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(Publications continued inside back page)

COVER PHOTOGRAPH: Professor Clifford Shearing discussed the Canadian perspective at the seminar 'Policing and Private Security' held at the Institute from 18-21 May. See story on Page 3.

New Chairman of Board of Management

The Attorney-General, Senator Peter Durack, Q.C., announced the appointment on 16 May of Mr Andrew Charles Collin Menzies, O.B.E., as Chairman of the Board of Management of the Australian Institute of Criminology.

Mr Menzies, First Assistant Secretary of the Justice Division, Attorney-General's Department was also appointed Commonwealth member of the Criminology Research Council.

He replaces Mr P.R. Loof who has taken over the new position of First Assistant Crown Solicitor (Policy and Coordination Branch), Attorney-General's Department.

Before his appointment as First Assistant Secretary of the Justice Division in 1973, Mr Menzies held the post of Senior Assistant Secretary of the Department's Advising Division.

He was also engaged as a Principal Legal Officer in the Deputy Crown Solicitor's office in Adelaide.

In 1969 Mr Menzies was a member of the Australian delegation to the Diplomatic Conference on Civil Liability for Oil Pollution Damage in Brussels.

He also led the Australian delegations to the Legal Sub-Committee of the United Nations Committee on the Peaceful Uses of Outer Space in Geneva in 1971 and 1972.

As First Assistant Secretary of the Justice Division, Mr Menzies was responsible for the development and preparation of a considerable body of legislation representing significant developments in criminal law policy.

Recent pieces of such legislation included the Criminal Investigation Bill 1981, the Complaints (Australian Federal Police) Act 1981 and the Crimes Amendment Bill 1981.

Outgoing Chairman Mr Loof has held several senior appointments within the Attorney-General's Department in the areas of criminal law, federal courts and human rights.

A law graduate from Melbourne University and a barrister and solicitor of the Supreme Court of Victoria, he was responsible for the development of the policy that resulted in the enactment of the Criminology Research Act, 1971, which established the Australian Institute of Criminology and the Criminology Research Council.

He had been Deputy to the Chairman of the Board of Management of the Institute since 1973.

Mr Loof was appointed Chairman of the Institute's Board of Management on 20 July 1979.

He was also appointed Commonwealth Representative on the Criminology Research Council and subsequently became its Chairman on 21 August 1979.

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DIRECTOR'S DIGEST

By W. Clifford

The policeman can regard himself as an enforcer of the criminal law or as a keeper of the peace. As a keeper of the peace he will use more discretion, depend more on the community and have less resource to the courts as a solution to his problems. The private security agent has no direct commitment either to law enforcement or public order. He does what he is paid to do, he guards what he is paid to guard, he uses dogs or electronic devices to detect intruders without getting involved in the rights or wrongs of his profession. People get the security they are able to pay for and (in theory at least) a criminal able to pay for someone to keep his loot secure would get the same service from the security agency as a businessman hiring a bodyguard. With more private security agents than official police now employed in Australia and large numbers only working part-time, the temptation to make money by going through the routine rather than providing the vigilant service for which the contract was made is very great.

So, like any other business, private security has the obligation to be socially responsible. The age of profit for profit's sake has gone and large industrial enterprises regulate themselves on things like misrepresentation, fraud, pollution or the marketing of dangerous products. Where they do not, the governments will often do it for them. The best working relationship occurs where there is an appropriate mixture of private and public regulation to ensure the protection of the public and a minimal use of the law to ensure compliance. This is what happens with work safety standards, food quality standards and advertising.

However each industry has its problems of scale. Large firms with markets practically guaranteed find little difficulty in carrying the costs of self-regulation, quality control and the necessary auditing

of functions. Small enterprises or new entrants to the market are usually operating on the margins where it may be thought necessary to cut corners, take risks or use sharp practices. Again large undertakings may be constrained by the various organisations of their labour to pay at least minimum rates and ensure suitable training and conditions of service. At the margin where the struggle to survive is keenest the temptation to operate below standard will be very real. Moreover in an industry still as privately and publicly unregulated as the security industry the 'fly by night' companies may come and go, making whatever they can as fast as they can and discrediting the reputable firms on the way.

The situation is not new and is fully appreciated by some of the professional security associations which have developed. The professional image has to be developed, standards have to be set and the quality of service controlled — first by the industry but ultimately by a statute which will benefit the genuine firms as much as it will dismay the questionable ones. Unfortunately too many professional security personnel have divided loyalties. They regard themselves as in security as a profession but because the demarcation lines are still not properly drawn they also belong to the management organisations or administrative bodies which serve the other employees of the large corporations or departments for whom they provide security. Maybe promotion lies within the protected company rather than in a higher security post elsewhere. So they have to keep a foot in both camps (or maybe more than two) and they will continue to do this as long as the security industry remains largely undefined and itself rather insecure for young people seeking a career. Recruits to security services are often ex-policemen or ex-military personnel who are looking for a secure future for themselves, but

the ladder to the top is not as clear as in the jobs they left.

Policemen generally do not have a high opinion of their less well-trained private colleagues and may be rather patronising to the security industry until they begin to think of retirement and go looking for new fields to conquer. With the advent of hijacking and terrorism the situation has become worse because there is now a demand for 'elite' units able to counter the threat of kidnapping, extortion and assassination. A number of glamour security firms with international connections have obtained lucrative contracts for the services of highly-trained operators who would feel insulted to be associated with private security in the usual sense of the term.

Therefore, for those who would like to see the private security industry properly established, with recognised standards, levels of training and forms of registration which would not only win more public and official acceptance but would also generate more confidence, there are serious problems. At the lower margins are the risks of the get rich quick enterprises which could wreck the industry if they become too numerous, at the upper levels are the new slick undercover units which prefer to be a law to themselves in their war against terrorism and organised crime.

Perhaps, the industry itself should seek official negotiations for statutory recognition and levels of qualification which need to be considered now if they are going to apply in the next decade. The alternative is not difficult to envisage: it must mean the extension of official services to regulate the abuses by reducing the scope for private initiative.

This Digest is from a paper titled 'Fly by Night Companies could Wreck the Industry' published in full in the journal, *Security Australia*, Vol. 2 No. 5, May 1982. ®

The growth of private security

'The future of the private security industry faces problems without statutory recognition', said the Director of the Australian Institute of Criminology, Mr William Clifford.

Opening a three day conference on 18 May on 'Policing and Private Security', Mr Clifford warned, 'Unless private security is established with recognised standards, levels of training and forms of registration there is a risk that it could be penetrated by criminals and by those who are tempted to make money by going through the routine rather than provide a vigilant service.'

A paper presented by Mr S. Brody, Senior Research Officer, Home Office, Research Unit, London explained that a steady increase in the levels of recorded crime over the last two decades had been accompanied by a swelling of private security services whose resources outnumbered those of the ordinary police.

Mr Brody, who had been attached to the Department of Criminology at Melbourne University as a Visiting Senior Tutor, said, 'There is no doubt that we are riding near the crest of a crime wave which will have to be negotiated by transforming many of the ideas about crime.'

'It would be convenient and efficient to invest more of the routine business of crime prevention in the hands of commerce rather than in the hands of the state.'

'If, as the indications suggest, crime might soon come to be regarded as a sort of industry, we might well approach it in a business-like manner,' Mr Brody said.

A paper which compared the roles of the public, quasi, and private police was prepared by Superintendent Tickell, the Officer in Charge, Management Services Bureau, Research and Development, Victoria Police. Quasi-police are those employed by government departments or agencies to police certain areas, for example, parking police.

He explained that all agencies shared the common goals of preventing, deterring and discovering crime, but that they differed fundamentally in the degree to which they were held accountable in their law enforcement activities.

Superintendent Tickell said that while all security workers were subject to a measure of control and were responsible to an authority, the police and quasi-police were distinguished by their public accountability and the fact that they could be called upon as a group or as individuals to publicly report on and justify their performance. Private police were not so accountable.

Superintendent Tickell held that whether or not private police should be permitted to become involved with enforcing the law was dependent upon two major considerations — discretion and cost benefit economics.

'Public police are encouraged by the community to exercise discretion in the interest of the public good. Whether or not a motorist apprehended for speeding is issued with a Traffic Infringement Notice is dependent upon the decision of the police officer attending.'

'Although the scope for exercising discretion for quasi-police is far more limited due to the reactive nature of their law enforcement activities and the specificity of the legislation they enforced, the ambit of the powers enforced by private police is potentially much broader because they not only protect property from theft or injury but enforce public laws and local regulations.

'Therefore, without any form of accountability, upon what is the exercise of discretion by private security police predicated — the public good or the interests of his employer?'

'If private police are to be involved in law enforcement they should be accountable to the community in such a way as to ensure that discretion is not used as a vehicle to sacrifice the interests

of the public for those of the private organisation', he said.

Superintendent Tickell said that the image of a policeman as a friend and helper of the community could be improved if the private or quasi-police were to relieve the police of the responsibility for the enforcement of many of the regulatory type laws.

'The police do not desire to transfer those types of tasks just because they are boring, unrewarding and confrontationalist.'

'A powerful reason for ridding the police of many of these types of tasks is because it is more cost-effective to have them performed by quasi or private police', he said.

He said that if private police were to play a greater role in law enforcement in the future there was a need to: set standards for private police; introduce a higher degree of accountability into the industry; and provide training appropriate to the type of duties to be undertaken.

PRIVATE SECURITY — A NON POLICE ROLE

There was an urgent need to strengthen police/community relations in view of a growing movement away from law and order.

This could be achieved through a dramatic change in community attitude and an improvement in communication, liaison, and cooperation with the police at all levels of society.

Security consultant with Mayne Nickless Ltd., Mr Jack Ashby told the seminar that the private police sector had a responsibility to



Mr Jack Ashby

support the public police and set an example in those areas.

'While the growth of the industry has brought improved status and standards of ethics and service, its growth problems have not been helped by some individuals and sections of the media who have inferred that it has developed into a powerful sinister body able to exert an influence something akin to that experienced under a dictatorial leader', he said.

The private security industry did not see itself in a police role although its rapid development and expansion had allowed it to 'take up the slack' in the fringe areas of protection and crime prevention.

'The industry fully realises its responsibility to maintain respectability in the eyes of the community. It is not, and never can be, a private police force nor a private army', Mr Ashby said.

The security industry was nothing more than a number of reputable businesses which provided various kinds of services to meet the needs of other businesses and organisations.

'It had been recognised hundreds of years ago that Governments alone had the right to have and control police forces, and private industry business opportunities existed only in roles or areas that could not or would not ever be provided by the public police for a variety of reasons.'

Mr Ashby suggested that society tended to over protect the violent criminal and that at times the legal fraternity seemed to bend over backwards to see that gunmen and would-be killers were given 'powder puff penalties'.

He said that the industry would always emphasise the fact that there was a real need for conscious division between the people who planned and committed violent crimes and the other minor areas of non acceptable and punishable social behaviour.

'The industry in Australia is groomed and geared to meet the challenge of the future and is

more than willing to play its part alongside the public police forces in ensuring the peace of mind of our society', he ended.

EFFECTIVE COORDINATION

According to a senior policeman, effective cooperation between the police and private security organisations is needed to adequately safeguard the community and maintain the laws.

Chief Inspector Lionel Claydon, Planning and Research Bureau, Australian Federal Police told the seminar, 'There needs to be a greater recognition of the reality that the police can no longer provide all of the services.'

'Without the legitimate use of private security firms the general standard of safety in the community would be lessened.'

But Chief Inspector Claydon stressed the need for more effective coordination between the police and private security firms particularly in the development of mutually identified responsibilities at the scenes of crimes in which members of private security companies were present.

'If conflict is to be avoided we must reach an understanding of how private and public agencies can co-exist', he said.

He said that there was no doubt that it was beyond the capability of the A.F.P., for example, to perform all of the functions relating to the protection of property and life, and that there was a recognition by the police that tedious, mundane and unpopular duties such as payroll escorts could be provided more efficiently by private agencies.

It was also uneconomic to divert police resources to property guarding tasks which could be performed by private enterprise organisations developed for that purpose.

Chief Inspector Claydon said that the fact that private firms provided many of the services performed by the police was

indicative of the confusion of roles that had occurred.

He said that the existence of good and reliable communications between police and private security firms was necessary if the police were to be in a position to take responsive action in the event of a crime which was being committed or was about to be committed being reported to them.

It was also stated that limited attention had been given to joint training exercises by police and members of private security firms who may be either in the vicinity or involved in the incident before the arrival of police.

'The coordination of resources at the scene and the role of the police as the agency to deal with crime should be given better understanding by both parties', Chief Inspector Claydon said.

Discussing the use of private security officials within government departments Chief Inspector Claydon said that just as police were unable to provide total crime preventative patrolling services, it was just as true that the Australian Federal Police were not and were never likely to be, in a position to be able to effectively and thoroughly investigate every offence suspected of having been committed against the Commonwealth or any of its Departments or Statutory Authorities.



Professor P. Stenning

Chief Inspector Claydon said that a study conducted by Professor Duncan Chappell had shown that the range and scope of the responsibilities of departmental investigating groups was more extensive than was generally understood.

It also revealed the lack of any clear lines of demarcation between the role of the A.F.P. in the investigation of crimes against Commonwealth law and other government departments and agencies which maintained their own investigatory resources (referred to earlier as quasi-police).

However there was an agreement that where a serious offence was suspected of having been committed the matter should be referred to the Australian Federal Police at an early stage for investigation while the departments continued to investigate minor offences.

POLICE UNION VIEW

People had been forced to turn to private security firms to prevent crime and protect lives and property because police could no longer provide the service expected of it by the community.

The Secretary (Administration), Police Association of New South Wales, Mr Bob Page, said that this had resulted from a serious shortage of police manpower and a narrowing of the legal framework in which police operated caused by the imposition of too many controls.

Mr Page blamed the failure of successive Governments for not providing sufficient police to do the job and criticised those legislative measures which had tended to reduce police effectiveness by holding officers more accountable for their actions.

'The end result is that the police can no longer always perform to the expectations of large sections of the community who are turning in increasing numbers to private security organisations whose mem-

bers are not publicly accountable and who are not subject to such close scrutiny', he said.

Mr Page said that in order to provide a proper service to the community the New South Wales Police Force needed an extra 2,000 police immediately and a total increase of 4,000 over the next few years.

He suggested that Australia was undergoing a quiet revolution in the policing of the community which involved a change of role for both the police and the private security industry.

'The enormity of the task of crime prevention, detection of offenders and protection of life and property has begun to outstrip the ability of our members and there is little doubt that the police force with its present numbers and legislative restrictions cannot any longer be all things to all men', he said.



Professor C. Shearing

At the same time, he said, the ultimate responsibility of the police force was, and would continue to be, to maintain law and order.

'Private security organisations should be uniformly licensed and controlled from state to state and should be used only as a subsidiary source to public policing', he said.

He added that if private security firms were to continue to carry out a private policing role it was essential that they be brought under centralised control in order to be able to meet minimum standards of recruiting, training, uniforms, behaviour and discipline.

He suggested the Commissioner of Police in the state in which they operated as being the most obvious person to control their activities.

'I agree that there is a very important role for private policing in the community as an adjunct to normal police services but it is essential that persons in that industry are properly trained and controlled', he concluded.

CANADIAN VIEWPOINT

The seminar took advantage of the presence in Canberra of two leading Canadian experts on private policing.

Professor Clifford Shearing and Mr Philip Stenning from the University of Toronto followed up the Australian position by discussing the North American perspective of private security which they said had developed so rapidly and unobtrusively that it now represented nothing less than a quiet revolution in policing.

Professor Shearing, Coordinator of Graduate Studies and Senior Research Associate in the Centre of Criminology, and Mr Stenning, Research Associate and Special Lecturer at the same Centre agreed that modern private security organisations were rarely interested in detecting the perpetrators of crime but rather in their methods and the ways in which crime could be prevented, whereas the major concern of public police was to find who committed crime and to bring the person to justice.

The visitors said that the aim of private security was to prevent crime rather than solve it; it was not interested in attaching blame and appreciated the needs of the victim.

It needed to find the perpetrator only when he was needed to explain how he did it so that steps could be taken to see that the property was not violated again.

This difference in attitude was one of private property on one

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Costs and benefits of prisons

The University of Sydney, Faculty of Law, Institute of Criminology recently held a seminar on the subject 'Costs and Benefits in Planning Crime Prevention'. Dr Jeff Sutton, Director of the NSW Bureau of Crime Statistics and Research delivered a paper on 'The Prison - Toward a Social Accounting'.

Dr Sutton discussed social accounting in general and proceeded to apply its principles to prisons. Taking the financial balance sheet for the NSW Department of Corrective Services 1978-79, Dr Sutton pointed out how, by breaking the various items up, it could be possible to gain a qualitative look at the intangible costs and benefits within the prison system.

He then went on to list costs and benefits of the prison system in a qualitative way. On the benefit side Dr Sutton listed deterrence, rehabilitation into the workforce on release, provisions of employment for prison officers, reinforcement of the power of the state, and personal satisfaction of some individuals that wrongdoers are locked away. The problem with these benefits is that some, such as deterrence, are by no means established as fact. Indeed, said Dr Sutton, one of the items to be listed under costs was the encouragement of crime by incarceration. A more readily estimated cost of imprisonment is the monetary cost, estimated at \$25,000 a year for each prisoner. Capital costs too are alarmingly high. For example, to provide single accommodation for one at Parklea is estimated at \$125,000.

Dr Sutton said in conclusion, 'The cost benefit approach to prison is empirical and utilitarian. It tends to fall down on the problem of deterrence. It cannot cope with the symbolic nature of imprisonment and what it means in terms of the perceived stability of society and satisfaction of citizens; what it means in terms of brutalisation and stigmatisation of individuals. These are moral questions that are at least clearer if we can make

public and compare the resources devoted to various objectives in the prison system. We may never get to cost benefit analysis or even rational social planning. At least we should know what it costs to do what we do.'

Presenting a paper on the 'Politics of Penal Reform', Professor Gordon Hawkins, Associate Professor of Criminology at the University of Sydney said that a public opinion poll which followed the publication of the Nagle Report showed that the majority of Australians did not consider conditions in prison to be too severe.

A recent survey by the Australian Law Reform Commission had revealed that, by and large, Australians had little sympathy for, or understanding of, criminals, and that there had been a recent hardening of public attitudes toward crime and punishment in general.

Professor Hawkins went on to say that although public concern over escapes from prison, disquiet in relation to the operation of parole, and disapproval of temporary release schemes reflected anxiety that prisoners were not being effectively isolated or properly controlled, it was important to note that public support for imprisonment and public uneasiness about prisoners escaping or being released into the community did not necessarily imply an indiscriminate vengefulness or a wholly punitive spirit.

'Imprisonment as a penal method apparently continues to enjoy considerable public support for dealing with the more serious offenders, but it does not enjoy that support because of belief in the effectiveness of prisons in achieving either deterrence or rehabilitation', he said.

Discussing the political implications of penal reform, Professor Hawkins said that whatever party was in power, reform in the correctional field moved at one of three speeds - slow, dead slow and stop.

'It seems to me that the truth about the politics of penal reform was stated by British penal reformer Sir Samuel Romilly when he said, 'The general public does not care tuppence for prisons or prisoners at any time, and politicians take their cue and act accordingly.'

In contrast to the future of the British prison system which had been forecast as one of gloom and pessimism, Professor Hawkins predicted that Australia could be a little more hopeful in view of substantial public support for the use of non-custodial sentences for less serious offenders and because of the increased recognition of the high cost of imprisonment which in turn had raised the prospects of the release of both long and short-term prisoners.

But he said that while early release may make conditions of captivity reasonably decent and humane by reducing overcrowding, it did not necessarily follow that this would result in improved conditions for those who remained incarcerated.

To this end Professor Hawkins called for the appointment of a specialist independent ombudsman, empowered not only to hear and investigate prisoners' complaints but also to take remedial action, impose sanctions for abuse, and make recommendations for change.

'Such an appointment would not produce an immediate transformation in the prison system. But if it did no more than limit the arbitrary exercise of discretion, raise standards of decency and efficiency, and eliminate the more inequitable and oppressive conditions of custody it would have achieved a great deal', he concluded.

Other papers were presented by Mr W. Clifford, Director of the Australian Institute of Criminology, and Mr Barry Apsey, Deputy Director of Correctional Services (Establishments), Department of Community Welfare Services, Victoria. ®

Criminal justice system outmoded

'The criminal justice system is not working because it does not get the community support which it needs, and because it has been significantly outpaced by advances in crime both national and international', said Mr William Clifford, Director of the Australian Institute of Criminology.

From a paper, 'What Works in Criminal Justice', Mr Clifford told members of the Queensland Justices Association in Brisbane in April, that the criminal justice system had difficulty detecting crime and obtaining evidence, and that courts and corrections were not equipped to deal with the problems of modern sophisticated crime.

On community support, Mr Clifford drew attention to a national household survey carried out in 1975 by the Australian Bureau of Statistics and the A.I.C., which revealed that some people were reluctant to report offences to police because they believed that nothing would happen even if they did report a crime.

He said that police levels of efficiency reflected the purposes for which the forces were designed.

'They do well with traffic and ordinary street crime and they are increasing their ability to maintain public order.'

'But as at present empowered, constituted, organised, equipped and trained, police forces can only nibble at the edges of organised, white collar and corporate crime, and the trans-national drug trade because they were never designed to cope with such problems', he said.

'We have to heighten the likelihood of detection and this means a fundamental review of functions, a great expansion of research, the building up of police sciences and a review of police structure.'

Mr Clifford called for the setting up of state and federal crime commissions to help the police escape their legal and bureaucratic straitjackets and to help re-tool the criminal justice system for the 21st century.

'Our diverse criminal laws in Australia are an expensive luxury which we can no longer afford if we ever hope to deal with organised and corporate crime.'

In describing courts, Mr Clifford said they had become 'inbred, stultified and so technically remote from the ordinary citizen that they may be operating more according to principle than to what most people associated with the finding of truth and the doing of justice'.

'We cannot blame magistrates or judges — it is the system which has allowed Perry Masons to work for both prosecution and defence as if it were their own skill and reputations which were at stake and not the lives and futures of so many individuals. We need a better system than we have.'

Mr Clifford suggested that judges should be given more power to pursue the facts for themselves or for juries; a relaxation of the rules of evidence which work to the detriment of the victim or witness; permission for witnesses to tell their own stories in a way which will discourage distortion for the purposes of either prosecution or defence; and more research on the methods of investigation and the effect of the court setting on the submission of evidence.

In corrections, Mr Clifford said that prisons were the real problem. 'They do not work very well, and for many people they work negatively. They are costly and inefficient, they absorb man-hours, disrupt normal employment and family life and make reintegration into society all the more difficult', he said.

He said that escapes, riots and industrial troubles made prisons a constant source of public concern. 'Yet we still have to have prisons for the hard-core criminals who have to be segregated from society.'

Addressing the costs of criminal justice, Mr Clifford said that discounting inflation, the cost of police had risen threefold and the cost of prisons five times since 1900.

'In corrections we know that the cheaper remedies — those which do not involve institutionalisation work at least as well as locking people up', he said.

For this reason, Mr Clifford warned governments not to get tough unless they could afford it.

'More death penalties and the lash, and longer prison sentences do not work and even the richest countries have found that they cannot afford them', he said.

Finally, he said that those who had the unenviable task of making an outmoded system work in a divided society could do little more than seek to get the best results at the least cost in money, lives and unhappiness. ®

Research grants

The Criminology Research Council is seeking applications for research grants from individuals and organisations for projects likely to produce results of relevance for the prevention and control of crime throughout Australia.

Projects designed to evaluate currently effective measures are particularly invited.

Application forms are available from Registrars of all Australian Universities or from the Assistant Secretary, Australian Institute of Criminology, P.O. Box 28, WODEN, A.C.T. 2606.

Book Reviewers needed

The *Reporter* is seeking book reviewers. If you are interested in doing reviews, please write to us, stating your interests and we will be happy to send you books for review. We cannot pay reviewers but they do get free copies of the books they review.

A.I.C./State collaboration

From the 4-7 May, the Director of the Australian Institute of Criminology, Mr William Clifford, the Assistant Director (Research), Mr David Biles, and the Assistant Director (Training), Mr Colin Bevan, attended meetings of Australian Correctional Administrators and of Ministers of Corrections held in Darwin, Northern Territory. The Institute had three projects which it was pursuing in collaboration with correctional administrators:

(1) A publication on rights and obligations in prisons which the Director had been working on with correctional officers across Australia, and which had previously been submitted to the

Ministers in an unfinished form;

(2) A national prison census to be conducted on 30 June 1982, which Mr Biles had been working on with officers responsible for prison statistics in the various departments of corrections across Australia; and

(3) A proposal for a study of diversion from imprisonment which Mr Bevan had been working on with the staff of correctional departments responsible for probation and parole.

The Ministers discussed these various projects and agreed on (1) and (2) but not to (3) which involved more work than they

would be able to accept at this time. In addition, the Ministers authorised the Institute to pursue the possibility of hosting a Commonwealth Ministers and Correctional Administrators meeting. The Victorian Minister offered Melbourne as the site for such a meeting if it could be arranged. The background to this proposal is that the Australian Institute of Criminology is the secretariat for the Asian and Pacific Conference of Correctional Administrators and had been approached by the Commonwealth Secretariat in London to explore the possibility of something similar being done for Commonwealth Correctional Ministers. ®



From left to right: The Hon. Mr W. Hassell, Chief Secretary, Western Australia; the Hon. Mr K. Sullivan, Minister for Welfare, New South Wales, (Deputising for the Hon. Mr R. Jackson, Minister for Corrective Services); the Hon. Mr J.K. McLay, Minister for Justice, New Zealand; and the Hon. Mrs P. Toner, Minister for Community Welfare Services, Victoria

Cont. from Page 5

hand and morality, punishment and rehabilitation on the other.

It was explained that private police were more powerful than public police and that private security could be more effective because it got its power from private property, and motivation from the protection of profit.

In places such as shopping malls and industrial complexes, the

power of private security officers was such that they could detain and search those people using the premises, who accepted the right of the officers to behave this way.

For example, in Canada police were often excluded in cases of theft by employees.

The time in court, the costs of rehiring and retraining a new employee magnified the loss for

the company.

It was thought much better to deal with it internally.

Other speakers at the seminar were: Mr A. Rees, Security Advisor to the Australian Federal Police; Sir Colin Woods, K.C.V.O., C.B.E., Q.P.M., Commissioner, Australian Federal Police. ®

Methodology of evaluation

At a meeting held at Takapuna, Auckland, New Zealand on 28-29 April 1981, the working party preparing for the annual conference of Australian and New Zealand Ministers responsible for prisons, probation and parole accepted an offer by the Australian Institute of Criminology to describe research profiles for each of certain priority topics that had developed throughout the meeting. One of these topics called for the design of basic methods of evaluation of alternatives to imprisonment where random allocation cannot be used. Another related to general program evaluation in the criminal justice system.

While preparing papers on the abovementioned subjects, Mr C.R. Bevan, Assistant Director (Training) A.I.C., realised that not much was known of the extent to which individuals in Australia and New Zealand were conducting evaluations of criminal justice programs. It was known however, that some evaluations had been attempted, some completed and some in process.

In order to explore the current Australian position and the problems peculiar to the evaluation of criminal justice programs, a workshop entitled 'Methodology of Evaluation in the Criminal Justice System' was organised at the Institute for 9-11 February 1982. Invitations were directed to heads of social welfare, police and correctional services to nominate persons from their departments who would be likely to be involved in any evaluations completed, planned or in progress. Invitations were also directed to individuals external to the criminal justice system who were known to be interested or actively experienced in evaluation. The resultant group of workshop members included police, research psychologists, lawyers and other research officers, two university lecturers and a group of interested members of the staff of the Institute.

The Institute provided for those present a comprehensive biblio-



Pictured during a break in the seminar from left to right: Anne Raymond, Ann Bloor, Christopher Foley-Jones and Colin Bevan

graphy on the subject of evaluation in criminal justice, an extensive paper on 'Evaluation in the Criminal Justice Services' by Mr W. Clifford, a paper called 'Evaluation - A Cynical View' by Mr J. Walker, Senior Research Officer, A.I.C., and a paper on 'Process Evaluation' by Mr Bevan.

A number of other papers were tabled at the meeting by Dr A.M. Duguid, Director, Evaluation and Research, Department for Community Welfare, Adelaide, to demonstrate the evaluation exercises already completed by his Division. Other workshop members, while not necessarily presenting prepared papers, made valuable contributions at some length describing evaluation programs with which they had been involved, the difficulties encountered therein, and detailing suggestions they had to offer for conducting criminal justice and other related programs in the future. It is anticipated that the papers provided will form the nucleus of an Institute publication on the subject of evaluation in the criminal justice system in due course.

Other papers provided were:

- 'Experience with a Drinking Driver's Program' by Ann Raymond, Department of Community Medicine, St Vincent's Hospital, Melbourne;
- A discussion paper on 'Problems in Research in Juvenile Delinquency' by Mr Paul M.A. Birchall, Research Psychologist, Department for Community Welfare,

Western Australia;

- 'Community Service in South Australia - Some Proposals for Evaluation' by Ms N.A. Bloor, District Probation and Parole Officer, Department of Correctional Services, Adelaide;

- 'Evaluating Government Programs - Ideals and Realities' by Ms Susan Payne, Institute of Applied Social Research, Griffith University, Queensland;

- 'Constructing Matched Groups Through Discriminant Analysis' by Mr M.K. Rook, Department of Community Welfare Services, Victoria; and

- 'Evaluation Design in the Prabran Control Experiment' by Inspector Gavin Brown, Victoria Police. ®

POLICING A DEMOCRACY

By W. Clifford



AUSTRALIAN INSTITUTE OF CRIMINOLOGY

New A.I.C. booklet, containing the keynote address to the Eleventh National Conference of the Australian Crime Prevention Council, August 1981.

Japanese business self-regulation

Industrial corporations in Western countries failed to take as much advantage of the experience of senior company executives as did their Japanese counterparts. This was one of the conclusions reached by two criminologists looking at the matter from the point of view of self-regulation in business. In the West, executives approaching retirement are either forced into full retirement when they could function effectively as semi-retirees, or kept on when coping with the pressures at the top was beyond their capacity.

In Japan, responsibilities and hours of executives were downgraded with advancing age but prestige was not.

Visiting Japan recently to develop an understanding of the Japanese model of business self-regulation, Mr John Braithwaite, a research criminologist with the Australian Institute of Criminology and Mr Brent Fisse, reader, University of Adelaide Law School, found that an important part of self-regulation depended on the prestige, authority, and experience of compliance personnel within the company.

Many semi-retired senior executives in Japan are used as Statutory Auditors as required by all stock companies under 1974 amendments to the Japanese commercial code.

In interviews with 30 executives from six Japanese companies, and public servants responsible for business regulation in four ministries, the researchers were told that this practice was becoming increasingly popular and that perhaps half the large Japanese corporations employed a 'grey eminence' as a Statutory Auditor.

Mr Braithwaite and Mr Fisse considered that this was a lesson we could learn from the Japanese. While not wanting to exaggerate its impact on Japan, it was put forward as one effective step to self-regulation.

Industrial corporations here generally waited until old age caused people to rise to a level of incompetence, killed them, or forced them into full retirement.

It is accepted that distinguished careers in the West too often ended with a bitter after-taste.

Statutory Auditors under the Japanese system have an obligation to report to the board of directors any act or suspected act by a director which would violate the law, ordinances, or the company's articles of incorporation.

They have a duty also to report violations suspected of having been committed by junior employees but for which directors could be held liable.

To meet these obligations, the Statutory Auditor is empowered to call special meetings of the board of directors, and order directors or any other employees to conduct an investigation. The directors can be ordered to report on the findings.

The law imposes onerous burdens of liability on

Statutory Auditors if the company is caught in illegal conduct.

The Statutory Auditor also has the independence of not being answerable to the chief executive officer.

One problem for persons in Western corporations who monitor compliance with the law is that they rarely have the clout to stand up to the executives responsible for the violation.

The Japanese approach of using a semi-retired eminence may be the solution to this single biggest obstacle to making self-regulation work in the West.

It is one innovation which is surely easily translatable to the West and could be adapted in all sorts of ways by Western companies.

Mr Braithwaite and Mr Fisse have suggested that a semi-retired eminence of a coal mining company for example could be appointed health and safety auditor; a chemical company could appoint an environmental auditor; or a compliance auditor position might be created with responsibilities for the whole gamut of potential corporate crime.

However, they feel that while the appointment of Statutory Auditors by Japanese companies is a seminal idea for dealing with a universal problem, its effectiveness is limited by the failure of most Japanese corporations to equip Statutory Auditors with their own investigative staff.

Despite this, they reached the conclusion that the independent semi-retired senior executive could be an instrument for giving self-regulation some teeth. ®



Mr John Braithwaite

Marriage - a safe haven from homicide

A large body of research, covering several countries and different time periods, leads us to believe that killings involving close relatives constitute a large portion of total wilful killings in most Western countries. The cliché goes thus: the probability of a man being killed in his own kitchen or a woman in her own bedroom is higher than outside. Or this way: you are safer on the streets than at home, safer with a stranger than with a friend or relative. Well, data during the 1970s indicate this pattern to be changing. In 1971, approximately 13 per cent of all homicides in the United States were classified as 'spouse killings'; in 1980 this proportion had dropped to slightly over 8 per cent.

During his study leave at the University of Chicago, Dr Satyanshu Mukherjee developed a research project on Intimate Violence. The 'violence' under



Dr Satyanshu K. Mukherjee

consideration was wilful killing and 'intimate' refers to spouse or ex-spouse. Because official statistics did not provide the necessary information, the research examined case files maintained by the Chicago Police Department for

the year 1981. Of the 877 homicides during 1981 only 23 or 2.6 per cent involved a legal marriage relationship, and another 16 or 1.8 per cent involved common law marriage. The research raises issues with police classification of victim-offender relationship; a marriage licence is seldom asked for or produced during the investigation procedure. Dr Mukherjee has just completed collecting data from Sydney and while in Canada as a Canadian Commonwealth Visiting Fellow, beginning 1 September 1982, he will collect similar data from a major Canadian city. If the preliminary findings from Chicago are valid, legal marriage represents a safe haven from homicide.

The outcome of this research will be presented in two or three articles to be written by Dr Mukherjee and Professor Franklin Zimring of the University of Chicago Law School. ®

Mentally ill offenders in custody

There had been an offloading of responsibility when it came to the care and protection of mentally ill offenders, according to the Director of the Australian Institute of Criminology, Mr William Clifford.

He said that authorities had typically oversimplified the issue by first trying to treat the mentally afflicted as criminal, and then trying to treat the criminal as mentally afflicted.

Either way there had been an offloading of responsibility, whether by penal institutional staff claiming that they had no competence as mental nurses or by mental hospital administrators objecting to having to hold criminals.

Opening a seminar at the Institute in June on the topic: 'Mentally Ill Offenders in Custody: Whose Responsibility?' Mr Clifford told senior mental health and prison administrators from many states that these persons were both criminal in the sense of having

broken the law, that is committed the act or omission whether responsibly or not, and were also mentally retarded or mentally ill.

Mr Clifford explained that these were the persons for whom the medical model was devised par excellence; but for whom it did not work. 'Rehabilitation is said to have failed in the prisons, but', Mr Clifford said, 'it was never tried and found wanting: it was found difficult and not tried.'

He said that there was an important continuing overlap between mental hospitals who found themselves baffled by the perversity in their patients and by prisons which found themselves unable to cope with the irrationality and incapacity of these particular inmates.

Similarly the occasional lack of control of certain types of convicted or non-convicted mental patients evoked forms of constraint that were not very different from

those that sometimes had to be used in prisons.

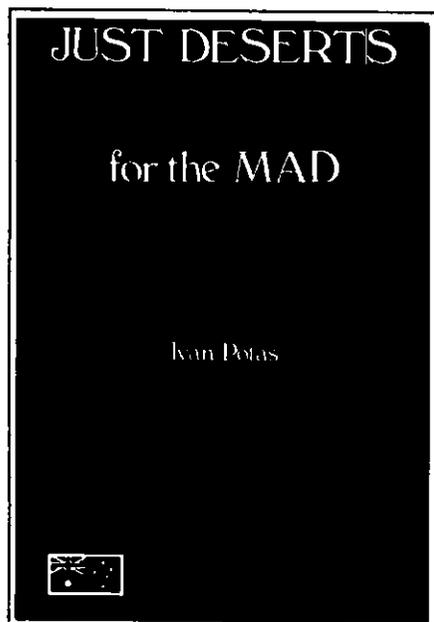
This led to argument and the unresolved solution of whether composite institutions were really prisons or hospitals.

Mr Clifford said that a great many justifiable risks had been taken by mental institutions in the past quarter of a century releasing so many patients to community care.

'Unfortunately the so-called community did not always exist. No one wanted the trouble of a difficult inmate and all too often this release to community care has been a convenient excuse for abandoning the mentally ill or retarded.'

Lack of space in this issue of the *Reporter* has prevented a more comprehensive report of the proceedings of the seminar. A more detailed account will appear in the September issue. ®

New publications



Just Deserts for the Mad examines the problems of finding appropriate ways to deal with mentally sick people who are involved in criminal proceedings.

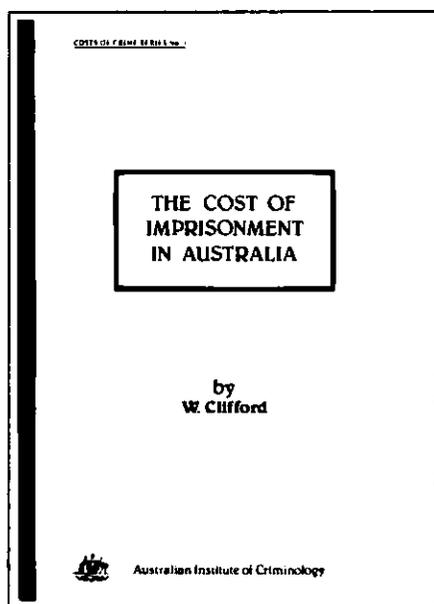
Written by Australian Institute of Criminology research criminologist, Ivan Potas, *Just Deserts for the Mad* says that it is unjust to hold a mentally ill offender indefinitely — as can happen now. Mr Potas argues for a definite sentence for each specific case based on modern thinking about retribution that eliminates the present confusion between treatment and punishment.

He proposes that special facilities between ordinary prisons and ordinary hospitals should be provided for detaining and treating the mentally disordered offender, and he canvasses a wide range of options possible for sentencing, including hospital orders of different types.

Published by the Australian Institute of Criminology, the book examines in depth the borderline areas of responsibility between the medical and legal philosophies concerning the mentally ill.

Mainly written for professionals in legal, medical and social welfare areas, the book will be useful for anyone who has an interest in civil liberties and the complex problem of dealing with the mentally disturbed offender.

Copies of *Just Deserts for the Mad* are available from the Publications Section of the Institute at \$5.00 per copy plus postage.



The Cost of Imprisonment in Australia by William Clifford provides extensive examination of prison expenditure in Australia.

It identifies recent prison expenditure for the Australian States and presents the costs of imprisonment in terms of expenditures per prisoner and expenditures per capita. Costs have been related, where possible, to such factors as the use of imprisonment, types of prisoners and prison size, occupancy and staffing levels.

Largely based on costs during the 1977-78 financial year, the study reveals that during that period prisons in the Australian States cost more than \$110 million, and that in all states except Tasmania, total expenditures per prisoner were between \$12,000 and \$13,000, although the total expenditures per capita varied markedly.

The publication identifies recurring expenditure for items such as salaries/wages, maintenance, consumables and general administration as well as capital expenditure for construction of facilities, site works and plant and equipment.

The study, which was based on statistics from three distinct sources found that the total cost of imprisoning an offender was remarkably similar between most States although the per prisoner costs for particular types of expenditure varied.

The author presents a 'composite' picture of prison costs based on data gathered from prisons/correctional authorities and from the Australian Bureau of Statistics.

Copies of *The Cost of Imprisonment in Australia* are available from the Publications Section of the Institute \$3.00 per copy, plus postage.

BOOK REVIEWS

POLICE – FORCE OR SERVICE?

By John Avery

Butterworths – 95pp.

\$9.50 (soft cover)

Reviewer: Senior Sergeant MICK SYMONS, Media Liaison Officer with the South Australian Police Department and Associate Member of the Public Relations Institute of Australia.

The term 'force' in the name Police Force no longer applies to the majority of police departments in the western world.

Over recent years there has been a trend away from the enforcement type of policing to police adopting the role of a service type of organisation.

The book *Police – Force or Service?* presents a balanced look at this trend.

The author, Inspector John Avery, is an experienced police officer with 33 years service in the New South Wales Police Department.

He believes that the police have become more involved in the service type function because society has left the burden of social control to the police.

Police now have the responsibility of accident care, domestic disputes, youth involvement, assistance to victims etc.

Mr Avery believes the responsibility of certain service duties should revert back to the community to the extent of setting up local social safety councils.

In the course of the book he touches on the training of police stating that more emphasis should be on 'service' type training instead of law which only occupies '20 per cent of the police officer's work load'.

He also looks at the role of women in policing, the policing of unpopular laws, and police/community relations.

He expresses some thoughts on punishment of offenders. One of his more radical suggestions is that neighbours of people convicted of drunken driving should receive a letter outlining the offence and

the offender's disregard for the safety of others. He also believes the family of a vandal should be held accountable for the damage caused by the offender.

Mr Avery also considers the court system, governments, and the accountability of police.

He also considers the need for subsidiary services in the domestic situation.

After reading the book I feel that Mr Avery has presented a blueprint for people to become more involved with the policing of their own community instead of leaving it to the police. He explains how this can occur through active participation with the police.

John Avery's book is one we should all read. It is an insight into the complex problems that exist in the police, the courts and the community. An excellent book by a police officer who has experienced the problems from the 'action' side in the streets where the problems begin.

DEMYSTIFYING SOCIAL DEVIANCE

By Stuart L. Hills

McGraw-Hill Book Company, 1982

210 Pages – \$19.00

Reviewer: FRANK HICKS, Lecturer in Sociology, Canberra College of Advanced Education

In the space of seven chapters and two hundred odd pages, Stuart Hills sets out a summary of a symbolic interactionist's approach to social deviance and discusses five particular social problems. These problems range from rape and homosexuality through organised crime to drinking problems, drugs and the medicalisation of human problems. The basis of the book's theoretical position is the opposition of 'moral relativism' to 'moral absolutism'. The latter view tends to the conclusion that social deviance is essentially a phenomenon of individual pathology, that certain individuals are fate-

fully 'beyond the pale' and it is both safe and wise to identify and constrain such individuals. By contrast the 'moral relativist' argues that 'Deviance is not a property inherent in any activity but something which is conferred upon it by human judgment. Deviants are not objective, raw phenomena 'out there' in nature... but arbitrary, artificial, socially constructed categories of persons. Therefore, deviants are relative to a given society, social setting, and the ability of certain powerful, well-organised minority or majority groups to make their social rules and conceptions of deviancy, the dominant, controlling ones.' (P. 3).

Like most contemporary interactionist theorists, Hills does not assert that social interaction actually creates those initial acts or peccadilloes which Lemert described as primary deviance (pubescent flirtations with same-sex eroticism, for example), but the emphasis is certainly on the social production, conferring and maintenance of deviant identities and the associated stigmas. It is these social processes and exchanges which are denied, reified and ultimately mystified especially, it is argued, by dominant and powerful groups with media resources which function as propagandists for such moral absolutists. This emphasis on social process concealed or disguised within a framework of conventional or traditional morality creates the possibility for comprehending such things as the leniency of courts on white-collar criminals as distinct from 'welfare cheats', or the social-class differentials in the apprehension, orientation and definition of alcohol use and abuse or the phenomenon of rape and the stigma of homosexuality in a society enthralled by the 'masculine mystique'.

However, the position taken in the book, by focussing on the oppression of many groups and

Cont. on Page 14

Minorities and crime

A soon-to-be-published survey is expected to depict a crime situation on 17 Aboriginal reserves in Queensland which is as bad if not worse than in the ghettos of New York.

In an address to the NSW Annual Conference of Stipendiary Magistrates in Sydney recently, the Director of the Australian Institute of Criminology, Mr William Clifford said that the survey by Dr Paul Wilson would also show a murder rate on the reserves over the past three years of 10 times the Australian average and an assault rate of five times the average.

Mr Clifford said that the imprisonment rate of Aborigines in the Northern Territory per 100,000 population was about twice as high as that in any other Australian state.

In Darwin over 60 per cent of all prisoners were Aboriginal and in Alice Springs it bordered on 90 per cent.

'The high rates of Aboriginal imprisonment in Australia are the result of an extremely complex economic, social and political problem being thrust onto the criminal justice system because society cannot or will not deal with it effectively', he said.

The average imprisonment rate of Canadian Indians and New Zealand Maoris was about 40 per cent.

Mr Clifford said that indigenous peoples such as Aborigines, Canadian Indians and New Zealand Maoris were most at risk of becoming involved with crime.

'It could be that these groups

whose own social disintegration has been brought about by European settlement lack the internal social controls that more cohesive ethnic groups have', Mr Clifford said.

Another recently published Institute-sponsored research project on migrant crime in Australia shows that people of foreign birth are much less likely to appear in the courts than native-born Australians.

Two exceptions were Yugoslavs and New Zealanders.

Mr Clifford called for more action-research projects to help Aborigines solve their problems for themselves, and said that initiatives for self-policing and for Aboriginal JPs and probation officers were moves in the right direction. ®

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individuals stigmatised as socially deviant, diverts one's attention from the observation that all social life — whether it be that of the overlord or the underdogs, inevitably creates its own forms of social deviance, where deviance is defined simply as 'rule-breaking' or the failure to meet collective expectations. Were homosexuals for example, as isolated and unpoliticised as once they may have been, then an analysis from the position of a supremely dominant sexuality with its taken-for-granted respectability might accord with the account of deviance presented in Hill's book. But very few of the social deviants discussed here have no sense of collective awareness. Social processes within deviant sub-groups include their own forms of deviance-production. Alcoholics Anonymous depends on the medicalised conception of alcoholism which is threatened by and excludes de-medicalised views, homosexual friendship networks work to exclude bisexuals and

feminist theory is uncomfortable with the phenomenon of 'husband-bashing'.

The awareness that social institutions and formal organisations are ultimately the products of human interaction, and that in contemporary societies such structures are ephemeral despite their apparent solidity is linked in this book with an implicit argument that 'rulebreakers' have less to answer for since they are unwitting victims of a system which is arbitrary in its very transience. Further, that if this situation were only recognised more widely then the inevitable result would be the 'humanising' of society. The 'mystifying rhetoric of moral absolutism' would be eliminated and people would become 'more human' if we could discover those 'intrinsic human values that transcend particular cultures. . . that contribute to the liberation of the human mind and spirit'. Such sentiments these days are merely plausibly laudable.

For a sociologist to utter them

is a little like attempting to stand in a bucket and lift oneself. In fact the logical chickens come home to roost later in the same epilogue when the author confesses that if such transcending, intrinsic and humanising values were to be discovered then the wheel would have turned full circle and we may indeed choose to articulate 'a more 'absolutist' perspective' (P. 198). The point about absolutist and relativist positions is that they both stem from value premises about the nature of human life and desirable relations between people. Their contrast is founded in competing articles of faith, neither of which is amenable to any scientific research.

Demystifying Social Deviance admirably points up many of the paradoxes which lead to differential and unjust treatment of people some of whom seem morally less culpable than others. However, the radical espousal of a primitive moral relativism finally leaves one viewing the world from no position at all.

STATISTICS

Australian prison trends

By David Biles
Assistant Director (Research)

During the period February 1982 to April 1982 the numbers of prisoners in all of the major jurisdictions have increased. The numbers of prisoners in all States and Territories for April 1982 with changes since January 1982 are shown in Table 1.

Table 1 — Daily Average Australian Prison Populations April 1982 with Changes since January 1982

	Males	Females	Total	Changes since January 1982
N.S.W.	3,460	132	3,592	+ 73
VIC.	1,752	46	1,798	+ 120
QLD.	1,615	43	1,658	- 1
S.A.	767	19	786	- 10
W.A.	1,338	71	1,409	+ 89
TAS.	224	7	231	+ 11
N.T.	316	14	330*	+ 39
A.C.T.	46	2	48**	+ 3
AUST.	9,518	334	9,852	+ 324

* 6 prisoners in this total were serving sentences in S.A. prisons.

** 40 prisoners (including 2 females) in this total were serving sentences in N.S.W. prisons.

Table 2 shows the imprisonment rates (daily average prisoners per 100,000 population), for April 1982. The national rate of 65.6 compares with 63.7 found in January 1982.

Table 2 — Sentenced Prisoners Received, Daily Average Prison Populations and Imprisonment Rates by Jurisdiction — April 1982

	Sentenced Prisoners Received	Prisoners	General Pop.* '000	Imprisonment Rates
N.S.W.	517**	3,592	5,276	68.1
VIC.	437	1,798	3,964	45.4
QLD.	289	1,658	2,351	70.5
S.A.	307	786	1,313	59.9
W.A.	286	1,409	1,309	107.6
TAS.	52	231	430	53.7
N.T.	78	330	135	244.4
A.C.T.	-	48	238	20.2
AUST.	1,966	9,852	15,016	65.6

* Estimated Population as at 31 March 1982 (subject to revision).

** Comprising 284 Fine Defaulters and 233 Sentenced Prisoners.

Table 3 — Total Prisoners and Remandees as at 1 April 1982

	Total Prisoners	Prisoners on Remand	Percentage of Remandees	Remandees per '000 of General Pop.
N.S.W.	3,609	619	17.2	11.7
VIC.	1,801	150	8.3	3.8
QLD.	1,673	120	7.2	5.1
S.A.	828	164	19.8	12.5
W.A.	1,411	116	8.2	8.9
TAS.	234	20	8.5	4.7
N.T.	341	50	14.7	37.0
A.C.T.	48	10	20.8	4.2
AUST.	9,945	1,249	12.6	8.3

Probation and parole

Compiled by Ivan Potas,
Senior Research Officer

The following table provides the number and rates of adult persons on probation and parole as at the first day of April 1982.

Table 1

	General Pop. ¹ '000	Probation ² Number Rates ⁴	Parole ³ Number Rates ⁴
N.S.W.	5,276	8,849 ⁵ 167.7	2,205 ⁶ 41.8
VIC.	3,964	2,858 72.1	944 23.8
QLD.	2,351	2,833 120.5	353 15.0
S.A.	1,313	2,382 181.4	230 ⁷ 17.5
W.A.	1,309	1,588 ⁸ 121.3	606 ⁹ 46.3
TAS.	430	1,420 ¹⁰ 330.2	63 14.7
N.T.	135	200 ¹¹ 148.1	104 77.0
A.C.T.	238	163 68.5	38 16.0
AUST.	15,016	20,293 135.1	4,543 30.3

1. Estimated population as at 31 March 1982 (subject to revision).

2. Only those under actual supervision are included in these data.

3. Unless otherwise stated, licencees are counted as parolees if supervised. An attempt has been made at excluding from the data non-criminals, such as Governor's pleasure detainees (or their equivalent), but this has not always been possible.

4. Rates are calculated per 100,000 of the general population.

5. Includes 334 persons released from the juvenile jurisdiction, an unknown percentage of whom would now have attained adult status. A further 464 persons were subject to Community Service Orders in New South Wales. Some of these are included in the Probation figures.

6. Includes 142 licence holders.

7. South Australia also advises that a further 172 persons were supervised in prison, and a further 40 persons received voluntary supervision by the Parole Service in the community.

8. In Western Australia there was a total of 199 persons subject to Community Service Orders. Of this total 161 are included in the probation statistics because they were also placed on probation. Note therefore that only 38 were subject to Community Service Orders without probation.

9. In Western Australia at the relevant date, it is advised that there was a total of 674 pre-parolees.

10. In Tasmania 154 prisoners released from prison and then placed on probation are included in the data. However, 110 juveniles also subject to supervision by the Probation Service are excluded.

11. In the Northern Territory the probation figure includes 2 persons who were also subject to Community Service Orders.

Juveniles under detention

By Satyanshu Mukherjee,
Senior Criminologist

The Juveniles Under Detention statistical series had undergone yet another metamorphosis. Apparently some of the welfare departments found the monthly returns too time consuming, while I must say others encountered no problems at all. Therefore, at a meeting of the National Working Party held in Canberra on 29-30 April 1982, I was informed that its Policy Steering Committee had decided to provide these statistics on a quarterly basis. The meeting 'resolved that the data should be provided for the June, September, December, March quarters with the first publication in this format being for March 1982.'

As can be seen from the following table statistics from the Northern Territory for 31 March 1982 had not been received at the time of publication and those from New South Wales arrived only on 18 June 1982. I hope the 'problems' encountered in supplying monthly returns do not continue to plague the quarterly returns.

Definitions of terms used in the table can be found in the March 1981 issue of the *Reporter*.

Table 1 — Persons Aged 10-17 in Juvenile Corrective Institutions as at 31 March 1982

	Total		Detention Status		Reasons for Detention	
	M	F	Not Awaiting	Awaiting	Offender/Alleged Offender	Non Offender
N.S.W.	n 590 r 166.9	n 112 r 33.7	507	195	630	72
VIC.	n 231 r 81.8	n 73 r 27.2	259	45	178	126
QLD.	n 110 r 68.1	n 23 r 15.0	77	56	107	26
S.A.	n 81 r 86.3	n 9 r 10.2	57	33	88	2
W.A.	n 151 r 160.6	n 13 r 14.7	135	29	164	0
TAS.	n 15 r 47.0	n 9 r 29.3	21	3	18	6
N.T.	n N/A	n N/A	N/A	N/A	N/A	N/A
A.C.T.	n 11 r 64.0	n 6 r 37.3	13	4	15	2
AUST.	n 1,189 r 115.0	n 245 r 25.1	1,069	365	1,200	234

Happenings

BUSY SCHEDULE FOR TRAINING DIVISION

Since the March issue of the *Reporter* the Training Division has been engaged in planning a number of seminars and meetings.

August will be a busy month, catering for seminars on:

- Victim Service and Compensation for Victims of Crime, to be held in Canberra, 9-10 August, and to be addressed by Professor Hans Joachim Schnieder, Department of Criminology, University of Westphalia.
- Policing Political Violence. Canberra, Thursday 12 August, to be addressed by Dr Richard Clutterbuck, a distinguished British military officer and (in recent years) academic, who has established a world-wide reputation for his teaching in international politics and the media. He will be lecturing on (a) Comparative Studies: Policing Terrorism (U.K., German and Italian approaches).
(b) Violent Demonstrations: Causes, Aims, Techniques and Policing.
- Review of Current Trends in Police Research — Australian and Overseas — Canberra, 20 August.

Major contributors will be Professor David H. Bayley, Graduate School of International Studies, University of Denver, and Professor Duncan Chappell, Department of Criminology, Faculty of Inter-Disciplinary Studies, Simon Fraser University, Canada.

- The Current Status of Criminological Theory — Canberra, 31 August. To be addressed by Professor Shlomo Shoham, Faculty of Law, Tel Aviv University.

In the meantime meetings have been held with key people to commence planning for further seminars before the close of the calendar year on:

- Shopstealing, scheduled for 9-12 November 1982, in collaboration with the Australian Retail Traders Association of N.S.W. A major contributor will be Mr Dennis Challinger, Department of Criminology, University of Melbourne, who has recently completed further research into this perennial problem.

OVERSEAS VISITORS

Two overseas visitors spent brief periods at the Institute during April.

Mr Frank Muldoon, Q.C., President of the Law Reform Commission of Canada arrived on Thursday 15 April.

On Tuesday 27 April, Dr James Austin of the National Council for Crime and Delinquency, San Francisco visited the Institute accompanied by Dr Gary Coventry of the Victorian Institute of Secondary Education.

While at the Institute, Dr Austin gave an address to the Research Staff on his current research which is primarily concerned with the control of the size of prison populations.



At left: A visitor to the Institute, Mr F. Muldoon, Q.C., President of the Law Reform Commission of Canada is welcomed on arrival by the Director, Mr W. Clifford

PUBLICATIONS

PROCEEDINGS OF TRAINING PROJECTS

- Seminar for Librarians in the Criminal Justice System* – \$2.00 (70c)
- The Conflict of Security and Rehabilitation in the 1970s* – \$1.70 (70c)
- Crime Prevention and the Community – Whose Responsibility?* – \$1.80 (70c)
- The Magistrates' Court 1976: What Progress?* – \$2.50 (\$1.20)
- Penal Philosophies and Practice in the 1970s* – \$2.65 (\$1.20)
- Planning and Policy for Crime Control Personnel* – \$2.45 (\$1.20)
- The Police Role in Juvenile Delinquency* – \$2.10 (70c)
- Legal and Law Related Education in Australia* – \$2.00 (\$1.20)
- Children's Rights and Justice for Juveniles* – \$2.00 (70c)
- Armed Robbery in Australia: Research, Information and Preventive Considerations* – \$3.60 (\$3.60)
- David Biles (Editor)
Review of Australian Criminological Research – \$2.75 (\$1.20)
- Maureen Kingshott (Editor)
Alcohol and Crime – \$3.60 (\$1.20)
- Jocelynn A. Scutt (Editor)
Violence in the Family – \$3.00 (\$3.60)
Rape Law Reform – \$4.00 (\$3.60)
- C.R. Bevan and A.J. Watt
Probation – Current Positions and New Directions – \$3.60 (\$1.20)
- John Walker
The Use of Computers in the Criminal Justice System – \$2.50 (\$1.20)
- Gael Parr (Editor)
Seminar for Librarians in the Criminal Justice System – \$2.50 (\$1.20)
- P.N. Grabosky (Editor)
National Symposium on Victimology – \$6.00 (\$3.60)

REPORTS ON TRAINING PROJECTS (No Charge)

- C.R. Bevan
Progress in Crime Prevention in Papua New Guinea
- David Biles
Crime Prevention in Developing Areas
- Philippa Chapman
Youth and Social Control
- William Clifford
Western Australian Government Symposium on Criminal Justice Policy
An Approach to Aboriginal Criminology
Evaluation in the Criminal Justice Services
- Mary Daunton-Fear
Women as Participants in the Criminal Justice System
- Col. G. Draper
Crime and Delinquency in Urban Areas
- Mark Filan
Police Training in Australia
- M.A. Kingshott
Juvenile Residential Care
Alternatives to Imprisonment
- John Newton
The Magistrates' Court: 1975 and Beyond
- John P. Noble
Women as Victims of Crime
- Denbigh Richards
Crime Prevention: Planning and Participation in Geelong
- Bruce Swanton
Criminal Justice Research Methodology
- Arthur Veno
The Psychologist in Criminal Justice: An Australian Perspective

OTHER PUBLICATIONS

- David Biles (Guest Editor)
Journal of Drug Issues, Vol. 7 No. 4, Fall 1977, Drug Issues: An Australian Perspective – \$5.00 (\$1.20)
- David Biles
The Size of the Crime Problem in Australia – No Charge
The Size of the Crime Problem in Australia (2nd edition) – No Charge
Criminal Justice Research in California – \$2.00 (\$1.20)
- W. Clifford
How to Combat Hijacking – No Charge
Policing a Democracy – No Charge
- W. Clifford and L.T. Wilkins
Bail: Issues and Prospects – \$2.20 (70c)

reporter

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