

Report on Training Project No72

POLICE TRAINING IN AUSTRALIA

MARK C. FILAN

Australian Institute of Criminology



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Hobart, 5 - 7 April 1978

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I. INTRODUCTION

The Australian Institute of Criminology is empowered and required by Section 6(c) of the *Criminology Research Act 1971*

'to conduct such seminars and courses of training or instruction for persons engaged, or to be engaged, in criminological research or in work related to the prevention or correction of criminal behaviour as are approved by the Board'.

Seminars for training and personnel staff in the Australian criminal justice system were conducted by the Institute in 1973⁽¹⁾ and 1977⁽²⁾. These seminars were attended by representatives of police, prisons and probation and parole training authorities from all States and Territories. In both cases the seminar groups concluded that the area of commonality between the different arms of the criminal justice system was so limited as to obviate any areas for common or overall training; nevertheless it was agreed that there was benefit from each arm being aware of the activities of the others. Additionally several participants urged the Institute's Training Division to hold workshops and conduct surveys of training schemes and developments within each particular arm of the system. These activities would, they felt, be of benefit in disseminating information in areas of common interest and facilitate a common approach to mutual problems and tasks.

In response to these requests the Training Division programmed two workshops in the 1977-1978 fiscal year - a 'National Police Training Survey' and a 'National Probation and Parole Training Survey'. The former was conducted at the Tasmania Police Academy, Rokeby, Hobart, on 5 to 7 April 1978.

Whilst engaged in preparing the programme for this Workshop, three recent developments were brought to our attention : first, a Police Training Seminar had been held at the Australian Police College, Manly, New South Wales, in January 1977. Second, the Police Commissioners' Conference had established a Training Secretariat to advise the Commissioners on training needs, developments and related matters. Third, the secretariat had commenced a national police training survey to elicit information on which to base its further activities. Preliminary discussions with police trainers had, however, indicated a keen interest in the Institute's proposed Workshop. Accordingly

(1) 'Planning and Policy for Crime Control Personnel'

(2) 'Training Developments in the Criminal Justice System'

it was decided to proceed with the project, with objectives modified as follows:

- . to acquaint police trainers with progress in the survey conducted by the Training Secretariat;
- . to present to police trainers, papers presenting proposals from interested parties outside the police service;
- . to provide a forum for discussion of Agenda items on current interest areas, to be submitted by participants.

To these ends, Senior Inspector M. Armstrong of the Victoria Police and a member of the Training Secretariat was requested to attend and discuss the training survey. Subsequently Inspector Armstrong was unable to attend, and accordingly the first objective was not fully met. Mr Frank Galbally, C.B.E., LL.B., was requested to present a paper on 'Police Multi-Cultural Education'. Mr Galbally is Chairman of a Review of Post-Arrival Programmes and Services to Migrants and was reported to have expressed interest in an injection of ethnic cultural education in Police Training. Whilst Mr Galbally was also unable to attend, he did provide a paper which was read to the meeting and discussed.

Professor Duncan Chappell, a Visiting Professor in the Legal Studies Department at La Trobe University, is a criminologist of international standing and co-editor of the standard text 'The Australian Criminal Justice System'.⁽³⁾ Professor Chappell was requested to present a paper on 'Tertiary Education and the Policeman : Prospects for the Future'.

The participants were surveyed by telephone prior to the workshop and suggested the following list of agenda items for discussion during the workshop:

*Training for hostage and siege situations.
Technological advances in training (e.g. CCTV).
The 'Need to Know' Syndrome:*

- *length of induction training*
- *specialisation and general duties training*
- *cost/benefit analysis of training.*

*External education in-service training.
Training for domestic crisis intervention.*

(3) Duncan Chappell and Paul R. Wilson - *The Australian Criminal Justice System* (Butterworths, 1972).

Training of Aboriginal Police Aides
Selection Board Procedure and Minimum Standards.
Specialised training for instructors (Teacher
Training)
Status of Adult Recruits (Swearing in as
Probationary Constables)
Interchange of training aids (films, video
tapes etc.)
Viability of Cadet Training Systems.

Mr M.J. Robinson, Q.P.M., Commissioner of Police for Tasmania, very kindly provided the facilities of the Tasmania Police Academy and agreed to open the Workshop. This report would be incomplete without a grateful acknowledgement to the Superintendent and all staff, training, administrative and services, of the Academy. The facilities were of excellent quality and assistance was generously given.

The following report is subjective and follows written notes taken by the reporter during the Workshop. The papers presented are summarised in the same manner. Interested readers may obtain a full copy of Mr Galbally's and/or Professor Chappell's papers by writing to the Training Division, Australian Institute of Criminology.

II. OPENING

The Workshop was opened by the Tasmanian Police Commissioner, Mr M.J. Robinson, Q.P.M., who commented on the increasing need for training and its importance in preparing officers for their duties. He also warned of the danger of being pressured into acceptance of irrelevant material to the detriment of necessary training for police duties, referring to such pressures as 'hobby horses looking for a receptive stable'. In declaring the Workshop open and wishing the participants a rewarding experience, Mr Robinson also welcomed all visitors to Tasmania.

III. AGENDA DISCUSSIONS

Police/Community Relations

(i) The initial discussion centred on the alienation of the police from other arms of the criminal justice system and from the community. The Institute of Criminology was seen as having a particularly valuable role in facilitating professional dialogue between police and other agencies - particularly with the judiciary. The communication gap between police and the community was described as an occupational

hazard, and as being worse in urban than rural situations. Partial solutions suggested included paid membership for senior officers in community service organisations, community policing systems, (4) and the continuation of non-conflictual duties to allow 'normal' contacts with the public. The alienation problem is not only a police problem, but lies far deeper in the nature of modern social organisation, which discourages all groups and individuals from community activity.

The relevance of this discussion to training lies in the resulting suggestions of the value of inter-discipline visiting and lectures between trainees and trainers of the various arms of the criminal justice system, the injection of broader educational streams into police training (particularly education undertaken at community facilities such as universities, colleges of advanced education, and technical colleges), and the participation in police training of lecturers representing various community interests.

AGENDA ITEMS

(ii) The first submitted agenda item discussed was '*Technological Advances in Training*' - with particular reference to closed circuit television - or 'video'. The value of this medium was demonstrated through the screening of a video-tape on domestic crisis intervention procedures made by the Victoria Police Academy, (5) and a video tape on the 'Balcombe Street Siege'. All participants agreed on the worth of video as a training aid, but emphasised that it must be kept in perspective as an *aid* only.

Video equipment itself is insufficient and cannot be relied upon as a panacea for training problems : its success depends greatly on the availability of properly-qualified technical staff. The essence of value in video work is in professional script-preparation, production and editing. The subject matter requires such expertise in a trained and experienced police officer. These two forms of expertise form a relatively rare combination. Attention was drawn also to the unconvincing performances of other than experienced police personnel as actors. However there are some institutions such as the Australian Film and Television School in Sydney, which have facilities to provide the necessary technical training expertise if the police personnel were available.

(4) A Japanese system of suburban shop-front police offices with social as well as police functions was described, as well as community policing programmes in the A.C.T. and South Australia, and an experimental programme which had failed in Queensland.

(5) Kindly provided on loan by the Superintendent of that Academy and Senior Inspector M. Armstrong.

(iii) The next agenda item for discussion was '*Training for Hostage or Siege Situations*'. The participant who opened the discussion indicated that hostage-taking and siege situations, as distinct from political terrorist attacks were becoming more prevalent, particularly as a concomitant of domestic crises and armed robberies. He was interested in training for such situations being given to general-duty police rather than to specialist squads, so as to equip the first man on the scene to handle the situation and to assume a temporary command of the situation pending the arrival of specialists.

All participants indicated the existence of special squads - with a variety of titles, such as Emergency Squad, Armed Offenders Squad, Special Weapons Group, and so on. In most cases the members of such squads are deployed through the service and respond to special situations. In at least one case they are deployed throughout the State, with a minimum of one officer to each Police District. The aim of such deployment is to have at least one specially trained officer quickly available for an emergency at any location.

No participant indicated inclusion of hostage or siege training in ordinary recruit, cadet or promotional courses. It was widely agreed that such situations are to some extent catered for in the generalist training now available, which includes some emphasis on the approach to stressful situations and emotional disturbances, correct methods of approach to buildings and vehicles, and caution and safety in general. The police officer is trained to assume a position of command in stress situations, of which such a variety exists that specialist training for each specific situation-type could not be provided.

(iv) "*The 'Need to Know' Syndrome*" submitted as an agenda item reflects primarily a concern that police training needs systematic analysis, review and justification. The 'systems approach' to training requires continuing feedback on the relevance of training material, but most importantly requires training to base itself on job analysis. The need is to determine exactly what a police officer requires in knowledge and skill for a particular segment of his career. Following this, further job analysis should determine training requirements for each career-step.

The importance of initial training - which provides the basis for a 30 or 40 year career - requires a high level of selectivity and reality-based priority determination.

It was noted by several participants that it is dangerously easy to be ruled by tradition in training so that (for example) the educational standards of training remain static even after considerable revision of recruiting standards.

A helpful means of evaluating training course content is to obtain feedback as part of retention course programmes, and also to seek feedback from the field supervisors of recent trainees. In this manner, operational personnel have input to the training system which can then gear its efforts to the real needs of trainees.

The groups agreed that training should be programmed on systematic lines from job analysis and field feedback, and should be a continuing process, with additional aspects being covered at the appropriate career point - rather than a confusing and frustrating early 'overkill' of unnecessary material at career commencement.

(v) '*Domestic Crisis Intervention*' training was discussed and acknowledged to constitute a most important area of police work. Domestic crises were stated to be the second largest work area for police after traffic accidents.

There is a plethora of written information and training material on this subject; however a good deal of this material has been found to be repetitive and often fatuous. Training methods used have included role plays, simulations and video-taped demonstrations.

The South Australian Department of Legal Services has an Information Centre at the courts, staffed by a duty solicitor and welfare officers; these staff have been available to lecture police training courses. South Australia also has a Crisis Care Unit established by the Community Welfare Department which collaborates with the police. This Unit operates on a 24 hour basis and has telephone and radio access to police. Its staff lecture to the police as well as cooperate in the field. This cooperation has been most successful and the arrest rate related to domestic disturbances has declined. The important elements of the Unit's success are its 24 hour availability and the use of both male and female social workers. The Unit will send officers directly to a crisis without waiting for a police request. The Unit also has a follow-up service to the troubled family to attempt to break the usual circle of domestic trouble.

It was generally agreed that such a service is not only of tremendous impact in the field, but its officers provide a valuable fund of experience and expertise for police training. Training objectives should also aim at the increase in individual officers of sensitivity (including sensitivity to hidden or unspoken meanings), self-confidence, positive self-image, patience and caution, supported by case-studies from the experience of older police officers. Such training would require input from a well-qualified and experienced psychologist.

(vi) '*The Training of Aboriginal Police Aides*' was introduced by Mr R. Carr, Senior Assistant Commissioner of Police, Western Australia. His paper is attached at Appendix 'A'.

Aspects of the problem through which the aide service was established include the difficulty of dealing with juveniles from remote areas. The Youth Detention Centre in Perth is overcrowded and remote from family contact for children from outlying areas of the State. Alcohol is a prime factor in criminal problems in all rural settlements, allied with unemployment in the pastoral industry. The financial outlay on alcohol was quoted in highly alarming figures.

The training scheme outlined by Mr Carr is apparently successful, as the practical effects have so far been encouraging.

(vii) '*Specialised Training for Instructors*' was introduced by a Tasmanian participant. The problem in providing formal 'teacher training' is that it is time-consuming. The Tasmanian Police use the three year Technical Instructors Certificate course at the Centre for Continuing Education of Teachers. Police instructors may however, not be issued with that Certificate, which is restricted to Education Department employees only.

This problem also raised the matter of the optimal tour of duty in training branches, the need to prevent staleness and losing touch with operational procedures. Most participants agreed that instructors should return to operation fields after two years training service. This might also assist by creating a large instructional pool, and a facility for monitoring operational procedural changes.

Several police services use Methods of Instruction courses for training staff, and several utilise seconded professional teachers for 'educational' subjects, especially in cadet training. Instructional officers from several services are undertaking part-time tertiary studies in a range of technical and academic streams.

(viii) '*Selection Boards and Minimum Standards for Recruitment*' was an agenda item which emphasised the importance of any process which places a person into a career stream with a 40 year span. The career involves a most important social control function and demands a high standard of reliability, aptitude and adaptability, amongst other desirable personal characteristics. The training of a police officer or cadet is also a considerable financial investment, which should not be wasted through poor selection.

The improvement of services offered to the public, and of staff retention rates, both demand improved selection. All participants agreed that the use of selection interview panels must be retained, and in no way can be replaced by psychological screening, aptitude and IQ tests. These tests were considered important for screening out and rejecting applicants who were unsuitable according to specific criteria. Nevertheless these criteria must be identified, specified and standardised, and the tests should be more specifically designed for this purpose. The final selection of recruits on the basis of more positive criteria should remain as a panel interview process, or as a series of one-to-one interviews.

The Tasmania Police gain valuable feedback on their selection criteria from a Resignation Review Committee, which considers all aspects of every police resignation, inclusive of obtaining an interview report from a Tutor Sergeant from the Academy who interviews the resigning officer, his supervisors and peers. The Northern Territory Police use a similar procedure. These resignation reviews can identify management and operational deficiencies as well as selection failures.

All participants agreed on the need for psychological tests to be carried out and interpreted by a psychologist of proven high merit. A psychologist employed merely for the sake of his title could do harm to the services.

(ix) *'The Status of Adult Recruits'* discussion revealed here that in some cases cadets may suffer an injustice, as police seniority dates from swearing-in. The wisdom of granting recruits full police powers without experience or knowledge was seriously in question.

There seemed to be little unanimity between participants as to the desirable time of swearing-in or indeed the current practice in their respective States.

(x) *Other Agenda Items Submitted* - due to limitations of time, the last two agenda items were not discussed in session. It did seem to the writer that the facilities of the Tasmania Academy and the viewing of Victorian video-tapes engendered a keen interest in the interchange of films and tapes. This matter also falls within the terms of reference of the Commissioners' Conference Training Secretariat. It may be expected that an exchange system may well be introduced in the foreseeable future.

IV ADDRESSES TO THE WORKSHOP

(i) *'The National Police Training Survey'*

Mr Mark Filan, Senior Training Officer of the Australian Institute of Criminology, explained that unavoidable circumstances had prevented a member of the Police Commissioners' Conference Training Secretariat from attending. Nevertheless he had had an opportunity for brief informal discussion with a member of the Secretariat.

Whilst all State and Territory Police Department Training branches had supplied material for the survey, the information varied to some extent in coverage and detail. Nevertheless the Secretariat had

collated brief descriptive and comparative material on the types of courses listed hereunder:-

- . cadet systems;
- . initial recruit/trainee induction courses;
- . formalised practical training;
- . training breaks for standard operational duties;
- . secondary or retention courses;
- . sub-officers, sergeants or NCOs courses;
- . prosecutors courses;
- . criminal investigation courses.

Further to this the Secretariat is in the process of a detailed content breakup of various training courses from information supplied.

Mr Filan's impression was that the Secretariat was somewhat hampered by the fact of its members' commitment to their usual and primary duties, their location at widely spaced parts of Melbourne, and lack of detailed guidelines for their activities. A participant stated that the matter of guidelines for the Secretariat was on the agenda for the Commissioners' Conference meeting in the week following this Workshop.

Mr Bevan suggested that the Training Division of the Australian Institute of Criminology would be interested in providing assistance to the Secretariat and would be happy to receive such a request from the Commissioners' Conference or the Secretariat.

(ii) *'Police Multi-Cultural Education'* - by
Mr Frank Galbally, C.B.E., LL.B.

Mr Galbally's paper referred to the changing nature of Australian culture, with specific reference to multi-culturalism. The migrant's already acquired cultural set adds further dimensions to the difficult communications problems set by the barriers of language.

Some behaviours such as particular forms of gambling, drinking laws, hunting and fishing, which may be quite acceptable in the migrant's country of origin, are often proscribed in Australia, while some behaviours, such as divorce and adultery which are forbidden at home, are openly condoned by Australian laws and social practice. Thus the migrant has to adjust some behaviour patterns. Needless to say most criminality is universally condemned - such as murder, theft, and assault.

Among the differences to be faced by migrants are police roles, functions and procedures. A migrant from an authoritarian country could suffer needless fears, based on his cultural conditioning to a perception of police as all-powerful and threatening to individual freedom.

Multi-culturalism means interaction and understanding between cultures. It is vital to a police service, which has wide and vital contact with ethnic groups.

Mr Galbally lists a number of areas he believes should be included in police education:

1. Increasing awareness of police instructors and their trainees of the special needs of ethnic groups e.g. removal of language difficulties.
2. Study of the cultural differences with a view to a better understanding of behavioural expectations.
3. Recruitment of migrants or the children of migrants into the police forces.
4. Establishment of Ethnic Liaison Officers within the forces.
5. Involvement of the parents of trainees in multi-cultural education or activities of the trainees.
6. Setting up a consultative committee comprised of representatives of various ethnic groups.
7. Encouragement and incentive for trainees to learn a community language other than English.

Discussion

Mr Galbally's paper was discussed at some length by the Workshop. In general, the group acknowledged the difficulties for migrants in settling into a new society with a different lifestyle. However they were sceptical of the assertions of actual conflict, and pointed to the paucity of non-English-speaking migrants in offender statistics.

The group also indicated that first or second-generation migrant families were already well represented among police recruits.⁶ Such recruits tended to identify themselves as Australians and police officers rather than as ethnic representatives.

(6) Appendix 'B' to this Report exemplifies the justification for this statement.

It was noted that problems identical with those of migrants are encountered by several other minority groups, including Aborigines; the mentally and/or the physically handicapped. Police problems with deaf-mute teenagers were cited as one example. This led to a discussion of the problems involved in attempting to include all desirable material in police training courses despite economic limitations of finance, manpower and time.⁷ The functions of police certainly demand appropriate examination of Australian society and its social problems. The following resolution was adopted by the meeting:

To preserve a good working knowledge for the police officer in Australia and his position as an informed Australian citizen it is the view of this conference that police training should continue to contain an element of instruction on the sociological makeup of the contemporary Australian community.

It was agreed that any problems of ethnic groups vis á vis the police were not solely a police problem. A responsibility lay on the Immigration authorities and other interested bodies to provide a social education service to migrants which could assist them to achieve an understanding of Australian society, its mores, values and laws. It was also suggested that the conflictual picture so often described was something of an exaggeration, and was not supported by experience or by evidence of complaints by ethnic groups against the police.

(iii) *'Tertiary Education and the Policeman: Prospects for the Future'* - by Professor Duncan Chappell

Professor Chappell outlined as an attractive example of tertiary education facilities for police, the history and development of the John Jay College of Criminal Justice, City University of New York. This college was originally an offshoot of the New York Police Department training academy, and has developed into a full university unit, teaching not only police and other criminal justice workers, but also students from the general stream. The emphasis on criminal justice is tempered by a range of liberal arts.

(7) See also the report on discussion of agenda item "The 'Need-to-Know' Syndrome"

The strong movement towards tertiary education of American police : commenced as a result of recommendations by the *President's Commission on Law Enforcement and Administration of Justice* and the subsequent creation of the *Law Enforcement Education Programme*. The growth is demonstrated in the rise from 1966/67, when 184 institutions offered 152 associate, 39 baccalaureate, 14 masters and four doctoral degrees. By 1975/76 there were 664 institutions offering 729 associate degrees, 376 baccalaureate, 121 masters and 19 doctoral programmes. The result of this development has been 'a very real improvement in the effectiveness of the law enforcement response to crime ...'

Following this development, the *National Advisory Commission on Criminal Justice Standards and Goals* recommended a phased setting of entry level education requirements for United States Police Departments:

- '(1) every police agency should require immediately, as a condition of initial employment, the completion of at least one year of education (30 semester units) at an accredited college or university. Otherwise qualified police applicants who do not satisfy this condition, but who have earned a High School Diploma or its equivalent, should be employed under a contract requiring completion of the educational requirement within three years of initial employment.
- (2) Every police agency should, no later than 1975, require as a condition of initial employment the completion of at least two years of education (60 semester units) at an accredited college or university.
- (3) Every police agency should, no later than 1978, require as a condition of initial employment the completion of at least three years of education (90 semester units) at an accredited college or university.
- (4) Every police agency should, no later than 1982, require as a condition of initial employment the completion of at least four years of education (120 semester units or a baccalaureate degree) at an accredited college or university.'

These revised standards were justified by the Commission in the following terms while commenting on the excision of more routine tasks:

' .. police officers are left with their more essential tasks which include social control in a period of increasing social turmoil, preservation of our constitutional guarantees, and the exercise of the broadest range of discretion ... of any government service. The need for police officers who are intelligent, articulate, mature and knowledgeable about social and political conditions is apparent.'

Acceptance of the need for tertiary education in police services has been attained in the United States of America, and preference appears to obtain for a 'blending of liberal education with the social and behavioural and professional courses ..'

In an Australian study conducted by Professor Chappell with Dr Paul Wilson in 1967, little enthusiasm was found for setting of minimum educational qualifications for police entry above intermediate junior high school level. The development of courses and subjects in criminal justice areas in many tertiary institutions, and even some specifically police-oriented programmes, have enabled a growing number of police to benefit. As Professor Chappell concludes, 'We still remain, I think, sadly behind target in our aim of upgrading the quality of police personnel in Australia'.

In proposing targets for the introduction of scaled minimum recruiting standards over a set time-period, Professor Chappell acknowledges certain difficulties. These are discussed below. His timetable for up-grading of entry qualifications is:

- '(1) Every police agency should require by 1980, as a condition of initial employment, the completion of a higher school or matriculation certificate, or its equivalent.
- (2) Every police agency should require by 1985, as a condition of initial employment, at least one year of education at an accredited tertiary institution. Otherwise qualified police applicants who do not satisfy this condition, but who have earned a higher school or matriculation certificate or its equivalent, should be employed under a contract requiring completion of the educational requirement within three years of initial employment.

- (3) *Every police agency should, no later than 1987, require as a condition of initial employment the completion of at least two years of education at an accredited tertiary institution.*
- (4) *Every police agency should, no later than 1990, require as a condition of initial employment, the completion of at least 3 years of education (i.e. a B.A. or equivalent degree) at an accredited tertiary institution.'*

In addition to these initial employment standards, the following goal should be set for internal promotions to officer rank within Australian Police Forces:

'Every police agency should, no later than 1990 require that applicants for promotion to officer rank (inspector or above) have completed at least 3 years of education at an accredited tertiary institution.'

Acknowledged problem areas for implementation of this programme are:

- (i) Dilemmas for academia past resistance by academics to provision of services for justice personnel appears to be easing. There remain, however, greater general limitations on academic access in Australia. This is an insufficient objection to upgrading police qualifications. Collaboration between academia and police is required to arrange academic recognition of police training, and the rearrangement of police training to that end.

The present depressed job market for graduates is an ideal recruiting ground for police.

- (ii) *The lack of a realistic incentive structure - the present situation leads to almost inevitable losses of police officers who attain tertiary qualifications, and militates against successful graduate recruitment programmes. A vicious circle stemming from this situation justifies opposition to graduate recruiting, as the lack of incentives encourages graduates to depart.*

- (iii) *Opposition within the police service to tertiary education* - the 1967 survey revealed hostility toward some academics but ready acceptance of the proposal that police would benefit from tertiary education. The preference at that time was for legal education. Professor Chappell leans toward the American preference for the liberal arts.
- (iv) *Lack of Finance* - problem reduced somewhat by the abolition of enrolment fees. The allied problem of the cost of allowing personnel time to attend lectures is one Professor Chappell felt 'is a cost which should willingly be budgeted for by any State or Federal Government which truly believes in the need to cope with their crime problems'.

In concluding, Professor Chappell reminded participants that we are on the threshold of an era of significant change in law enforcement, and that enrichment of police personnel will be a necessary tool in meeting the challenges to come.

DISCUSSION ... Professor Chappell rejected the notion of police officers studying particular subjects from existing courses : police departments are large enough to provide a buyers' market if existing courses are inappropriate.

Further problems raised by participants included the problems of serving police officers, without academic inclinations, who would now find a promotional barrier imposed on them, resentment by operational officers against 'student' officers, and the possibility of promotional progress through academic attainments, without demonstrating aptitude, merit or skill in police work.

The chairman pointed out that, about three decades ago the teaching profession had reached the same position that now challenged police.

Academic ignorance regarding police work has been lessened in the United States of America through increasing interchange between academics and qualified police. Consultancy and exchange schemes could benefit both areas.

A participant referred to the lower general concern and regard in Australia than in the United States of America for academic qualification. Professor Chappell acknowledged this but pointed to the advantages of setting high standards for a most difficult role, and also to the increasing trend in Australia towards a more highly educated society.

It was agreed that the desire for formal qualifications should never obscure the need for selection of police recruits on personal characteristics and aptitudes for the job.

Various problems facing implementation of the programme were discussed. Major points arising included the need for recruiting campaigns within tertiary institutions, and the need to commence planning now to meet all the many problems arising, including the maintenance of job-interest levels, in order to retain academically trained staff.

VI CONCLUSION

An attempt at a short-term objective evaluation of a project such as this Workshop would have little meaning. It is legitimate to attempt a subjective evaluation based on one's participation in the exercise.

The project demonstrated in several ways that police training in Australia is not an exercise in complacency. The participation in the project was on a high and enthusiastic level; police trainers are keen to improve their service, and ready to question their methods and syllabi, and are receptive to constructive criticism and suggestion. Indeed, the police trainers were the first to question and criticise themselves. The Workshop revealed a growing sense of professionalism in police service, confirmed in part by the wide interest among police in operational and training fields in obtaining tertiary and technical qualifications for themselves.

Keen interest and discussion ensued from the papers presented by Mr Galbally and Professor Chappell. The participants were aware of and interested in the problems faced by newly-arrived migrants in Australia. They readily acknowledged the need for police to be aware of the sociological construction of Australian society and the particular problems faced by minority groups. Nevertheless they were able to place these problems into a realistic perspective in relation to the pragmatic problems of providing comprehensive training to police recruits with limited resources.

Professor Chappell's paper was well received, although his timetable for upgrading police recruitment qualifications to the requirement of a tertiary degree by 1990 was felt to be optimistic. The appended alternative of contracts to undertake studies over a set period was seen as a more practical option. The discussion indicated that a large number of Australian Police Officers are already seeking higher qualifications, and indeed some graduates are being recruited.

Keen discussions covered all the agenda items that time allowed. Again this indicated awareness and interest in the professional development of police as well as the need to prepare police for the practical realities of their careers.

Finally, the Workshop clearly succeeded in revitalising the interest mentioned above and provided a vehicle of interaction for officers with different problems and different solutions to similar problems. Meetings of officers at such workshops will provide a ready forum for the interchange which will hopefully result in due course from the activities of the Police Commissioners' Conference Training Secretariat.

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APPENDIX A

*Aboriginal Police Aide Scheme in Western Australia - by
Senior Assistant Commissioner R. Carr*

The Aboriginal Police Aide Scheme was first announced during December 1974, when the Premier of this State released a news item intimating that the Western Australian Government was considering the appointment of Aboriginal police aides in certain areas of the North West, Eastern Goldfields and Kimberley Districts of this State to assist in dealing with offenders amongst their own people.

The basic principles of the Scheme, approved by the State Cabinet were as follows:

1. *Aboriginal Police Aides should be appointed, but only in areas where strong tribal influence prevailed.*
2. *Aboriginal Police Aides should be appointed by the Police Department, who should also be responsible for their wages.*
3. *Aboriginal Police Aides should be given limited powers of arrest and detention in respect of their own people.*
4. *They should be issued with a suitable uniform.*
5. *Amendments would be made to the Police Act to provide for their appointment, training, authority and discipline.*

The Premier went on to say that the scheme was not to be anything too sophisticated, but should be moulded to suit the particular and varying requirements of each centre, and that training should be effected on a local basis and not at the Police Academy; hence our reasons for using the facilities of Pundulmurra Vocational Training Centre, at South Hedland.

As the result of Cabinet's decision, a survey was undertaken by Commissioned Officers experienced with Aboriginal people, and with a general knowledge of the areas in question. It was fairly obvious that the appointment of Aboriginal police aides was desired by many groups and individuals, and although the interpretation in respect of control may have been at variance initially, it was without any great difficulty firmly established that the ultimate power of management should rest in the hands of the Police Department, the employer.

The proposition appertaining to the concept of Aboriginal police aides was received very enthusiastically, and it was felt this was due to the general feeling that Aboriginal leaders were mindful of the need for some sort of additional law enforcement, it being implied quite emphatically that alcohol and other anti-social matters were to a degree eroding the authority of tribal law and the need for useful employment.

The authority for the employment of the Aboriginal police aides went before the Western Australian Parliament, and the Western Australian Police Act was amended in the following way -

- (1) *The Commissioner of Police and any commissioned officer of Police authorised in that behalf by the Commissioner may in writing -*
 - (a) *appoint Aboriginal persons to be Aboriginal Aides, and*
 - (b) *revoke any appointment made under this sub-section.*
- (2) *Any Aboriginal aide appointed under sub-section (1) of this section -*
 - (a) *shall, except as specified to the contrary in his instrument of appointment, have all the powers, privileges, duties and obligations as has any constable duly appointed under this Act; and*
 - (b) *shall receive such remuneration and allowances as are determined by the Minister.*
- (3) *A reference in any other law of the State (not being a law relating to conditions of service of members of the Police Force) to a member of the Police shall be read as including an Aboriginal Aide appointed under this section.*

Suitable nominees were interviewed and assessed. The entry requirements could best be described as follows -

- (i) An interest in the work.
- (ii) Reliability.
- (iii) Stability.
- (iv) An ability to communicate with Aboriginal people and with their European counterparts.
- (v) A desire to further their knowledge.

No specific educational requirements were sought, but the ability to read and write is a definite advantage, and this Department will not employ a person of Aboriginal descent unless he has a fairly good

command of the English language, with the added ability to describe incidents in a reasonable manner.

Each nominee, with other students, is generally given two weeks' familiarisation or in-service training course, in connection with the aims and objectives of the Police Department, and further training is then left with the Officer-in-Charge of the Police Station where the Aboriginal police aide is employed.

It was generally realised that it would be impracticable in operation to appoint Aboriginal police aides away from their own environment, and it was felt the Aborigine in his own area would have a greater chance of success when dealing with people of his own district.

Uniforms are supplied, they being identical to those worn by general members except that their number starts with the prefix 'PA'. The aides receive all the other benefits and, in fact, are receiving the same privileges as other members of the force.

The aides undertake duties associated with the Aboriginal community, liaison with elders or leaders, and generally facilitate those functions where law enforcement is required, the emphasis being on counselling and a rational appreciation of the police in our society, and their duties.

Students are taught police procedures in respect of simple offences, the demeanour when giving evidence and other duties which they can adequately manage; aspects of human behaviour, social concepts and community health are also included in the curriculum.

The greatest requirement for a person's employment as an aide is a sincere desire in that person to assist his own people in a tangible manner, towards the realisation of maintaining a peaceful and purposeful community.

The general aims of the Aboriginal Police Aide Scheme are enumerated as being -

- (a) *To provide training in basic law enforcement activities for people of Aboriginal descent.*
- (b) *To encourage self-reliance and experience in communication, and act as interpreters.*
- (c) *To show the importance of civil d'etente.*
- (d) *To illustrate the need for racial harmony.*
- (e) *To assist Aborigines in police custody and under interrogation, to ensure that they fully understand the nature of charges laid.*
- (f) *To assist Aborigines to approach police stations for advice.*
- (g) *To carry out other duties as directed by the Officer-in-Charge of the Police Station, in connection with the objectives of this scheme.*

The aides are ipso facto part of the police station personnel, with a responsibility to assist people of their own culture to understand the necessity of bringing some discipline and a more orderly way of life to a community, and giving them some official means of dealing with the more troublesome of their peers.

Adverting to the powers of the Aboriginal police aides, it was decided within the meaning of the amending legislation of the Police Act, that the Instrument of Appointment should be flexible to allow the aides to function in a very practical manner, without the underlying doubt of them overstepping the mark in any given situation. Therefore, the Instrument of Appointment is as follows -

'TAKE NOTICE that pursuant to the provisions of Section 38A of the Police Act 1892-1975, I HEREBY APPOINT you being an Aboriginal person to be an Aboriginal Aide having all the powers, privileges, duties and obligations of a constable of the Police Force SUBJECT to the restrictions that such powers shall only be exercised at the specific request or order and under the direction of an officer or constable of the Police Force and only with respect to persons of Aboriginal descent.'

Therefore, their powers of arrest within the terms of this Instrument of Appointment are, as previously stated, flexible, provided they are utilised under the direction of a member of the Western Australian Police Force, notwithstanding that the offence alleged may be other than a simple offence. In theory, the more serious offences of driving under the influence, stealing and receiving, breaking and entering, and aggravated assault, etc., could quite adequately be handled by the Aboriginal police aide, provided he is under the direction of a general member of the police force. Although the Instrument of Appointment only refers to powers in respect of people of Aboriginal descent, it could well be envisaged that, should an incident occur and he is in the company of a general member of the Force, there is power under our State Police Act to cover a member of the police force calling to his assistance any person, and that section of our Police Act states, inter alia -

'Any officer or constable of the police force and all persons whom he shall call to his assistance may take into custody without a warrant any person who within the view of such officer or constable so offends in any manner against this Act etc.'

This provision of the Police Act should cover any incident in the foreseeable future, when a member of the police force requires the assistance of an Aide who is in his company; it is felt the situation is adequately covered.

It can also be appreciated that an occasion may arise when the Aboriginal police aide is not acting under the direction or control of an officer or constable of the police force, and it may be necessary for him to take into custody a person of European descent, by reason of some urgency. There is power under our Police Act, which provides -

'that any person whatsoever with or without a warrant may apprehend any common prostitute, thief, loose, idle or disorderly person, who within the view of such person apprehending shall offend against this Act, and shall forthwith deliver him to any constable or police officer of the place where he shall have been apprehended'

This is virtually a citizen's arrest.

Naturally, the department is not anxious that the abovementioned powers should be utilised by the Aboriginal police aides, but the provision is there if the occasion did arise and he acted on his own initiative. Administratively, we do not wish the aides to act independently, and they should perform their duties under the direct supervision and in the company of another police officer. Obviously there will be occasions when they may act alone, when on a specific inquiry dealing with their own people.

Currently, we have some twentyfive police aides employed within this department. From the reports received, coupled to our own personal knowledge, the aides are a valuable asset to this force, being stationed as they are in those areas where there is a strong tribal population.

From our own information, the Aboriginal police aides, especially those who have been in our employ for some time, have acted with dignity and a pride in their occupation, with an earnest desire to fulfil their obligations. There are many instances where they have attended to matters which would have taken a general member of the force longer, from the lack of knowledge and communication.

The first Aboriginal police aides were employed by the Western Australian Police Department on July 26, 1975, and although the majority are still in our employment, replacements have been necessary since that date and, of course, we have gradually increased until we have reached the authorised strength of twentyfive.

The Aboriginal police aides were first employed in the Kimberley area, but this has now been extended to the Eastern Goldfields, Murchison, Pilbara and Fortescue areas.

As the Aboriginal police aides would have been in vogue in the Western Australian Police Force for three years in July next year, with intakes progressively throughout that period, it was felt the time was opportune for an assessment to be made of their appointment in the Department, and some policy formulated as to their future role in respect to salary and allowances.

Although the question had never been posed, the inference had been made in some quarters that our Aboriginal police aides were basically in an occupation without any prospects of advancement or review of salary, except, of course, indexation which to date has flowed on as with other employees. The suggestion was also put that in time, Aboriginal police aides should ultimately be inducted into the general force on the premise that long service and good conduct should take precedence over normal entry requirements. However, this suggestion was not taken too seriously, as the whole concept of Aboriginal police aides would lose its significance if they were absorbed into the general force. They would lose their identity and possible usefulness as far as this Department was concerned, for the purpose of maintaining relations with the Aboriginal community at large.

As an alternative, it was suggested that consideration be given to the proposal that selected Aboriginal police aides, on completion of three years' satisfactory service, be appointed First Class Aboriginal Police Aides, at a slightly higher salary. By the same token, if the scheme was to continue in its present vein, the same could be implemented in respect of possible Senior police aides, so as to allow continuity of purpose and some prospects of advancement within the Aboriginal Police Aide Scheme.

Currently, Aboriginal police aides receive a basic salary of \$8,556 per annum, with a boot allowance giving them a gross fortnightly payment of \$330.02.

Most of the Aboriginal police aides are situated in areas where district allowances apply; this amount naturally varies from district to district.

Aboriginal police aides are paid on a classification of G-I-12 under the Public Service Employees Classification. The rates of the 'G' range are as follows -

| | | | | |
|--------|----|------------------|----|------------------|
| G-I-12 | .. | \$8556 per annum | .. | \$328.03 per pay |
| G-I-13 | .. | \$8624 per annum | .. | \$330.63 per pay |
| G-I-14 | .. | \$8766 per annum | .. | \$334.16 per pay |
| G-I-15 | .. | \$8904 per annum | .. | \$341.37 per pay |
| G-I-16 | .. | \$9168 per annum | .. | \$351.49 per pay |
| | | etc. up to | | |
| G-I-20 | .. | | .. | \$399.68 per pay |

Police officers receive -

| | | |
|--------------------|----|---|
| 1st year Constable | .. | \$9284 base rate per annum = 2.17% rise |
| 2nd year Constable | .. | \$9485 base rate per annum = 2.14% rise |
| 3rd year Constable | .. | \$9688 base rate per annum |

If related to police aides, a similar percentage rate would be -

| | | |
|-----------------------|---------------------|-----------|
| Basic rate per annum: | \$8556.00 + 2.17% = | \$8741.67 |
| | \$8741.67 + 2.14% = | \$8928.74 |

Simplified, this formula would be slightly higher than the 'G' Range classification.

It is thought that, to keep the rise in line with the 'G' Range classification as enumerated above, the annual rate should be \$8904, in keeping with the classification of G-I-15, a promotion of three grades. This would represent a rise from \$328.03 to \$341.37 per pay, for example \$13.03 on the present rate, plus the \$1.99 Boot Allowance.

By comparison to the First Year Constable, the Aide would still be paid less than the First Year Constable to the following extent -

| | | | | |
|----------|----|----------|----|------------------------|
| 80 hours | .. | \$391.51 | .. | giving a basic |
| | | | | difference of \$50.14. |

Against these figures, it must be realised that the general Force stationed in areas where the Aboriginal police aides are posted work 88 hours against the 80 hours worked by the Aboriginal police aides, which does allow a greater margin.

Likewise, the general members of the Force are paid weekend and penalty rates; these do not flow on to the Aboriginal police aides, and although it is not suggested they be paid to the aides, it does support the proposition that selected Aboriginal police aides should be granted some recognition by appointment to First Class Aboriginal Police Aides, to boost morale and to foster a greater interest in their daily tasks.

At the last In-Service Training Course held at the Pundulmurra Vocational Training Centre, South Hedland, the assessment of the twentyfive Aboriginal police aides was in three categories: in the top bracket, there were seven Aborigines who it was felt could quite easily, at the termination of three years, be granted the further appointment. The second category of eleven police aides could quite easily qualify in time, with further training, both in-service and on the job. At the same In-Service Training Course notes on lectures given were handed to Aboriginal police aides, and they were informed that at the next In-Service Training Course they would possibly be examined on these papers. It is felt that on this basis, some recognition should be made of their continuous service with the Western Australian Police Department.

The Aboriginal Police Aide Scheme has been quite successful, and this Department has received much valuable publicity from its implementation, with corresponding goodwill from all sections of the community, both European and Aboriginal. It is considered acceptance of the concept should be illustrated by promoting the conditions of our employees without outside influence.

As the section of the Police Act which governs the Aboriginal police aides provides that their salary and remuneration should be determined by the Minister, approval was recently given by the Minister that those Aboriginal police aides with three years' satisfactory service and with a reasonable knowledge of their duties should be appointed Aboriginal Police Aide, First Class, with an increase to \$8904.00 per annum, plus Boot Allowance.

The training for all Aboriginal police aides takes place at the Pundulmurra Vocational Training Centre, South Hedland, in the North-West of Western Australia. This institution is under the auspices of the Technical Branch of the State Education Department, and is for the training of Aboriginal people in various vocations. It has been operating for some years and provides not only instruction, but also residential accommodation for Aboriginal students. The Western Australian Police Department has utilised the institution since 1975 for its training and in-service courses for Aboriginal police aides.

The training course includes discussions by students as to individual problems encountered, personal hygiene, preparation of briefs, procedural matters in respect to simple offences, station procedures, court procedures and some aspects of the criminal code with which it is envisaged they may come in contact, vehicle maintenance, short speeches, rules of evidence, police reporting and communications, and personal responsibility in respect to many matters. The role of the Aboriginal police aide in the community and their status is also discussed, together with such subjects as juvenile offenders and some aspects of the Road Traffic Act in respect to driving under the influence of alcohol and unlawful use of a motor vehicle, mock courts, group participation in defining various offences which it is thought they could be involved, search techniques, property offences, fingerprinting, child abuse, ballistics, the interrogation of offenders, the powers of arrest and search, the operation of the prisoner's property book, occurrences book, ballistics receipts, stolen and found property receipts, the use of the police radio, telex and telephone, and the use of restraint in regard to handcuffs and batons.

During the normal training course, which is for a period of ten working days, some 15½ hours are usually spent on functional literacy, for which purpose an English teacher is provided by Pundulmurra Vocational Training Centre.

Generally speaking, the Aboriginal police aides are most attentive and enter into the training syllabus wholeheartedly, with those who have difficulties being assisted by their more able colleagues and, in some instances, it can be appreciated that the aides who are more academically qualified tutor their colleagues after hours.

During the training courses, which are held annually, assistance is obtained from outside personnel, namely -

- * The State Housing Commission, who lecture the aides on the proper maintenance of Commission homes.
- * The solicitor employed by the Aboriginal Legal Service, who lectures the aides on the role of the defence counsel and court procedures.
- * The Department of Community Welfare, who lecture on the necessity of community awareness and, in simple form, the social problems they may encounter.
- * The Department of Education, who lecture on the creation of a willingness to activate the desire for further education.
- * A stipendiary magistrate addresses the aides on what is required of them in court, and their decorum in respect of all matters, when acting as court orderlies, ushers, or just simply giving evidence.
- * The Department of Community Health lectures on community health in general, some diagnosis in respect of social diseases, simple first aid, and personal hygiene.
- * An automobile lecturer addresses the aides on the maintenance of vehicles, their proper handling and a general appreciation of the necessity to drive vehicles in a safe and reasonable manner.
- * A representative of the National Safety Council examines the aides on driving habits and gives instruction in remedial techniques for any defects.
- * A sergeant from the Road Traffic Patrol lectures the aides on the sections of the Road Traffic Act which they may be expected to encounter in vehicle standards, and, in addition,
- * A sergeant from the Police Training Branch lectures the aides on police matters.

The whole course is under the control of a Superintendent who is basically concerned with the operations of Aboriginal police aides and allied matters.

All in all, the Aboriginal police aides employed by the Western Australian Police Department have proved a valuable asset in our desire to maintain a working dialogue with the Aboriginal section of the community, and police/Aboriginal relations are at a very high level. Most important is the fact that the general members of the Police Force accept the Aboriginal police aides as part of the establishment, and probably this is one of the underlying factors in the success of the entire operation.

'THE SYDNEY SUN' 8 MAY 1978

MULTI-LINGUAL POLICE

MIGRANTS in Balmain and Leichhardt should have little trouble communicating with police.

Constables at Balmain and Leichhardt police stations speak English and four other languages.

The other languages are Greek, Italian, Spanish and French.

Constable Manuel Hernandez, who speaks Spanish and French, has been stationed at Leichhardt for some time.

He has just been joined by Constable Bruno Martinesi, who speaks Italian.

At Balmain, Constable Ilyas Banklouvakis speaks Greek.

Balmain and Leichhardt both have huge migrant populations.

The three constables proved particularly useful "out on the road," when a specialised government interpreter is not available.

Inspector Mick Raw, from Balmain, said the constables were assets.

He said they were

On speaking terms with migrants . . .

able to calm migrants who became excited during domestic disputes.

He said it was police policy to make use of multi-lingual officers.

"Constables who speak other languages are usually picked out while training at the Academy," he said.

If it's possible, they are placed in areas where there is a large migrant population."

"Migrants who speak little English have been pleased to find an officer who can talk to them in their own language."



Const Ilyas Banklouvakis

Const Bruno Martinesi

