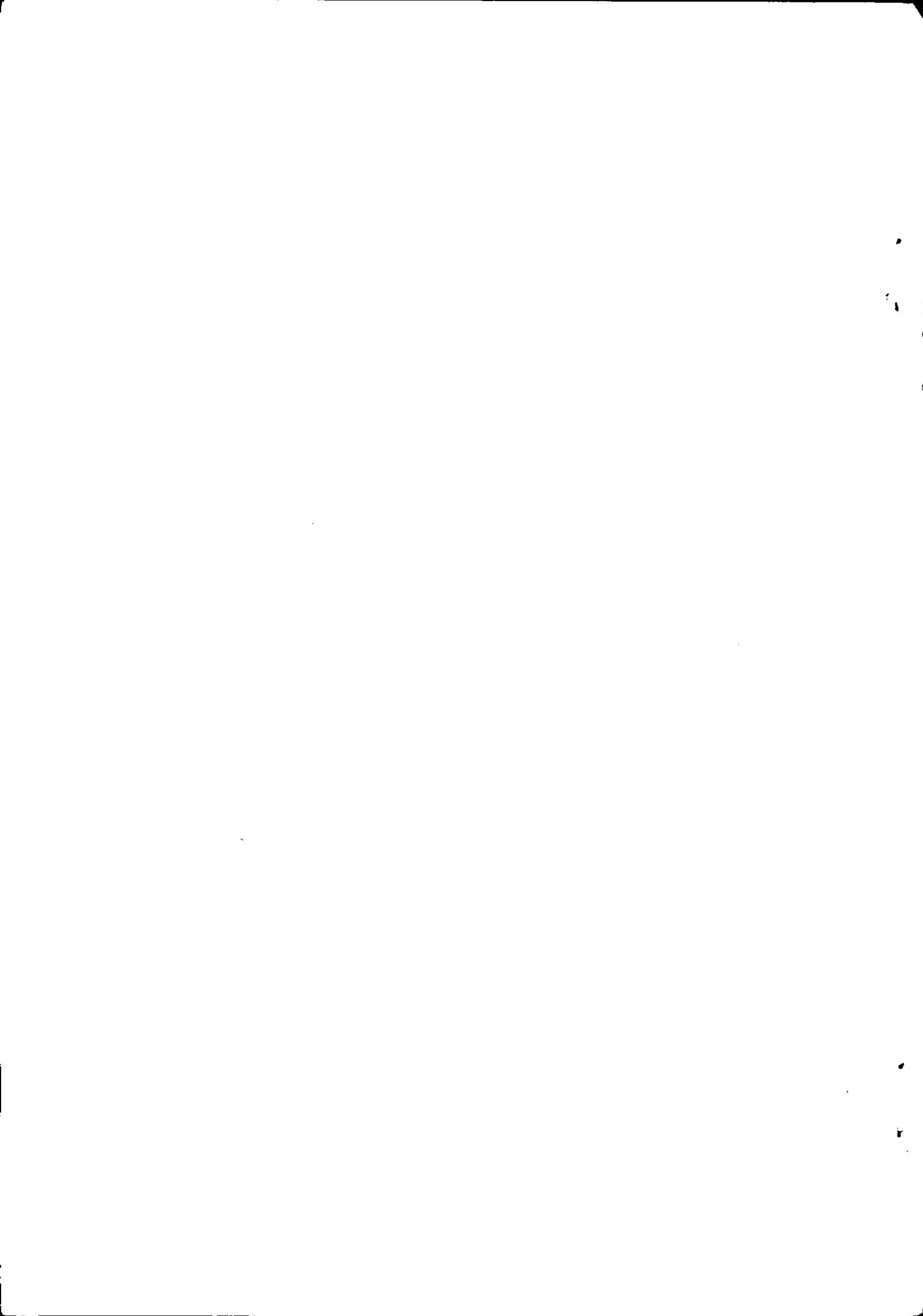


report on training project no.18

CRIME PREVENTION IN  
DEVELOPING AREAS

by  
David Biles

australian institute of criminology



**CRIME PREVENTION IN  
DEVELOPING AREAS**

Port Moresby, Papua New Guinea  
7-11 July 1975

Report by  
David Biles

AUSTRALIAN INSTITUTE OF CRIMINOLOGY  
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## INTRODUCTION

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The seminar 'Crime Prevention in Developing Areas' was conducted by the Australian Institute of Criminology in conjunction with the Department of Law of Papua New Guinea at the University of Papua New Guinea, Port Moresby from 7 to 11 July 1975. The proposal for a seminar arose from a request made by the Chief Minister of Papua New Guinea in March 1975 for Mr. W. Clifford, Director of the Australian Institute of Criminology, to visit Port Moresby and to report on the state of crime in that city. Subsequently a report was submitted and plans made for a follow-up seminar.

The seminar, for the purpose of which the Australian Institute of Criminology invited and paid for Professors Clinard and Rios to come from the U.S.A. and Brazil respectively, consisted of plenary sessions and small workshop discussion groups. In the plenary sessions, lectures were given by these international experts and reports were presented from seven local organisations. This input of ideas was designed to stimulate and assist the five discussion groups to write reports incorporating positive suggestions for crime prevention in Papua New Guinea. These discussion group reports are the major outcome of the seminar and are reproduced here in full after the outline of the plenary sessions. A summary of the major recommendations made by the discussion groups is also included in this report.

The seminar was attended by ninety-two participants who comprised magistrates, senior police officers, correctional administrators, welfare officers and representatives of relevant government departments and other organisations. Apart from the registered participants, who are all named in Appendix I, all plenary sessions of the seminar were open to the public and the total audience was frequently over one hundred and fifty people. The detailed programme of the seminar is given in Appendix II.

The seminar was given extensive coverage by the National Broadcasting Commission and by the Port Moresby 'Post Courier'. Press clippings from the Post Courier are included in Appendix III.

## OUTLINE OF PLENARY SESSIONS

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The seminar was formally opened by the Acting Chief Minister Sir Maori Kiki, who welcomed the members of staff from the Australian Institute of Criminology to Papua New Guinea and suggested that it should perhaps be a South Pacific institute in view of the assistance Papua New Guinea and other countries were receiving from it. Sir Maori Kiki urged the participants at the seminar to formulate constructive suggestions for crime prevention and he wished the seminar well in its endeavours.

The real work of the seminar started with an inspiring lecture by Professor Marshall Clinard, a world expert on comparative criminology who has made a particular study of crime in developing countries. Professor Clinard pointed out that over three-quarters of the world's population were living in developing countries and that nearly all of these countries had problems with increasing crime. Professor Clinard underlined the main theme of the seminar when he said that increasing education, industrialisation and urbanisation, which were aspects of the process of development, did not in any way prevent crime.

These factors he said caused crime. He went on to suggest that the rapid increase in crime associated particularly with urbanisation can become so serious as to undermine the benefits of Independence.

In a later lecture, Professor Clinard made numerous suggestions for minimising the impact of crime associated with development. He urged that the increase of city sizes must be controlled and that adequate street lighting, security systems and policing were essential. He also stressed the significance of education and squatter settlements to the crime problem. His two lectures undoubtedly set the seminar on an appropriate course in its deliberations.

After the project director had delivered a paper stressing the integrated nature of a total crime control policy, a magistrate, Mr. M.L. Mackellar, presented some of the preliminary results of research that he is undertaking into the problem of breaking and entering in Port Moresby. This research is funded by the Criminology Research Council, a body established in conjunction with the Australian Institute of Criminology, and the final results are likely to be of very great significance to the development of a crime control policy. Not all of Mr. Mackellar's preliminary results were in agreement with the observations of Professor Clinard on crime in other developing countries, but it was agreed by many speakers that much more criminological research of this type was needed in Papua New Guinea.

The second major contributor to the seminar was Mr. William Clifford, Director of the Australian Institute of Criminology. Mr. Clifford pointed out that the seminar was unique, as never before had criminologists entered directly into social and economic planning in a developing country. He saw the need for long-term involvement of criminologists in this work. Mr. Clifford stressed the relevance of child care and education policies to crime prevention and also discussed the relationship between customary and imported law. He suggested that the use of restitution as a penalty was well suited to the traditions of Papua New Guinea and he also urged that consideration be given to the establishment of a probation service. He, like other speakers at the seminar, advocated the establishment of a Crime Commission which would be made up of representatives of each of the relevant criminal justice agencies.

The third international expert was Professor Arturo Rios, who gave two lectures on the development and social structure of squatter settlements in Brazil. He stressed that squatter settlements did not necessarily lead to high crime rates, as they developed their own informal means of social control which prevented deviation from the norm. Professor Rios also outlined a number of techniques that could be applied to make positive use of these settlements once they had been established.

Apart from the lectures by visiting experts, the seminar was greatly assisted by papers prepared and presented by Papua New Guinea organisations. These were the Corrective Services, Magistrates, Police, Welfare, the Law School of the University, the City Council and the Law Reform Commission. These papers, which are too lengthy to summarise here, were most ably presented by Glen Sutton, Andrew Maino, Ila Geno, Karona Augerea, John Griffin, John Banono and Francis Iramu.

The seminar was also assisted and honoured by the presence of the Chief Justice of Papua New Guinea, the Lord Mayor of Port Moresby, the Dean of

the Law School of the University of Papua New Guinea and by many other distinguished persons who acted as chairmen for plenary sessions and also actively joined in discussions.

The work of the seminar did not end with the formal closing ceremony on Friday, 11 July 1975 as steps were taken immediately by officials from the Department of Law to consolidate the recommendations of the discussion group reports which follow. Also the staff of the Australian Institute of Criminology have indicated through their Director, Mr. Clifford, that they would be most willing to provide further assistance if required in the future. In particular, the Institute would like to give some practical assistance in the urgent task of establishing a comprehensive system for the keeping of criminal justice statistics in Papua New Guinea.

The Institute came to Papua New Guinea with one simple aim in mind. This can be expressed in one sentence - we would like to help you prevent crime in your country. That sentence in Pidgin reads 'Mipela laik helpim yupela long pasim olkin brukim law long dispela hap bilong yupela'.

## REPORTS OF DISCUSSION GROUPS

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### GROUP 1 (Recorder: F. Iramu)

#### 1. Input into the courts

We are gravely concerned at the implications of the suggestion that the police should tailor their activities to the needs of the courts or any other organisation. We consider that society is entitled to have the police function performed in the proper manner and we draw attention to the fact that the Legislature has decreed that the majority of infractions of the Traffic Regulations be dealt with by 'on the spot fines'. If it appears that a substantial proportion of people refuse to pay these fines something should be done about it, to make the legislation work.

In regard to cases which should come before the courts we point out that in many places it used to be a feature of life that elderly members of the RPNGC were stationed at the courthouse for the purpose of 'sorting out' the cases, evaluating the charges on the grounds of seriousness and the liability of the offender to 'make trouble' again. Even where members of the RPNGC were not employed to tear up the papers in the unnecessary cases the fact is that, until recent years, it has been traditional that most cases did not come to the courts unless the Elders were unable to deal with them, in law or in fact. The group considers that there is a clear necessity for this 'sorting out' process to be reinstated so it recommends:

- (a) that the Government ascertain, as a matter of urgency, the true leaders of the various groups of people in each town and city;
- (b) that the Government invite such leaders to participate, on a paid basis, in an informal committee whose function it is to see if the people involved in petty 'crime' can be reconciled in a proper manner;

- (c) that only if such a committee is unable to reconcile the parties (or if it is clear that the alleged offence is too serious for informal disposal) should the police lay a charge.

## 2. The courts

Apart altogether from the question of 'input' there are deficiencies in the courts themselves so the group recommends:

- (a) that welfare officers (whose services are so valued by the Childrens Court) be posted to the Local Court and the District Court of main centres and instructed to assist all persons charged before those courts;
- (b) that the District Courts Act and the Local Courts Act be amended to enable magistrates (instead of imposing a fine or imprisonment) to
- (i) adjourn the case and place the convict on probation, with a reputable person nominated by the welfare officer, for a stated period;
  - (ii) order that compensation be paid to the victim by the convict or his relatives;
  - (iii) order the convict to do a stated number of days or half days of work of a civic, social or community nature.

## 3. The police

The group considers that much of the problem facing the community arises because the police (no matter how willing its members are to perform their proper function) have got away from the traditional situation where the mere wearing of the police uniform conferred status and when its members were expected to investigate offences, and did so exceedingly well.

Apart from insisting that those old days and ways return the group considers that the police should all be especially trained to regard themselves as citizens first and foremost and as experts in traffic, juvenile relations, criminal investigations, etc., only as a secondary matter. It is only to the extent that the policeman is a good citizen that he can expect loyalty and cooperation from other citizens.

Unless a policeman is known by the people of the area, and unless he knows the people of the area, he cannot be an efficient policeman. We consider it essential that there be a police station, manned on a 24-hour-a-day basis, in each settlement and community and that policemen on beat duty should spend a sufficient period there to get to know the people.

The group views with alarm the situation (which it is alleged has begun to exist) where children are arrested and held without their parents and the welfare officers being immediately informed of their arrest. Apart altogether from the rights or wrongs of such action the result must, necessarily, be disastrous from the point of view of public relations. Other relevant matters are:

- (a) Much of the present anti-police attitude is due to the fact that a wrong value has been put on the importance of telephone exchange operators. The result is that, when a citizen rings in a state of agitation due to what, to her, is a grave emergency, there is frustration instead of communication. For this reason we recommend that the operators be chosen because of their expertise in police matters AND in the major languages, Pidgin, English and Motu;

- (b) In view of the fact that stolen property is seldom recovered and yet it must amount to many thousands of kina (there were four or five instances in the past year where over K.7,000.00 was said to have been stolen), and in view of the fact that it is alleged that, except in the 'food and lollywater' cases, there is usually a non-juvenile participant who is often not apprehended, we recommend the immediate reinstatement of the Police Juvenile Squad which was so successful in 1971, 1972. In regard to the Police Juvenile Squad we consider that
- (i) since the population under 21 is a very substantial part of the total population this specialist group should be made a career service with full opportunity for promotion to the highest ranks of the RPNGC while remaining within the 'juvenile' service with its quasi-welfare orientation;
  - (ii) this 'quasi-welfare orientation' is absolutely essential if the police are to perform their function of preventing the creation of criminals so only those policemen who have the patience and the simpatico which enables them to deal with juveniles without arrogance, mawkishness or spinelessness should be allowed to remain in this specialised career service;
  - (iii) when the squads regain the confidence of the community we hope that their officers will begin to exercise the 'discretion' which their counterparts exercise in Australia and England. There is, however, one 'discretion' which we feel they should not exercise in this country. Elsewhere, it is common for policemen to inflict corporal punishment on an erring child to teach him a lesson. He should not do it here because it would be destructive of the whole purpose which the creation of the squad was intended to achieve.

For much the same reason the concept of 'curfew' would be counter-productive. If it is restricted to juveniles it will only intensify the bad relations which already exist and so create crime. Moreover, improved relations between the police and the community would eliminate any need for curfew.

#### 4. Juveniles

We consider that the present definition of 'child' is inappropriate. We recommend that puberty and the age of 21 be the two dates and that

- (a) if a person has not attained puberty he has an absolute right to be dealt with by the Childrens Court if arrested on any charge except wilful murder, murder and rape and
- (b) between puberty and 21 a defendant should be dealt with by the Childrens Court if a magistrate feels that some good purpose would be served by doing so.

The group also considers that there is much merit in the concept of a National Youth Service but points out that there are two other facts in regard to which it considers that immediate action should be taken:

- (i) the absolute necessity that the child of parents whose duty requires them to live away from the traditional lands should spend a sufficient time learning, in situ, the location and particularities of his land so that he and his childrens' children will be properly prepared to inherit and use it;

- (ii) the desirability that those children who have a tendency to fear or disparage village life because they have been reared in the cities should experience life in their parents' village with their kin.

We consider that there is urgent need that action be taken to fill these needs and we recommend that, apart from any measure taken to send such children 'back home', the time so spent be counted as National Service.

#### 5. Miscellaneous

We consider that, apart from the low 'solution rate' for breaking and entering offences the two main causes in regard to which there is a simple solution are:

- (i) the ease with which people can get into most buildings. We recommend that it be law that all new buildings be designed and built with the requirements of security against burglary fully borne in mind;
- (ii) the fact that it is the houses where there are no resident neighbours that are most often invaded. We recommend that the Government reconsider, as a matter of urgency, its present proposals that all existing structures which were built to house domestic servants be demolished.

We feel that it is not our province to recommend what should be done to render existing structures burglar-proof but we do recommend that the insurance companies be approached and asked to reduce their premiums where the householder or storekeeper has installed adequate security measures.

We also consider that much of the problem is caused by the fact that there is no adequate policing of the licensing laws and that the large size of the existing public bars makes true policing impossible. We recommend that the existing law be changed to allow for a large number of small bars which can cater for the drinking public on a selective basis. And we recommend that the existing large bars be phased out of existence.

We also recommend that, in order to make a section of the proposed Summary Offences Bill effective, 'drying out centres' be set up in the main towns to rehabilitate people.

Finally, we recommend that a Standing Committee be set up in each town to investigate and report on the current problem of crime and that it consist of a representative nominated by

- (i) the District Commissioner or his delegate
- (ii) the magistrates of the town
- (iii) the police
- (iv) the Welfare Officers (both Government and Mission)
- (v) Corrective Institutions or Mental Health authorities.

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#### GROUP 2 (Recorder: S. Goava)

Our group believes that urgent measures must be taken to control crime and that this involves changing existing laws and making the public understand the law.

We recommend as follows:

1. As an alternative to prison, the person convicted may choose to perform public work for the community on a reduced sentence. At the end of this time the council he is working for or the parole officer must report to the court. If his work is satisfactory he is released, otherwise he serves the full sentence in prison. Similarly, week-end work is recommended.
2. Taking into account the seriousness of the crime, first offenders should be given a second chance on a good behaviour bond with the court having power to impose restrictions such as forbidden places or areas etc.
3. Due to the doubtful applicability of age laws in Papua New Guinea, magistrates should be given discretion to declare that a person be treated in the District Court or the Childrens Court. This discretion may be reviewed when better records are kept in Papua New Guinea.
4. More formal registration of names should be introduced in Papua New Guinea to assist in identifying offenders.
5. For children who cannot be controlled, Papua New Guinea requires more children's institutions where the young person will learn useful trades.
6. Physical punishment should be able to be ordered in the court and it should be done publicly in the person's own village or settlement (if homogeneous). The consent of the parents is not necessary but they may be allowed to give the punishment. In heterogeneous settlements the punishment may be administered privately by the court with a warning that next time it will be public.
7. Hearsay evidence should be admissible in court but the magistrate decides which evidence is reliable.
8. In the Childrens Court no lay member should be required although any interested person should be encouraged to assist the court.
9. Adjournments of the court should be fully explained to the public and kept to a minimum.
10. That we believe in the years following Independence crime is going to become a far greater problem in major cities than it is now and that this justifies the immediate setting up of a Standing Committee on crime consisting of between 5 to 10 permanent members, to fully investigate present and future crime problems and recommend to the Government the measures it should adopt to prevent and minimise these problems; such committee to reconvene from time to time.

11. That a Probation and Parole service be created now, making use of voluntary as well as paid workers. Educational qualifications should not be required for all probation and parole officers. They should be selected for their personal characteristics.
12. We recommend that compensation instead of a fine can be ordered to be paid by way of punishment to any victim of an offence who suffers damage to person or property. The court should have the power to order the payment of compensation by the offender and also his parents and to order a prison sentence in default of payment.
13. That an anti-corruption law be enacted providing for extremely severe penalties for all types of corruption. This law should also give extremely wide powers of investigation to the police when they are investigating an allegation of corruption. The law should be in explicit terms so it can be clearly explained to the people.
14. We have not had time to be specific but support the following:
  - (a) Better Government and private security measures being taken.
  - (b) An improvement and change in role for our Police Force.
  - (c) Citizen participation in community involvement.
  - (d) Youth participation in community affairs.

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GROUP 3 (Recorder: K. Lofena)

General Policy Recommendation

That this seminar, though recognising present and probable future financial restraints, should insist that the Government reconsider its priorities to give proper recognition to the fact that Papua New Guinea's most valuable asset is the human person.

The Government must therefore, as a primary priority, make available money and manpower directed not only to crime prevention, but to an increase in the physical and psychological security of the community as a whole.

The seminar should express its total dissatisfaction with the Government's previous policies and strategies in this area.

Specific Recommendations

1. To give concrete evidence of a new policy and approach, would entail a governmental recognition of the fact that the existing structure and charter of the Department of Welfare is inadequate to the task.

The present establishment and organisation does not permit of sufficient identification and resolution of particular problem areas which are therefore neglected.

We would recommend a structure that would recognise delinquency as a specific area requiring the commitment of specialists and support structures and who had no other charter.

We feel that the present training programme for Community Development Officers is too case orientated.

They should therefore be trained as the trainers and the organisers of citizens, involved in social control structures. Their job should be to identify these community caretakers; to organise them, to advise and on their behalf report back to Government on their legitimate needs.

2. The seminar strongly supports the policy of a National Youth Service.

We are not offering a detailed blueprint, since there are many models available. We do regret the Government's slow adoption of the recommendations already offered by Dr. Guise. We also feel that the Government has not given a genuine commitment to the continued survival of the existing youth services, such as the Young Christian Movements, Boy Scouts, Girl Guides and the like.

As a special case we would like to spotlight the Association of School Leaver Centres and recommend them as a model for application in other districts.

We would point out that the efforts of such community generated attempts to assist youth can be frustrated while the Government continues to apply arbitrary academic barriers to a large number of government positions and most promotions.

3. That the Government move rapidly to effect the formation of a probation service within the Department of Welfare and a parole board within the Department of Law. Probation officers should in the main be right-minded and responsible citizens, not only because this gives effect to the principle of community involvement, but because experience and research has demonstrated that personality is more important than training in this endeavour.
4. We consider that the existing complex rules of procedure and of evidence that govern the courts, frequently appears to defeat the ideal of social justice. The people cannot see justice in many of the decisions that result from the application of these rules, nor can they understand them.

We recommend the Law Reform Commission to review these court procedures and rules of evidence more particularly as they are applied in the local and district courts.

In this regard, we support and encourage the application of the village court system to homogeneous groups in urban areas.

5. We consider that clan fighting is a tradition as old as the history of the country and not a simple phenomena of the times. It is imperative therefore that the Government take strong and positive action in the mediation and control of such disputes.

We support the recommendations of the Commission of Enquiry into Tribal fighting and particularly endorse those recommendations contained in pages 4 and 5 of the paper presented by Inspector Geno to this seminar.

6. We have been dismayed to learn from the papers presented and the comments made, at this seminar, that no adequate crime statistics for Papua New Guinea are available, nor has the necessary data ever been compiled.

It is obvious that without such statistics we can never diagnose or treat the social illness that has been called 'our law and order problem' and without such statistics many of the comments and considerations of this seminar will be reduced to idle speculation.

Statistical material must be impartially and competently collected and be available to those who have a right to know the facts.

7. The Law Reform Commission pay particular emphasis to:
  - (a) a revision of the criminal code with a view towards:
    - eliminating criminal offences that are not relevant to the situation of Papua New Guinea
    - including and increasing the severity of those criminal offences relevant to the situation of Papua New Guinea;
  - (b) undertake a revision of court procedure that is more meaningful and understandable to the people;
  - (c) revise legislation relating to juvenile offenders;
  - (d) determine a more adequate system of penalties for criminal offences with particular attention being paid to compensate to the victim by the offenders.

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GROUP 4 (Recorder: Andrew Dambui)

The participants of Group 4 recommended the following points for action:

1. Probation System - That a Probation System be set up. Courts be given more varied powers to deal with offenders rather than imprisonment. For example, suspended and part suspended sentences; work release and week-end detention. Also powers for the court to award punitive compensation by the offender to the victim instead of a fine.

2. National Youth Service - That a National Youth Service be set up. In order to train them to be good citizens and encourage national spirit in the development of their country.
3. Efficiency and the Public Image of the Police to be improved - This could be assisted by -
  - (a) Identity cards be issued to all permanent and temporary residents in the urban areas.
  - (b) Block grouping of families in the urban areas for their security.
  - (c) More security lights in every private home and business premises.
  - (d) Greater increase in the amount of street lights.
  - (e) Freer admission by the courts of confessions taken by police.
  - (f) Educating people of their rights and obligations in relation to criminal law in the urban areas. To this end full use should be made of media, schools, councils, missions and government departments.
  - (g) Members of the Police Force be housed as far as possible amongst the general communities instead of in barrack areas.
  - (h) More police personnel could be actively involved in community development projects and other community affairs.
4. Establishment of National Crime Control Board - The Board to be composed of officers presently working within various departments and including the Justice Minister and the Minister for Police and representatives from other interested organisations. The purpose of the Board is to continually review the crime situation and make recommendations and report to the House of Assembly. The group suggested use could be made of groups of students and other volunteers to make crime surveys in certain areas.
5. Provision of More Housing for Employees - In urban areas with particular emphasis being given to private enterprise employers to reduce over-crowding.

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GROUP 5 (Recorder: Andrew Maino)

We suggest that the following ideas put forward may be of importance for consideration:

1. Police Role - That the police are not greatly loved by the community. This is largely due to the heavy-handed approach of the police when dealing with the people. This approach had been encouraged during training.

It was suggested that the police should make greater efforts to get back in touch with the people and change their methods of handling people.

That visiting lecturers should attend police training, advising the trainees their roles when they come out and handle the community. Lecturers may be from Welfare Officers, Community Officers, Magistrates etc.

It is also suggested that the police should become more aware of and more prepared to operate with the assistance of the traditional authorities in villages or the people in authority in settlements.

2. Juvenile Training in Confinement and Adults - That follow-up services be conducted jointly by the Welfare service and religions. That while a juvenile or adult is confined relatives should save an amount weekly and when released enable him to obtain a Government material loan to carry on what he has learned. That certificates be issued to detainees who are qualified tradesmen such as carpenters, bricklayers etc. These certificates should not show the place of issue.
3. Community Centres in Settlements - That these recreation centres be encouraged to be used daily. It is suggested this will enable the juveniles to be occupied and may be a way in the prevention of crime. That lecturers go to these centres and give lectures, so as to show to the people in these settlements that they are not neglected. Lecturers could be as in (2). Further, college and university students should play a role towards their less fortunate countrymen.
4. Watch Dogs - It is suggested that each resident should make every effort to keep a watch dog.
5. Security Wire Fences and Houses - It is suggested strongly that residences be fenced with security fences prior to the occupants moving into the houses. The fences should be at least four and one half feet high.
6. Security of Vehicles - It is suggested that vehicles have steering locks and burglar alarms installed.
7. Expert Advice - It is suggested that the Papua New Guinea Government should consider the possibility of engaging Professor Clinard for a period as a consultant in relation to the question of prevention of crime. It would be of great value to this country, as Professor Clinard is seen to be a man of great knowledge in this field.
8. It is suggested that the community play their part in the prevention of crime, that is, by not displaying valuable goods in windows and shelves of shops and supermarkets, and to ensure security to their homes and vehicles. That they extend their interest to those who feel ignored or neglected and show them that they are a part of the community.

9. It is suggested that the Government take steps in repatriation of unemployed personnel to their home villages.
10. That the Housing Commission cease encouraging further re-settlement within urban areas. That applications for settlements be restricted to semi-skilled or skilled personnel, to avoid the increase of unemployment. That plantation owners repatriate any personnel employed after determination of a term or more importantly, when dismissed, as he would then be unemployed and have no skill other than a rubber tapper or a coconut husker.

### SUMMARY OF RECOMMENDATIONS

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The major recommendations for the prevention of crime in Papua New Guinea incorporated in the foregoing reports are as follows:

1. Police efficiency must be improved.
2. A police juvenile squad should be established.
3. Police activity should include general community development.
4. A probation and parole service should be established.
5. The physical security of houses and public buildings must be improved.
6. The quality of street lighting must be upgraded.
7. Drying-out centres for drunks should be established.
8. A Crime Commission or Standing Committee on crime should be established.
9. The dividing line between the jurisdiction of adult and childrens courts should be based on evidence of puberty for both males and females.
10. The wider use of compensation to victims as a penalty is recommended.
11. Anti-corruption laws should be written and rigorously enforced.
12. The village court system should be extended into suburban and settlement areas which are homogeneous in nature.
13. Statistics of the incidence of crime and criminal justice activities should be improved on a national basis.

14. Consideration should be given to the establishment of a National Youth Service.
15. The development of community centres in settlement areas should be extended.



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A. Kipalan

M.K. Kisokau

K. Lofena

M. Loi

M. Mackellar

C. Malaisa

H. Mina

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K. Augerea	

## ADMINISTRATIVE COLLEGE

B. Mellor	Senior Lecturer Legal Studies
C. Vass	Principal Training Officer
J. Millott	Lecturer
D. Kinkaid	Lecturer
D. Rowe	Lecturer

## DEPARTMENT OF PUBLIC HEALTH

J. Daure	Executive Officer (Health Resources)
W. Moi	Assistant Director (Mental Health)
M. Saott	Pathology Registrar Port Moresby General Hospital

## CORRECTIVE SERVICES

A. Siure	Assistant Commissioner (Institutions)
A. Dambui	Acting Senior Correctional Officer (Administration)
M. Jaran	Acting Senior Correctional Officer (Institutions)
G. Wai Avina	Acting Correctional Officer Grade 2 (Institutions)

## CORRECTIVE SERVICES (cont'd)

K. Serupi	Acting Correctional Officer Grade 2 (Administration)
G. Sutton	Senior Staff Training Officer

## CITY COUNCIL

Mahuru Rarua-Rarua	Lord Mayor
A. Ivaraoa	Councillor
L. Kavaua	Prosecution Officer
John Banono	Community Development Officer

## UNIVERSITY

Professor J. Griffin	Associate Professor of Law
D.O. Boston	Senior Lecturer, Faculty of Law
P. Fitzpatrick	Senior Lecturer, Faculty of Law
M.J. Donaldson	Lecturer, Sociology

## DEPARTMENT OF THE PUBLIC SERVICE BOARD

C.P. Symons	Psychological Services Branch
C. Joyce	Psychological Services Branch

## HOUSING COMMISSION

M. Tomutnaram	Secretariat
C. Nolan	Research Officer

## CATHOLIC CHURCH

Fr W. Liebert	Superintendent, Boys Town, Wewak
Brother William	Welfare Officer, Family Services

## SALVATION ARMY

Captain K. Bogagu	Assistant to Provincial Headquarters, Port Moresby
Captain M. Ali	

AUSTRALIAN INSTITUTE OF CRIMINOLOGY,  
STAFF IN ATTENDANCE

A. Watt

W.W.A. Miller

Mrs L. Ellis

Mrs M. Chatillon

SEMINAR PROGRAMME

APPENDIX II

TUESDAY 8 JULY 1975

- 9.00 AM PAPER: Professor M.B. Clinard  
'Some Basic Issues in Crime Prevention for  
Developing Countries' (1)
- 10.30 AM PAPER: Mr D. Biles  
'A Framework for Crime Control'
- PAPER: Mr M.L. Mackellar  
'A Research Project for Crime Prevention  
in Port Moresby'
- 1.30 PM PAPERS PRESENTED BY: Magistrates and Police
- 3.00 PM Group Workshops
- 8.00 PM PAPERS PRESENTED BY: Corrective Services  
and City Council
- 

WEDNESDAY 9 JULY 1975

- 9.00 AM PAPER: Professor M.B. Clinard  
'Some Basic Issues in Crime Prevention for  
Developing Countries' (2)
- 10.30 AM PAPERS PRESENTED BY: Law Faculty and  
Social Welfare
- 1.30 PM Visits of Inspection to Corrective  
Institutions and Police Training College,  
Courts, Squatter Settlements and Police  
Stations
-

THURSDAY 10 JULY 1975

9.00 AM PAPER: Mr W. Clifford  
'Crime Prevention in Developing Areas'

10.30 AM PAPER: Professor A.J. Rios  
'Possible Solutions to the Problems of  
Unauthorised Settlements in Towns' (1)

1.30 PM BALANCE OF PAPERS: Law Reform Commission

3.00 PM Group Workshops

8.00 PM PAPER: Professor A.J. Rios  
'Possible Solutions to the Problems of  
Unauthorised Settlements in Towns' (2)

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FRIDAY 11 JULY 1975

9.00 AM Panel of Visiting Experts

10.30 AM Preparation of Workshop Group Reports

1.30 PM Plenary Session

3.00 PM Workshop Reports  
Summary Report  
Presentation of Certificates  
The Honourable Chief Justice  
Mr Justice Frost  
Close

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Post-Courier - Thursday, 3 July 1975

## Crime talks start soon

**A seminar on crime prevention in new urban areas will start at the University of Papua New Guinea on Monday.**

Local and world crime experts will speak at the five-day seminar.

The seminar is being run jointly by the Department of Law and the Australian Institute of Criminology.

Visiting world experts will include the Director of the Australian Institute of Criminology, Mr W. Clifford,

Professor M. B. Clinard from the United States and Professor A. J. Rios from Brazil.

The Justice Minister, Mr Olewale, said the seminar was the first of its kind in Papua New Guinea.

The Government hoped the exchange of knowledge and experience would help find ways to combat Papua New Guinea's law and order problems, he said.

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● Sir MAORI KIKI

## COMMUNITY SENSE COULD HELP

The strong community sense behind PNG national life may be the means of developing an effective criminal justice system to deal with new problems, the Acting Chief Minister, Sir Maori Kiki says.

He was speaking yesterday at the opening of a seminar on crime prevention in developing areas.

The five-day seminar is being attended by

crime and law experts from PNG and overseas.

Sir Maori said that in PNG's growing towns and cities, the ties that bound an individual to his traditional group had been loosened.

"We have thus the beginnings of a problem without the machinery to deal with it effectively," he said.

He said the previous

administration with lack of foresight had failed to consider that social controls must match the upsurge of urban growth.

This had created a potentially dangerous situation.

"Our Government hopes to avert that situation and we believe this can be done," he said.

# More information on crime needed

More information on the volume and nature of crime is necessary, according to a leading criminologist.

The information had to be gained before crime prevention could be effective in PNG, according to Dr D. Biles, of the Australian Institute of Criminology.

Dr Biles is project director of the seminar on crime prevention in developing areas, now being held at the University of Papua New Guinea.

Dr Biles said there was no comprehensive study on crime available in Papua New Guinea.

Drawing conclusions on short term studies was unsatisfactory, he said.

A comprehensive picture of the break and enter problem was needed to get to terms with possible prevention methods, he said.

### Injection of expertise

Dr Biles said one of the seminar's aims was to provide an injection of expertise to assist local authorities with their work.

He hoped the seminar would have a practical value for the everyday problems of dealing with crime.

A report on the seminar's findings will be made public he said.

Dr Biles said that many established methods of dealing with juvenile delinquency had been proved unsatisfactory in other countries.

Youth clubs based on a formal approach to youth work tended to attract people who were not delinquent.

To be successful these clubs had to become more informal.

### Concept has to change

The concept of the welfare officer had to be changed.

He had to be accepted by the gang members as a friend and not an authority figure, he said.

Juvenile delinquents were no more or less intelligent than their contemporaries, he said.

But there was a great educational difference.

Most delinquents tended to do badly in school and were rebellious to authority, he said.

Most developing countries have found rapidly rising crime rates caused mainly by the breaking down of traditional patterns of behavior, he said.

### Authority removed

"Living in a village is virtually like living in a prison."

But when the village person moved to a city that authority was removed.

"The aim of the seminar is to tackle these problems before they get out of hand," he said.

Dr Biles said a high clear-up rate of offenders, around 90% is more effective as a crime preventative than hard jail sentences.

"It lets the criminal know its a losing game," he said.

Post-Courier - Wednesday, 9 July 1975

# 'Burglars hit 2800 homes'

Housebreakings in Port Moresby could total 2800 a year, a Port Moresby magistrate told the Crime Prevention Seminar.

Mr M. L. Mackellar described this as incredible in relation to the city's population (now about 100,000).

He estimated this annual total from actual housebreakings reported in April and May.

In April there were 250 reported breakings and 226 in May, he said.

Mr Mackellar was outlining current research into burglary

and court work loads, a seven-month project which began in April.

The research group divided the city into 20 areas to try and pinpoint the locality of burglaries.

An index from April figures showed that Gordon had 44 breakings, almost twice the number of any other area.

Boroko, the city, and Korobosea, with totals around the 20 mark, were the next most seriously affected areas.

However, there were no reported burglaries at Gabutu.

Mr Mackellar said that 39% of the breaking offences were committed during private pay weekends.

Researchers first thought that the daily fluctuation in breaking offences was because of rainfall.

However, while this argument worked in relation to street offences, it did not hold true for housebreaking.

"It occurred to us that the low incidence of reported offences for many of the low-covenant suburbs might have been because of an absence of reporting facilities, rather than an absence of housebreaking offences," he said.

● Turn to Page 4

## 2800 HOMES ROBBED

● From Page 1

The researchers tested the accuracy of figures by making a sample survey of Sabama, which had reported four breakings in April and nine in May.

The survey confirmed the low incidence of breakings there.

Researchers thought the Gordon, Boroko,

Korobosea figures were fairly accurate because most householders there were insured, and to make insurance claims had to report burglaries to the police.

So far the survey had found that about 90% of burglaries involved the selective theft of food, drink, clothing and money.

"We have come across many instances so far when in the absence of food and money nothing at all was taken."

Until something was done about the unemployed stealing and housebreaking must continue, he said.

Stones or pocket knives were the only

implements needed for most housebreakings, the records showed.

"For as long as houses continue to be built in this breezy old-fashioned North Queensland manner they must remain attractive to burglars."

The distribution of houses in high crime areas was associated with the architectural problem, he said.

"Residents of low crime suburbs we have interviewed attribute their relative immunity to housebreaking to the closeness of friendly neighbors who can keep an eye on strangers."

"All the evidence so far indicates the disturbing fact that housebreaking gangs

are supplying an obvious community need — the redistribution of items of basic necessity from the haves to the have nots.

"As Melanesian custom is not to hoard wealth but to distribute it, there must be many benefactors to a single housebreaking act, and in their efforts to track down housebreakers, the police cannot expect to receive help from that section of the city's community which is in receipt of this clandestine form of welfare."

Post-Courier - Wednesday, 9 July 1975

# Immediate police action 'is answer'

Immediate police action is the only answer in reducing the crime rate, the Associate Secretary of the Village Courts Secretariat, Mr Andrew Maino, said at the Crime Prevention Seminar in Port Moresby yesterday.

"The crime rate can only be prevented if the police act immediately within minutes of a report and treat the report as an emergency, rather than a take action hours or days later."

He gave examples of incidents where he said police were too scared to act unless they had the numbers.

He said that in one case police had driven past a street riot at Hohola after being called to the scene but then stopped and booked a driver exceeding the speed limit.

Mr Maino said that by not attending immediately police encouraged people to commit crimes and as a result the community lived in fear.

The magistrates and the Government were also criticised by Mr

Maino for their role in crime prevention.

He called for magistrates to take a stronger line in sentencing, when necessary.

Mr Maino gave the example of the law and order problem in Mount Hagen in 1972-73.

"The penalties were harsh but it was the only means to prevent the crime rate and at the same time was acceptable to the community," he said.

For example a person charge of violence would be sentenced to three or four months hard labor, while in Port Moresby he might have received a K10 fine or one week's hard labor.

Mr Maino said the Government was also to blame for the crime situation because it encouraged resettlement which drew semi-skilled or unskilled people to urban areas.

"In urban areas, such as Port Moresby, crimes are usually committed by youths in the 14 and 19 years bracket," he said.

But the Children's Court process had not provided successful rehabilitative care for the offenders, Mr Maino said.

"Placing juveniles under the guidance of a religious community such as the Salvation Army or the Veimauri Boys' Home appears not to be the answer to rehabilitate the young offenders."

Mr Maino suggested a reappraisal of the methods of dealing with juvenile offenders, including sending convicted juveniles to institutions similar to adult prisons.

## CHANCES FOR CRIME ARE VARIABLE

Crime opportunities increased as society became more modern and sophisticated, an expert told the crime prevention seminar in Port Moresby.

The Assistant Director of the Australian Institute of Criminology, Mr David Biles, said the modern city was infinitely more crime-producing than the small village community.

In the city most people were strangers to each other, while in the village every resident was known to every other resident.

"The anonymous nature of urban life is undoubtedly a significant factor in providing opportunity for crime."

However, the number of opportunities for crime found in cities could be reduced.

"First and foremost it is essential that a sufficient number of police is seen to be on patrol in all areas where crime is likely to occur.

"It is also essential that adequate street lighting is provided, and that appropriately secure locks and other

security devices are used on all premises where goods of value are stored."

The modern approach to retail trading with open displays of goods also encouraged impulse stealing.

"We need to question whether this method of organising large shops is in the best interest of the total community.

"It is not satisfactory, it seems to me, for the storekeeper to argue that small losses from shoplifting can be compensated for raising the price of goods."

"The ease with which larceny can take place in that situation is likely to encourage the occurrence of theft in other situations."

The key concept in reducing the tendency towards social deviance was a sense of belonging.

If individuals felt they belonged to families or organisations they would not break the group rules.

"If people similarly feel that they belong to their country they

will not break the rules of the country," he said.

"The problem is of course to induce this sense of belonging."

The answer lay in child-rearing practices, educational philosophy and practice, social welfare, industrial organisation and the appropriateness of the political organisation and government of the country.

There were no simple solutions but education was probably the most important area of influence.

Post-Courier - Wednesday, 9 July 1975

# Police agree with liquor call

**Police support women in their call for more effective control over liquor sales, a police officer told the Crime Seminar yesterday.**

Inspector I. Geno, who presented a paper on behalf of the police force, said that although it was untenable to reintroduce prohibition, there was cause to limit the expansion of sources of supply.

He said the purchase of enormous quantities of liquor from tradestores in the past had been established as a significant factor in several serious crimes.

He said there was little doubt that prosecutions for offences such as drunkenness, fighting and assault, drunken driving and domestic disputes had increased as a direct consequence of the lifting of prohibition.

"Even restrictions of trading hours appear to have had little effect in reducing liquor associated offences," he said.

## Applications refused

The Liquor Licensing Commission has refused 16 licence applications in Rabaul because of growing

objections from women's groups and churches.

The applications were for storekeepers' licences.

The East New Britain District Commissioner, Mr Jack Bagita, said the commission considered that there were more than enough liquor licences operating at present.

Because of opposition to new licences, people wishing to apply should check with the Rabaul District Office, or police sta-

tion before building a liquor store.

## Licence granted

A restaurant licence to serve liquor with lically-prepared food has been granted to a Tolai in Rabaul.

The licence, the first of its kind in Papua New Guinea, has been granted to Mr Juniors ToWalit.

The licence is for a six months trial period.

Post-Courier - Thursday, 10 July 1975

## Village - type courts needed

A senior Port Moresby magistrate, Mr M. L. Mackellar, says that village-style courts could be a success in suburban Port Moresby.

They would be able to take the strain off police and existing courts for most minor street and civil offences.

"There is no doubt that the present case listings in the Boroko courthouse are cluttered with too trivial matters," he said.

He said that less important cases made up 40% of the total court listing.

Many of these were minor traffic offences.

"I cannot imagine that it makes much difference to the defendants in those cases who imposes the K10 fine, so such fines might just as well originate in a suburban village court."

This would give the local and district courts time and room to accommodate increased loadings of more serious offences.

Mr Mackellar said that introducing suburban village courts would certainly cost money, but it could cost even more to expand the already existing British-type court system.

"But whatever the Government decides to do, the simple truth is

that there is no point in asking the police to increase their arrest rate until the case clearance rate through the courts is increased first," he said.

Mr Mackellar said having more magistrates at the present would hardly improve the situation at all as there were only three court rooms and these could not operate simultaneously.

"Already some of our court support staff have worked for weeks on end without a full day off, and getting more support staff would only clutter up an already overcrowded office space," he said.

Mr Mackellar said that if police increased their arrest rate, the existing court facilities could probably not handle the resultant increased court case loading.

"Our lower court machine is already operating at maximum carrying capacity and before we can expect the police to make more arrests, we must either get a bigger court machine or simplify the court procedures," he

### Call for crime commission

The establishment of a crime commission has been recommended by three law lecturers in a paper at the Crime Prevention Seminar.

Associate Professor J. A. Griffin, Mr D. O. Boston, and Mr M. Z. Tufman, said the commission should make an overall review of the whole crime situation.

A comprehensive review of criminal law and procedure was required.

There was also a need for a review which considered not only government policy, but also available sociological and anthropological research, and the views of community leaders and church authorities.

"Sentencing provisions also call for review," they said.

"Maximum penalties, for example, should be realistic so as to give the court a real guide as to the policy of the legislature."

"There is much room for improvement in the police force, and serious consideration ought to be given to the formation of a national youth service."

Post-Courier - Thursday, 10 July 1975

# 'Crime statistics should be public'

Crime must be given much higher priority by the Government than it has in the past, three University of Papua New Guinea law lecturers told the crime Prevention Seminar.

They are Associate Professor J. A. Griffin, Mr D. O. Boston and Mr M. Tufman.

"There must be national planning for crime control," they said.

Crime statistics was one area which required immediate and urgent attention.

It was difficult to see how the police could operate with any sort of efficiency without statistics.

This must surely be necessary to plan the proper deployment of members by showing exactly what kind of manpower was needed in particular areas, they said.

Official records of crime were inadequate for research purposes, they said.

They were court statistics and did not adequately reflect the actual amount of crime.

## Index

### needed

"A much better guide to crime is an index of crimes reported to the police."

However, the lecturers said that only after persistent efforts were they

able to obtain any figures relating to crimes reported to police.

They were four years out of date.

"It is impossible to obtain better and more up-to-date figures because the police simple will not make them available.

The lecturers said their request to the Police Commissioner, for statistics to prepare their seminar paper was refused.

"Even Government departments are unable to obtain crime statistics from the police.

"The absence of ap-

propriate statistics and the unreasonable refusal by police to make such statistics as they have readily available to people legitimately endeavouring to work on various aspects of crime control has other consequences.

"In particular it means the courts do not have at their disposal adequate information relating to the prevalence of crime.

"It is a well established principle of sentencing that the prevalence of a particular crime should be taken into ac-

count in imposing sentence of a particular crime should be taken into account in imposing sentence.

"In the absence of proper statistics, judges and magistrates must fall back on inherently unreliable information, such as the number of occasions charges of the offence in question have been recently brought before the particular court of judge."

The lecturers said the senior police were usually quite ready to acknowledge present statistics were inadequate.

Post-Courier - Thursday, 10 July 1975

# Police must earn support of the public

**A senior police officer said the police had to earn public support if they wanted to gain public co-operation in fighting crime.**

Inspector I. Geno, said yesterday at the Crime Prevention Seminar, in Port Moresby that school and general social education programs would help.

Inspector Geno said: "There is a significant feeling among police that they cannot as a matter of course expect the co-operation of urban residents in either crime prevention or law enforcement."

"There does not at this stage of development appear to be any general acceptance that the police are only agents for the community as a whole in combatting crime," he said.

Inspector Geno said this attitude by the public could be blamed partly on the inadequacies of the police and their "wantoks".

"They appear to have little sense of responsibility to the community as a whole," he said.

He said it was the police's impression that there was no general sense of responsibility to the community for the prevention of crime and the easing of the social factors that appear to cause crime.

Post-Courier - Friday, 11 July 1975

# Police must adopt more 'flexible role'

Ward offices should expend their community activities to help combat crime, the Port Moresby Council's welfare officer, Mr John Banono, told the Crime Prevention Seminar in Port Moresby.

Mr Banono said community health, welfare and police officers should form part of the permanent ward staff.

They should be at ward offices long enough to get to know the

people and let the people know them, he said.

Mr Banono said in some city areas such as Hanuabada, Hohola and Kila Kila, there were formal community groups who recognised that the police were public servants, not front-line soldiers in a social war.

If the police were to become more involved in the community, they had to adopt a more flexible role, he said.

"Crime prevention must go further than locked doors and securely fenced premises. It

must concern itself with the root causes of crime and criminality," he said.

Greater involvement in community affairs by Government agencies and the police would lead to a greater understanding on both sides, he said.

If the police were willing to talk in terms of their general concern for order and civilised living in the community rather than resort to force and powers of arrest, they would find many allies, Mr Banono said.

"The police have a considerable role to play in helping ordinary people to help them-

selves — and this is what community work is about," he said.

"The police should attempt to help council wards, Boy Scout, Girl Guide and other community groups, including settlement committees, in solving problems which are raised by the people themselves", he said.

Mr Banono said the Scouts, Boys' Brigade and Girl Guide movements should be updated and adapted in accordance with the aspirations of present day youth and the needs of Papua New Guinean society.

Authorities should make an all-out effort to educate the public on their role in crime prevention, the senior staff training officer of Papua New Guinea's Correctional Services, Mr G. Sutton, said.

Police should make more use of the media to communicate with the public for this purpose.

"We have the continuous cries from the public and persons in authority for more action to be taken to combat the crime rate, but when one asks for assistance in

## Public needs to be educated

such matters, one is usually denied.

"Unfortunately, the denials are made by the people calling for action," Mr Sutton said.

"To enable such organisations as police and jails to procure the much needed equipment required to carry out such an operation, more money must be made available," Mr Sutton said.

At March 31, 1975, there was total of

5090 prisoners in Papua New Guinea.

There were 4539 adult males, 184 adult females, 46 male juveniles and 316 remanded prisoners.

The rise in prisoners since 1971 was shown by the figures for prisoners jailed during the first three months of each financial year: 1971-72 279; 1972-73 1168; 1973-74 4428; and 1974-75 4348.

# Police fault a key to crime

Port Moresby's under-educated, underpaid, inexperienced and immature police cannot cope with the city's crime, a leading criminologist said yesterday.

The Director of the Australian Institute of Criminology, Mr W. Clifford, said Port Moresby did not have a crime problem but a police problem.

Mr Clifford called for reform of police practices, procedures, training and conditions of service in a report for the Chief Minister, Mr Somare, on the city's crime.

He also suggested nationalising breweries and a midnight to 4am curfew for juveniles.

The profits from beer sales could be used to improve social conditions, he said.

The curfew should not be introduced as a panic measure to deal with crime because it would have little effect beyond shifting the hours for breaking and entering, he said.

"Curfews cannot substitute for poor police performance," he said.

The police problem in Papua New Guinea was aggravated by inadequate conditions to recruit suitable staff, by inadequate training, the loss of experience and the lack of time for officers with new and heavy responsibilities to acquire maturity, Mr Clifford said.

He said these were the reasons why the police were often ineffective and crime not properly checked.

The core of Port Moresby's crime problem was the steady rise of breaking and entering by gangs and the conspicuous failure of the police to deal with it, he said.

Mr Clifford said police force methods were too outmoded to deal with the rise of urban crime.

The crime problem in Port Moresby was more of an urban crime problem than it was peculiar to any traditional aggressiveness of Papua New Guinea tribesmen.

The police problem was due to:

- Its unchanged image of an alien rather than a community force.
- The perpetuation of the military rather than the police style of operations.
- Its inability in the past and now to develop a truly Papua New Guinea image for itself.
- Its under-educated, underpaid, inexperienced and immature staff, especially at the middle management level.

Mr Clifford said the police force needed a change of policy if it was to come to terms with the crime problem.

The situation will become worse not better over the short term because it would take years to implement new policy, he said.

"At the present estimated rate of urban

migration it can be expected to become at least 12% more serious annually".

Mr Clifford said the police force must retain as many of its experienced staff as possible if a change was to be effected.

He said he understood that the amount of finance available to the force had decreased over the years.

Criminal gangs needed to be dealt with by more efficient police work and by organised settlement restraint.

The village court system should be extended into the settlements and peace officers appointed.

Post-Courier -  
Friday, 11 July 1975

Post-Courier - Friday, 11 July 1975



● Mr MAINO

## Repatriate, says Maino

Repatriation of unemployed unskilled urban drifters and regular checks on urban unemployed were suggested by former magistrate, Mr Andrew Maino, to combat crime increases.

Now associate secretary of the Village Court Secretariat, Mr Maino said the Government should be criticised for encouraging resettlement schemes which draw

people with little or no skills to urban areas.

Speaking at the Crime Prevention Seminar, he said the Government should take stronger action when reviewing applications for resettlement, if it wanted to avoid crime increases.

Mr Maino said semi-skilled and rural migrants with no skills should be regularly checked to see if they could stay in the city.

If a person could not find work after one week he should be returned to his home village, he said.

This may be against the Human Rights Act, Mr Maino said.

"Are we to consider one person's right more important and the community rights inferior?"

"Repatriation of unemployed people to their homes may be one answer to the prevention of crime increases," he said.

People convicted of serious offences three times within two or three years, should be ordered not to come within 40 kilometres of the main city post office for no less than five years unless accepted as being rehabilitated.

## Community work a main need

More community involvement was needed in the rehabilitation of juvenile offenders, a welfare officer said at the seminar.

This was one of six ways suggested by Mr Karona Augerea to improve the handling of young offenders.

Mr Augerea is from the Social Development Division of the Chief Minister's Department.

He said there should also be more professional help to rehabilitate juveniles.

Other points were:

- The establishment of a remand centre in Port Moresby for juveniles, which would also serve as a reception centre for other offenders.

- Systematic recording of information and facts on all areas of treatment of children, by a central agency.

- A review of the Child Welfare Act, with particular reference to responsibilities of people apprehending a child for any reason.

- Discussions with the Departments of Law, Social Development and Correctional Services on the value of sending juveniles to prison and who should be responsible for the offenders' rehabilitation.

- Discussions between the Police, Department of Law and Social De-

velopment on the methods of detaining and transferring children.

Mr Augerea said 1968-1972 figures showed that Port Moresby had about 60% of the nation's juvenile offenders.

In that period the national yearly average of cases was 473.

A study of first offenders handled in the Port Moresby Children's Court from July 1971 to August 1972, indicated that the proportion of recidivists was low. Only 39 out of 244 appeared again.

Post-Courier - Friday, 11 July 1975

# Reformatories 'are essential'

**Government reformatories for juvenile criminals were essential in Papua New Guinea, the Crime Prevention Seminar was told.**

The University of Papua New Guinea Law lecturers, Associate Professor J. A. Griffin, Mr D. O. Boston and Mr M. Z. Tufman, said the present community-based facilities were not adequate to cope with the problem.

"Despite the acknowledged increase in

juvenile crime virtually no steps have been taken to deal with it."

While the community schools and homes run by the Salvation Army, Catholic Mission and Rotary Club could not be criticised, it was essential that the Government should establish an appropriate institution or institutions of its own.

"The lack of any Government reformatory

leaves Children's Court magistrates in a most difficult position.

"In many cases their only real choice is between sending the youth to a regular jail or alternatively not to impose any punishment at all.

"Another glaring defect in the treatment of juvenile crime is the complete lack of any probation system."

causes and treatment of crime and recommend policy measures of the Government.

They also suggested a parole system.

"Although these suggestions, if implemented would be useful over a large area of crime, we see them as having their greatest effect in the area of juvenile crime."

## ALTERNATIVES SUGGESTED

**Alternatives to jail, such as probation, parole and work release were suggested by a speaker at the crime seminar.**

The suggestions were made by Mr David Biles, Assistant Director of the Australian Institute of Criminology.

"The appropriate alternatives to imprisonment depend on the local situation but I would be surprised if some of these were not applicable to this country," he said.

Probation was probably the cheapest and most effective method of dealing with many offenders, he said.

Mr Biles said that the rate of people jailed in

Papua New Guinea was considerably higher than the overall Australian average.

For the year 1972-73 there was an average of 4055 people in prison, which was about 155 for every 100,000.

This was certainly lower than the highest rate in Australia, although considerably above the overall average.

"It seems therefore that there is possibly room for the development of alternatives to imprisonment, which could reduce this rate."

This would be particularly useful in Papua New Guinea where it was obvious that young people returned to crime because they were given no encouragement to adopt any other sort of life.

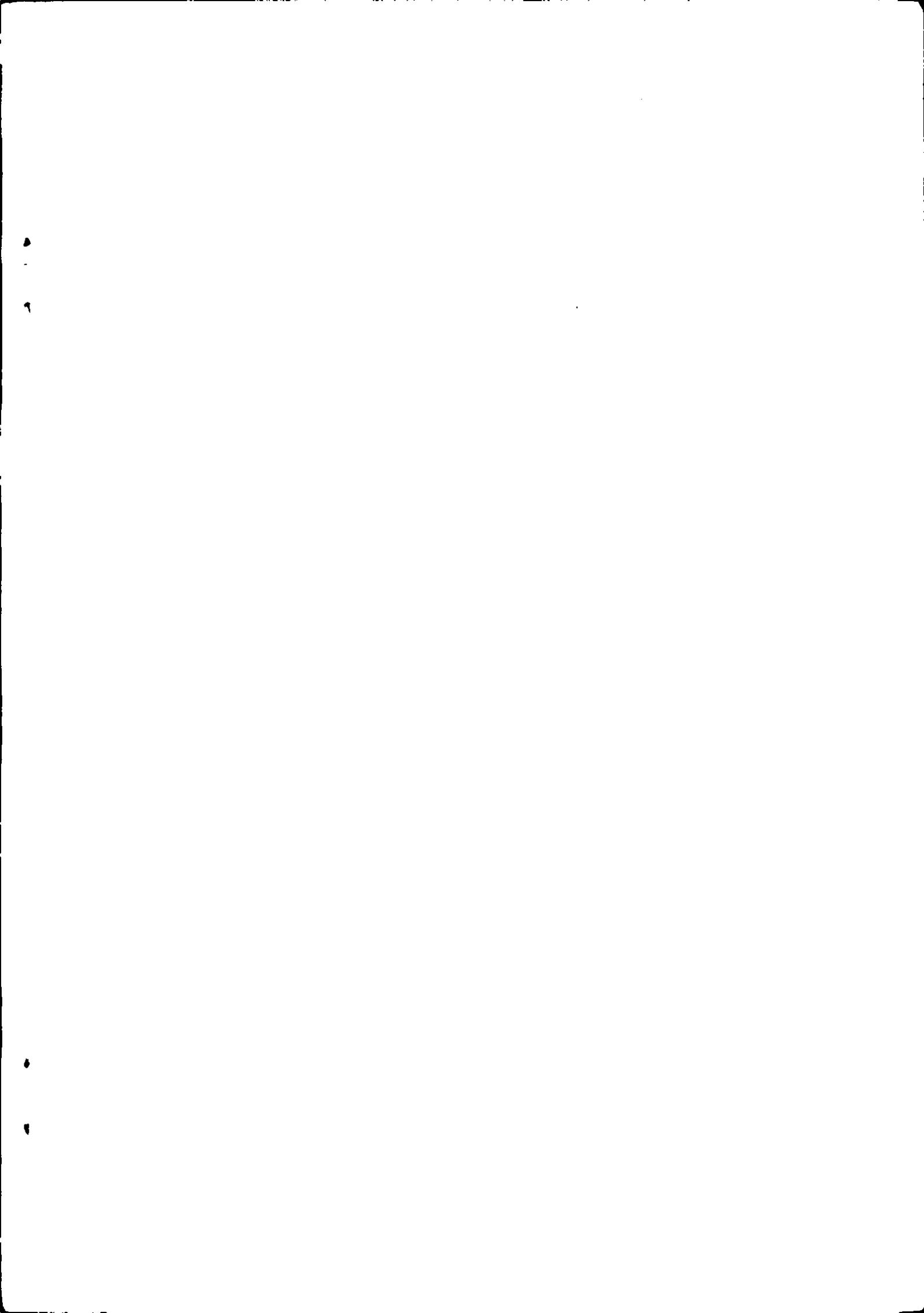
Probation and suspended sentences should be made forms of sentence generally open to courts in criminal cases.

"Allied to the need for proper institutions and a probation service is the need for adequate staff to help in the rehabilitation process."

The lawyers suggested the establishment of a clinic or centre to attend to the needs of people charged with crimes.

The centre would have a full-time professional staff and be able to call on the services of other qualified outside people.

The centre could also do research into the



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