the policewomen would exercise lawful authority (to quell troublesome youths, for instance) or use police resources (e.g. to locate a lost child).
- \* But, in a significant proportion of cases initiators referred cases to policewomen for which no solution was obviously contingent upon the exercise of legal authority vested in police alone.
- \* Initiators, in other words, preferred not to use statutory or voluntary welfare agencies, despite their proximity to them. (Whether this was due to ignorance or otherwise could not be measured).

**2 C**

## ACTION TAKEN BY POLICEWOMEN

- \* Policewomen exercise a low-visibility discretion with respect to the type of action they take to resolve a case. 13
- \* This varies from district to district.
- \* Policewomen noted the type of action taken in all but 3.3% of the sample.
- \* 14.4% of all cases sampled resulted in the initiation of criminal proceedings. The majority of charges laid related to shop-stealing offences.
- \* 12.4% of all cases involved policewomen in interviewing victims of sexual assaults and other criminal matters. A small proportion of their time was also devoted to completion of administrative tasks. The tasks undertaken in this category were normally performed after a request by male police.
- \* Initiation of Protection Applications ( a civil proceeding under the provisions of the Victorian Children's Court Act 1974) accounted for 8% of actions taken in the sample.
- \* Warnings and cautions were administered in 6.4% of the sample. Although Standing Orders of the Victoria Police (S.311) provide the power, in certain circumstances to caution only certain juveniles, elderly persons and others were also given warnings about their behaviour.
- \* In 6.9% of cases policewomen referred the matter to a welfare agency, appropriate institution or back to male police. The majority of this group were referred back to male police.
- \* Table 3 illustrates that 14.7% of resolutions involved missing persons, absconders and admitting individuals to mental institutions.
- \* Table 4 shows how the remainder of cases in the sample (33.9%) were managed.

Table 3

<u>EXAMPLES OF ACTION TAKEN BY POLICEWOMEN</u>	%
Locating missing persons.	1.5
Attempting but failing to locate both missing persons and absconders.	3.5
Locating and returning absconders to institutions.	2.3
Admitting and returning persons to mental institutions.	2.5
Returning persons found wandering, to their homes (old persons, children and individuals with some evidence of mental illness or retardation). These people had not been reported as missing.	4.9
	14.7

Table 4

<u>FURTHER EXAMPLES OF ACTION TAKEN BY POLICEWOMEN</u>	%
Policewomen gave advice or assistance to clients in the capacity of a welfare/social work role.	17.5
Policewomen closed the case on the basis that no offence was disclosed.	14.3
Investigation of State Relief Application.	2.1
	33.9



- \* Although a high percentage of fact situations disclosed the commission of an offence, police-women did not prosecute. They evidenced a strong preference for keeping their clients out of the criminal justice system.
- \* Their decision as to the appropriate action to take was based upon the welfare interests of the client. Social, economic and mental health factors of clients were major considerations in deciding whether or not to institute proceedings. (Would male police apply similar criteria?)
- \* Whatever the expectations of the initiators of actions may be (and there was evidence to suggest they expected the invocation of the legal process) policewomen attempted to resolve problems in a non-coercive manner.
- \* In only the rarest and most serious of domestic disputes did they attempt to find a battered wife with children alternative accomodation, .4% cases resulted in this action.
- \* The types of action taken under the umbrella of performing a welfare role included, listening and giving general advice, mediating in a dispute, conflict resolution (or pacification), advising parents about the proper care or control of children, transporting ill persons to hospital and arranging for care of children, arranging accomodation for persons being, or in fear of eviction, advising clients to initiate civil proceedings, notifying parents of the whereabouts of children who have left home, advising clients how to manage their financial affairs and rarely (male police prefer to do this) informing relatives of a sudden death in the family.
- \* Policewomen work and resolve interventions differently from district to district. There seems to be no pattern to confirm the existence of any overall management model, policy guidelines or operational techniques except a general feeling that clients are best managed by diversion from the criminal justice system.

- \* Whether policewomen do what the community expects of them is uncertain.<sup>14</sup>
- \* Within the parameters of case management they perform many ambiguous tasks (such as balancing the interests of the client and the objective of law enforcement) which possibly operate against policy formation.
- \* Although there was evidence of an informal in-service information and learning exchange operating at stations the efficiency and effectiveness of this system depended to a large extent upon the attitudes of the policewomen station officers.
- \* Policewomen gain experience in case management, client characteristics, appropriate resolutions and other matters such as the recognition of mental illness, on the job.
- \* The efficiency of this means of training depends to a large extent upon the background skills, previous training, personality and attitudes of policewomen.

## 2 CLIENT CHARACTERISTICS

\* As would be expected, when the functions of Standing Orders (see Appendix III) vest police-women with special duties relating to women and children, the majority of their clients fall into these groups.

Table 5 following provides a condensed analysis of the age and sex of clients.

Table 5  
AGE AND SEX CHARACTERISTICS OF CLIENTS

Age in Years	%	
	Females	Males
0 - 2	1.0	1.4
3 - 9	2.8	1.8
10 -14	11.7	1.3
15 -17	15.0	.6
Adults	20.7	3.0
Elderly persons	4.2	.4
Age not known	7.7	-
Siblings	1.5	.7
Two or more persons unrelated 0 - 14	2.3	
" " " " " 15 - 21	1.4	
	68.3	9.2

- \* Adult females accounted for the largest single group of clients in which the age and sex was known. This was followed by females between the age of 15 -17 years.
- \* Although the majority of interventions related to individuals once enquiries were initiated others became involved such as members of the prime client's family.
- \* Whilst many children and adolescents were the specific focus of intervention, police-women viewed them within the framework of the family situation.

- \* Family groups consisting of one or both parents (or surrogate parents) with children were the specific focus of the remainder of interventions. These client families accounted for 22.5% of all clients.
- \* Policewomen recorded the nature of the request for intervention (e.g. tracing a child who had run away from home) and then in investigating the circumstances surrounding the case identified (or attempted to) the causal factors. Although the person requesting intervention may have advanced a reason for the behaviour of the client (e.g. the child was disobedient) policewomen probed deeper and in doing so identified and informally ranked the type of problem underlying the request for intervention. The relative importance of problems presenting is shown in Table 6 below.
- \* Policewomen specified their perception of / client problems in nearly 70% of all cases and indicated that the client had other problems in 28.5% of all cases. Tertiary problems were identified in 8.6% of cases.
  - primary
- \* There was strong evidence to suggest that the identification of client problems had a significant bearing upon the decisions of policewomen in case management and resolution.
- \* Policewomen attempted to obtain details of background problems or important client characteristics before deciding on the action to be taken.
- \* As an example, whereas the request for intervention into family disputes was assessed as accounting for only 2% of requests for intervention, after enquiries by policewomen, they regarded it as a very important causal factor in 14.7% of cases coming to notice. The study provided further examples in other areas as well, such as the incidence of mental illness - requests for intervention on this ground accounting for 6.8% of sample, police perception of client amounting to 15.3% of sample, thus further identification of mental abnormality or illness was 8.5% of sample.

Table 6

RELATIVE IMPORTANCE OF PROBLEMS PRESENTING FROM THE POLICE PERSPECTIVE  
PRESENTED IN RANK ORDER AND RELATIVE FREQUENCIES N=2300 CASES

Rank	Type of Problem	Total incidence in the sample %	Degree of importance		
			Primary %	Secondary %	Tertiary %
1	Trauma as a result of a sexual assault.	16.6	13.8	2.3	.5
2	Indications of mental illness, retardation, senility or other behaviour/personality disorder.	15.9	11.1	3.8	1.0
3	Intra-family discord or conflict.	14.7	9.8	3.9	1.0
4	Insufficient care of a minor.	9.9	6.4	2.8	.7
5	Missing person.	8.5	6.1	2.0	.4
6	Prior police record.	8.1	4.7	2.6	.8
7 =	Alcohol/drug dependancy or abuse.	7.8	5.0	2.0	.8
7 =	Accomodation and tenancy problems.	7.8	3.4	3.2	1.2
8	Marital discord including domestic disputes.	6.3	4.8	1.1	.4
9	Financial problems.	3.8	2.1	1.1	.6
Sub-totals carried forward			67.2	24.8	7.4

Table 6 continued

RELATIVE IMPORTANCE OF PROBLEMS PRESENTING FROM THE POLICE PERSPECTIVE  
PRESENTED IN RANK ORDER AND RELATIVE FREQUENCIES N= 2300 CASES

Rank	Type of Problem	Total incidence in the sample %	Degree of importance		
			Primary %	Secondary %	Tertiary %
	Sub-totals brought forward.....		67.2	24.8	7.4
10	Truancy.	2.8	1.0	1.3	.5
11	Physical illness and handicap.	2.2	1.0	.8	.4
12	Migrant and ethnic language/cultural difficulties.	1.7	.2	1.2	.3
13	Insufficient care of an adult, either by themselves or others.	.5	.2	.3	.0
*****TOTAL OF CASES IN WHICH POLICE SPECIFIED THEIR PERSPECTIVE OF PRESENTING PROBLEMS.			69.6	28.4	8.6
*****OTHER CASES IN WHICH DETAILS WERE SPECIFIED BUT WHICH WERE TOO COMPLEX FOR INCLUSION IN THIS TABLE.			19.7	2.4	1.2
Cases in which details were not provided.			10.7	69.2	90.2
			100.0	100.0	100.0

Implications of Table 6

- \* Many clients when interviewed presented specific management problems and required sensitive management.
- \* This was due to a variety of factors, for instance:-
  - Recent victims of sexual assault,
  - clients displaying signs of heavy drinking,
  - clients of advanced aged with signs of senility,
  - personality and mental health problems,
  - serious financial problems
  - women who had recently been involved in domestic violence.
- \* As well, many prime clients such as adolescents were interviewed with parents present and not infrequently they were in a state of conflict. Policewomen were required to manage and diffuse this conflict as well as attempting to resolve the immediate problem.
- \* Because of the foregoing characteristics certain management techniques were required which necessitated the intervention of policewomen.
- \* In one particular area of intervention, namely the taking of statements from victims of sexual assaults standards of common decency, as well as police policy, demand that this be a sex specific task performed by policewomen.
- \* In other cases although it would be incorrect to assert that the tasks are sex specific, the research suggested that policewomen exhibited a different approach to job performance than male police. Whether this is because they have a lower case load than males, or is due to personality characteristics, biologically based or otherwise, could not be determined. However, this approach to tasks and job functioning,

such as sustained patience with difficult people, cannot be discounted when suggesting that the welfare role is best undertaken by women police. At least until the characteristics and training of male police change.

Further, the continued deployment of women staff with these characteristics in this specialized area will certainly enhance the client's perception of police and add to police efficiency in the area of community assistance which is not purely crime control or crime prevention.



## 2 [ OTHER FINDINGS

Space prevents a full discussion of these. They include statistics on the following:-

1. The number of policewomen involved in each incident.
2. The peak times at which intervention was requested, and days of the week.
3. The area in which the prime client resided in proximity to welfare agencies and the women police.
4. How many individuals were involved at the outset of the case and how many became involved.
5. Where the first interview took place with prime clients and collaterals.
6. Data on a range of social problems such as drug dependency, marital discord, financial and tenancy problems, evidence of physical and mental illness, retardation, senility and language difficulties. Estimates were also made of the incidence of all the cases involving truancy, sexual deviancy, intra-family discord, insufficient care of children and prior criminal record.
7. The frequency with which a client had come to notice before was also measured.
8. The attitudes of policewomen to the types of cases coming to notice and their perception of the response of clients and collaterals, plus their prediction of the likelihood for future involvement were also examined.
9. Exploration of client attitudes to police intervention.
10. An estimate was made of the amount of running about involved in cases, and finally,
11. On the basis of the fact situations recorded an attempt was made to determine whether alternative welfare resources could be employed.

Cross-tabulations of many of the variables discussed in the foregoing pages were also prepared as well as inter-station comparisons .

Cluster analysis has not been used due to computer program restrictions.

All findings will be further explored in the final report.

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ENDNOTES TO SECTION 2 HIGHLIGHTS OF FINDINGS

- Part A
1. The stations at which data was coded were Avondale Heights, Fitzroy, Flemington, Frankston, Heidelberg, Nunawading and South Melbourne.
  2. As South Melbourne did not commence operations until October 1976 coding commenced from this date and concluded in August 1977.
  3. In reality the number of interventions was probably higher than the data reveals. This is due to the fact that when policewomen decide that the case is better managed by another agency at the outset of the intervention, the case is not always recorded.
  4. This means that on average at least two new cases presented each day of the year.
  5. This does not take into account supplementation, which at stations could be counterbalanced with the withdrawal of female staff to other duties, absences due to sick leave, holidays and shift work.
  6. This is already under review.
  7. For instance in one district many shopstealing cases were referred directly to women police, primarily one cannot help but suspect, because of the amount of time involved in interviewing suspects. Policewomen have gained a reputation for patience in the management of these cases and spend time calming the suspect before interview which males do not always do.
  8. This table attempts to group cases into categories but it is obvious that this introduces some artificiality because of the multiple problems of clients.
  9. The term 'prime client(s)' in this table refers to the individual upon whom attention is primarily focussed. In many cases other individuals were also involved. They are referred to as collaterals.
  10. Catherine King. 'The Feasibility of Early Intervention', *ibid.* p. 25.

ENDNOTES TO SECTION 2 continued.

- Part A
11. Special training for policewomen recruits in welfare tasks has never been intensive. What existed has already been reduced and recent applicants are warned that in future policewomen may be expected to undertake similar duties to male police. What effect this will have on the type of female applicants to the Force is unknown.
12. This estimate of 63% is based on the supposition that only females can perform the tasks listed. If other tasks were included from Table 1 the estimate could be much higher. Whether the tasks are sex specific in the sense that only females can perform them or that they are better performed by women or that at this stage males have no training in this area is open to debate. This is not fully explored in this report.
- Part C
13. In a number of instances they could have initiated legal action but chose not to. The complex reasons for the exercise of discretion are recognized but not examined in this report.
14. It was not the purpose of this study to explore the reasons why the community chose to turn to police. Some reasons were evident in case book entries and these included an expectation that the policewomen would use their legal authority to intervene, both by initiating criminal proceedings and by their presence warning persons. In other instances of course clients were relying upon the deployment of police resources such as a squad car to find a missing child. As well there was some evidence to suggest that a certain group of clients preferred police intervention than contact with other welfare agencies.

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# 3

## DISCUSSION

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**3** In the event that women police become integrated into the general duties of policing in Victoria, the objectives and methods of policing will have to be reviewed.

If the traditional welfare role of women police is abandoned, without any replacement division being established, there will be an undoubted hiatus in services.

One of the long established (though least recognised) policing functions, that is, the provision of community assistance and social service, will be diminished.

It could be argued that this will result in the reduction of police functions, in reality, it will result in both male and female police in an integrated force managing these cases on an ad hoc basis.

The specialized skills which policewomen have developed will be lost and services to the community will become less efficient and effective.

There can be no doubt that the community will still demand assistance whether or not there is an implied or express reduction of policing objectives.

It would seem most unlikely that a modern police force would specifically deny that it has a welfare role, particularly a force with the motto 'We Care'.

Thus the concern would seem to be less oriented

towards narrowing the objectives of policing, than defining the methods of management to be employed in the delivery of community assistance and social services.

Citizens will continue to request intervention in non-criminal matters. Police will continue to act on their own initiative in areas which are not technically crime prevention or crime control orientated. If this is done on an ad hoc basis without the force having the benefit of a specialized group able to perform these functions then, bearing in mind the number of welfare interventions referred to earlier, male and female police on general duties can anticipate that considerably more of their time will be spent on the resolution of welfare matters than presently occurs.

Consequently, whilst the major area of concern is methods of operation rather than revision of objectives, further distinctions must be made to separate and create operational policies and management models in two areas.

What decisions are made in these areas depends upon whether or not the specialized role is retained.

They are identified as follows:-

1. requests for intervention, and
2. the type of action taken.

Currently both male and female police operate in both areas<sup>2</sup>, although male police do refer selected cases to women. This is done not because it is 'Women's work' but because the women are specialists.

In the second area, the type of action taken, it is suggested that male and female police adopt different approaches.<sup>3</sup>

In the event that the force is fully integrated,<sup>4</sup> overseas experience indicates that the particular skills of policewomen rapidly diminish. It follows that both male and female police will have to accept more responsibility, on an ad hoc basis, for the management of both of the areas specified above. Further, it is suggested, that because special management skills are desirable there will be a consequent hiatus in community services.

The foregoing does not argue that male police cannot perform community assistance and social service tasks, rather that policewomen have been the specialists in this field.

The results of full integration, without regard to this specialist role suggests that for both the police and the community an alternative method of management ought properly be employed.

One alternative might be to declare the welfare role of women police as sex specific.



This would not deny women police the opportunity to enter other branches of the Force. It would enable those women interested in continuing the welfare role the opportunity to do so. This would also mean that the special skills of women could be retained.

To achieve this goal application would need to be made to the Equal Opportunities Board for a partial exemption from the operation of the Act.

The effect would be to have the welfare role of women police declared sex specific.

As not all policewomen would wish to serve in this area it should be possible to provide for a strength of approximately 140 women in this specialized area and at the outset at least this should be sufficient to provide an efficient and effective service without denying women police equal opportunities.

If brevet ranks were used, which would have the effect of officers wearing and being paid at a particular level only whilst serving in this sex specific area and on return to general duties taking their place in promotional lists, then objections that this area enabled more rapid promotion would be overcome.

This alternative suggests the development of a new division of the Operations Branch, to be named the Community Assistance Division. This division,

containing policewomen, and under the supervision of a senior female officer, would have the specific aim of continuing and expanding the traditional welfare role.

Members of the Community Assistance Division would be stationed at metropolitan and country centres. Currently women police are attached to district and divisional headquarters and there seems to be no reason to change this arrangement.

However, all members of this Division ought to be provided with specialist in-service training in conflict intervention and management, behavioural sciences and other areas related to their particular job performance.

Additionally, there is an obvious necessity to produce more explicit policy and operational guidelines not only to more formally articulate the scope of the welfare role but to ensure that relationships between this specialist branch and other areas of the force are clear.

It would also be anticipated that this Division would be able to act as a referral agency to other elements of the welfare sector.

Other management models operating overseas could be suggested as alternatives<sup>5</sup> but it would be premature to examine these at this stage.

Until a decision is made as to the future role of women police, both they and their clients are at the crossroads.

What is evident from the research is that whatever decision is taken will have significant social and police policy implications.

These will be further explored in the final report.

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1. Integration is already under way and women are serving in a number of areas.
2. A pilot study of male patrols in one Metropolitan Area confirmed this. Overseas studies of time and tasks also support this view.
3. No full comparative study has been done to support this statement but the pilot study and observations suggest male police spend less time on resolving non-criminal interventions, do not enquire as deeply into background factors as women, do not follow up cases or employ the broad range of resolutions used by policewomen to resolve the matter.
4. See particularly, Doreen May 'Paying the Price for Equality', Police Review May, 1978, p. 692.
5. See for example:-  
Edward M. Colbach & Charles D. Fosterling, Police Social Work, Charles C. Thomas, 1976.  
Harvey Treger, The Police-Social Work Team, Charles C. Thomas, 1975.

## APPENDIXES

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- 1 Research design and process.
- 2 Fictitious sample case book entries.
- 3 Duties of policewomen as detailed in Standing Orders of the Victoria Police Force Paragraph 1869.

APPENDIX I

## RESEARCH PROCESS AND DESIGN

This part describes the preliminary pilot study and its purposes, the development of the coding techniques, research design and process, the data source and sample size.

## THE PILOT STUDY

A pilot study of records kept by women police at Caulfield was undertaken. This explored the extent and nature of their functions and determined whether the data available could be coded.

The study confirmed the feasibility of a more extensive project and work was then commenced to develop an experimental data code book which was also designed so that information could be transcribed direct from the code books to punch cards to computerize results for analysis.

A review of related literature was also undertaken. This has been an ongoing project and has yielded a vast array of interesting literature which has been consolidated into a select bibliography.

Although the literature search confirmed the researcher's view that a proportion of police time is spent on the processing and management of social problems that do not result in the apprehension of offenders or intake into the criminal justice system, no overseas studies had

apparently been undertaken of a similar nature to the one described in this study.

The pilot study did compare records kept by both male and female police, but the records maintained by the females were far superior in this field to the records kept by the males. This was one reason why the scope of the study was specifically limited to the role of female police.

Another reason for limiting the scope of the study was because although the pilot study revealed that both male and female police perform crisis intervention and conflict resolution tasks, policewomen in Victoria have traditionally been regarded as having a special charter in the welfare area.

#### THE SURVEY BOOKLET

The coding system aimed to capture all recordable data in the case books kept by women police and covered such topics as:-

- police station characteristics
- who asked the police to intervene
- client characteristics such as place of residence, age, sex, relationship to the initiator of the intervention, type of presenting problem and other factors including alcohol and drug dependency, marital, accommodation, financial, mental illness and other social problems
- police perception of the problem and action taken including the amount of running about involved in resolving cases entailed.

In total over 2,300 cases from seven police stations were analysed. One survey booklet, comprising some 35 pages was completed for each case.

Field staff were employed to visit the stations to code data as the case books containing information were in constant use.

The final data collection instrument was also designed to enable punch cards to be prepared direct from the survey booklets. This technique worked satisfactorily. The only problem with using a separate survey booklet to record details of each case was that at the conclusion of data collection survey booklets stacked 21 feet high!

#### THE DATA SOURCE

For many years in Victoria policewomen have used a lined, leather bound book comprising about 500 pages to record details of cases. Until recently this was called the 'Job Book' but the name was changed to 'Case Book' because a senior member of the force considered that the former title "sounded like a mechanics log book". The change of name has not altered the type of data recorded.

Whilst there is no official requirement in Standing Orders that such a record be kept, the Officer in Charge of Women Police encourages its maintenance as it does serve a number of useful purposes:-

- i. to enable ready reference if a case has to be followed up by other personnel in the event of a shift change,



- ii. as a means by which the range of activities can be recorded,
- iii. to justify the resolution adopted, and
- iv. it is an extremely valuable record for staff if a client has dangerous propensities or other characteristics which may affect management in the event of a future need to intervene.

Case books are supposed to record all incidents, except traffic infringements, in which the police become involved, either on their own initiative or at the request of others. It was learnt, however, that some contacts which were promptly referred to other sources were excluded.

By analogy, it could be said that the cases examined in this study represent one layer of substratum rarely observable from the surface and the unrecorded cases a deeper layer of activities still.

Appendix 2 provides a sample of the type of entries included in case books. These are fictitious and were prepared to assist in the training of field staff. Naturally, as an undertaking was given prior to the commencement of the survey to maintain confidentiality, real entries could not be included.

#### RELIABILITY OF THE DATA

Case books were not kept with a view to providing data for research purposes. It could be contended that they reflect the value judgements and class orientations of their authors. Other objections might also be made, but

their strength is that they are prepared with a view to scrutiny by any member of the female staff at the station.

Case books then, are a unique, and highly relevant data source. As they were prepared with the expectation that a problem might have to be taken up later by another officer they succinctly state the fact situation, the officer's perception of any particular client characteristic which it would be useful for another officer to be aware of and other relevant data.

The book entries were generally found to be neutral and objective statements of circumstances, as perceived by the policewomen involved in the intervention. In informal conversations policewomen sometimes amplified on client characteristics not recorded in case books, but it was unusual for them to become emotional about cases. Sometimes informally they were critical of a client's behaviour or a welfare service, but more frequently they either sympathized or were objective.

Because the data was prepared for internal use, open to scrutiny by other personnel and there was a need to document details so that other members of staff could pick up the threads of a case efficiently, it is suggested that the entries reflect a desire by staff to be regarded by their peers as efficient, unemotional, clear, concise and accountable in their dealings with the community.

For these reasons the case book details may be equal, or exceed in quality, other data utilized in contemporary police studies in Australia.

There is no reason to suggest that the data base is lower in reliability and validity. This, in any event, cannot really be tested. Undoubtedly, it was a very relevant source of information for this study.

#### THE SAMPLE

Field staff coded a sample of cases at seven police stations at which policewomen operated. The following table details the names of the stations, the total case load, sample size and percentage of the total case load sampled:-

STATION	TOTAL CASE LOAD	SAMPLE SIZE	% OF TOTAL CASE LOAD
Avondale Heights	646	200	30.95
Fitzroy	687	300	43.66
Flemington	1891	600	31.72
Frankston	1103	300	27.19
Heidelberg	880	300	34.09
South Melbourne	889	300	33.74
Nunawading	807	300	37.17

At each station random months were selected and data was coded from details recorded in these months.

Originally it was intended to sample only 200 cases from four stations but the number of cases and stations included in the sample was extended after the first returns had been examined.

This decision was taken because comparisons of the early data collected from the first three stations coded indicated a variation between stations in the types of cases presenting and action taken. It was deemed important to measure these variations.

As the table above illustrates, Flemington was the busiest station during the year 1976. It was decided that 600 cases from this station should be recorded to ensure that an adequate range of cases was included in the sample.

The table also shows that with the exception of Avondale Heights (200 cases coded) all other stations in the sample had 300 cases extracted from their records.

Coding at Avondale Heights ceased for a number of reasons which need not be amplified in this report.

At all stations except South Melbourne the case book for the calendar year 1 January to 31 December 1976, was used to collect the sample.

South Melbourne station commenced operations in October 1976 as a result of a re-organization of police districts. The case book for this station for the period October 1976 to August 1977, was used.

South Melbourne was included in the sample to explore the effect that a new station has, how long it takes

to establish itself, become known in a district and whether the range of activities differ between long established stations and a new one.

With the exceptions of some rare parking and traffic infringement notices which had been included in case books, rather than the normal log books kept to record the issue of these notices, no cases in the periods sampled were excluded from the data collection. Although information in a small number of cases was sparse there was generally sufficient data to code. Information was taken sequentially from the case books during the random months selected.

Field staff were also required to read all the case book entries for the year surveyed. This confirmed that with the exception of the unique or unusual case a representative range of cases and resolutions had been included in the sample.

#### SUMMARY

The survey booklet used to record the data was novel and all care was taken to ensure that coding was consistent.

This particular data source had never before, in this State, been subjected to such thorough scrutiny by a researcher.

Because of these factors, and the finding that the extent of information recorded in the case books varied

from station to station, the findings highlighted in this report ought to be regarded as representing a conservative estimate of the functions of policewomen.

However, they do represent a first, experimental attempt to document and systematically examine the role of policewomen in Victoria.

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APPENDIX 2

Sample Case Book Entries (fictitious).

FICTITIOUS CASE BOOK ENTRIES

CASE BOOK NO.	DATE OF INTERVENTION AND INITIATOR	NAMES AND CIRCUMSTANCES	DATES ATTENDED	DETAILS AND ACTION
1650	15/3/74 S.Melb. P/W	Child A born 27/1/69 Child B born 1/8/70  Children found wandering in Mitford Street about 9.30 p.m. Parents not home	15/3/74          18/3/74	P/W Reid. Children conveyed to City Watch House to be cared for by Matron until parents returned. Finally appeared about 1.30 a.m. Had gone out at 6 p.m. for dinner with a friend. Left children alone. Children brought on Protection Application 'unfit guardianship. Reid. Adjourned at children's court. St. Kilda Family Welfare to help mother to sort out her problems. Children to remain at Allambie to give mother a break.
1651	16/3/74 Clerk of Courts.	Mrs. M. Bloggs (24/8/54) Address.....  Magistrate requires a P/W to attend Magistrates Court because a woman has her two children with her and is upset.	16/3/74	P/W Brown attended. Woman charged with traffic offences stacked on a turn when convicted. Tried to walk out and leave children. Calmed her down and she left with the children.



FICTITIOUS CASE BOOK ENTRIES

CASE BOOK NO.	DATE OF INTERVENTION AND INITIATOR	NAMES AND CIRCUMSTANCES	DATES ATTENDED	DETAILS AND ACTION
1652	14/3/74	SMITH (nee Brown) Kerry 17 yrs. Address..... Kerry came into office complaining of domestic with husband of 2 months. He threw her out. Staying with her mother at.....	15/3/74 16/3/74  16/3/74	N.P.H. No person home. Spoke to husband and he doesn't think there is much chance of them getting back together. Has agreed to talk to Kerry, but only when he is ready and he feels like it. Spoke to Kerry and advised her that Kevin would come and see her.
1653	15/3/74	MAVIS B (aged 63 years) Address..... Brought to office by taxi driver after she refused to pay her fare. Drunk and amorous.	15/3/74	Taxi driver has her name and address - will collect later. Conveyed her home. NoD. No action taken.
1654	15/3/74 On way back from visiting Biggs family.	Mr. X ( aged 70 years) Seen wandering across busy road in underwear.	15/3/74	Took him back to the Nursing Home. Third time this week the nurses said he had wandered off.

APPENDIX IIIPARAGRAPH 1869 VICTORIA POLICE  
STANDING ORDERS (1975)DUTIES OF POLICEWOMEN

1869. Duties of policewomen include:-

- (a) Patrolling streets in the city and other areas particularly in the neighbourhood of cafes, licensed premises, amusement centres, railway stations, docks, wharves, parks, open spaces &c., where their presence will have a deterrent effect on indecent behaviour, indecent assaults, and similar offences;
- (b) exercising a general protective supervision and influence over young girls found under adverse circumstances, and visiting the homes of parents or guardians of girls located under such circumstances;
- (c) dealing with young girls engaged, or likely to engage in prostitution and, when necessary, keeping observation on brothels, disorderly houses, and the like;
- (d) conducting inquiries in connexion with women and children reported missing or found wandering, destitute, homeless or in moral danger, or children alleged to be neglected or ill-treated;
- (e) assisting parents or guardians who report that children in their care are beyond control, giving advice and taking action where necessary;
- (f) locating and returning escapees from institutions;
- (g) co-operating closely with officers of the Social Welfare Branch, Children's Courts, Education Department, Probation and Parole Service and other social welfare organizations;
- (h) exercising vigilance in crowded places with a view to preventing and detecting offences such as shoplifting, picking of pockets, and the like;

- (i) escorting female prisoners, mental patients and children, &c.;
- (j) duties associated with women and children who have been involved in sexual offences;
- (k) searching and watching female prisoners when a matron is not available;
- (l) assisting male police in cases where women and children are concerned, or in any other duties of a suitable nature; and
- (m) any other duties as directed by the Officer-in-Charge of the District.

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