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PAPUA NEW GUINEA CRIME AND CRIMINAL JUSTICE INFORMATION

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Crime and Criminal Justice Information in Papua New Guinea

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This paper is an abridged and slightly modified version of the UNICRI mission report of October 1993 entitled *Strategy and Mechanisms for Development and Co-ordination of Crime and Criminal Justice Statistics in Papua New Guinea*.



INTRODUCTION

Judging from the available information, including experts'¹ and mass-media reports and concerns expressed by the Government of PNG, law and order is considered to be among the priority issues in the country. The Government and people of PNG are rightly concerned by the law and order situation *per se* as well as in conjunction with other goals and issues, such as the employment situation, investment potentials and resource utilization, all of which impact on the developmental process².

However, public and private concerns with and approaches to the crime problem are not supported by a large body of systematic evidence that can provide a rational basis for understanding the present context of crime and promoting feasible strategies for crime prevention, development and management of the criminal justice system. All the above-mentioned commentators on crime and criminal justice information in PNG underscored the limited utility of existing crime and criminal justice information. The UNDP/ILO report noted: 'Beyond the seemingly endless litany of crime "stories" recounted with the same frequency with which in other situations people might discuss the weather, it has been impossible to test the reality of this perceived crime threat'.

¹ See, for example: Biles, D. (ed.), *Crime in Papua New Guinea*, Australian Institute of Criminology, Canberra, 1976; Clifford, W., Morauta, L. and Stuart, B., *Law and Order in Papua New Guinea*, Institute of National Affairs, Port Moresby, 1984; Walker, J., *Crime and Justice Statistics in Papua New Guinea*, Australian Institute of Criminology, Canberra, 1985; United Nations Development Programme/International Labour Organisation, *Papua New Guinea: Challenges for Employment and Human Resource Development*, ILO/ARTEP, New Delhi, 1992.

² UNICRI's mission took place between 12 and 24 September 1993. The report of the mission has been approved by the Government and phased implementation is currently underway in collaboration with the UNDP and UNICRI.

SOCIO-DEMOGRAPHIC AND CRIME PROFILE

The 1990 population census of Papua New Guinea disclosed a total population of 3,608,000, 16% of which living in urban areas. The three largest cities in the country, Port Moresby, Goroka and Lae, had 200,000, 70,000 and 100,000 inhabitants respectively³.

Since its independence in 1975, the country's economy has developed quite slowly whereas its population growth has been very rapid. The location of PNG in the South-East Pacific leads to a comparison with its neighbouring countries (such as Australia, Singapore, Malaysia, Indonesia, Japan, The Philippines and Thailand) which are often far better off. This is particularly clear when comparing Human Development Indexes (for example, in 1991 Australia ranked 7th, Malaysia 51st, Indonesia 98th and PNG 116th), real per capita GDP (in 1989 this was 15,266 in Australia, 5,649 in Malaysia, 2,034 in Indonesia and 1,834 in PNG), life expectancy at birth (76.5 in Australia, 70.1 in Malaysia, 61.5 in Indonesia and 54.9 in PNG in 1990) and adult literacy rates (52% of the adult population of PNG was literate in 1990, compared to 99% in Australia, 78.4% in Malaysia and 77% in Indonesia)⁴.

Various factors such as its fast population growth and rapid urbanization, a too small industrial sector and very high unemployment rates have created an unbalanced situation in which the law and order problems are quite alarming⁵.

The United Nations Survey on Crime Trends and the Operation of Criminal Justice Systems, using a standard classification for recording crimes, revealed the situation presented in Table 1⁶.

1990	PNG N	Rate per 100,000 pop.	Port Moresby No.	Rate per 100,000 pop.
Intentional homicide	145	4.0	43	21.5
Non-intentional homicide	46	1.3	18	9.0
Assault:				
Major assaults only	305	8.5	165	82.5
Including minor assaults	683	18.9	376	188.0
Rape	1,032	28.6	270	135.0
Robbery	1,425	39.5	664	332.0
Theft:				
Major thefts only	6,479	179.6	1,228	614.0
Including minor thefts	2,427	67.3	900	450.0
Fraud	323	8.9	29	14.5
Embezzlement	15	0.4	8	4.0
Drug-related crimes:				
Simple possession	217	6.0	76	38.0
All other drug offences	-	-	4	2.0
Bribery and/or corruption	4	0.1	2	1.0
Sorcery/witchcraft	10	0.3	-	-
Total crime	27,562	763.9	n.a.	n.a.

Table 1:
Crime recorded
in the 1990
police statistics
(attempts included)

Source: United Nations Survey on Crime Trends and the Operation of Criminal Justice Systems, UNICRI elaboration, Rome, 1992.

³ Government of Papua New Guinea, *Population Census, 1990*, Port Moresby, 1992.

⁴ UNDP, *Human Development Report 1992*, Oxford University Press, New York.

⁵ UNDP/ILO, *Papua New Guinea: Challenges for Employment and Human Resources Development*, op. cit.

⁶ United Nations Interregional Crime and Justice Research Institute (UNICRI), "PNG Reply to the Questionnaire on Follow-up to the United Nations Survey of Crime Trends, Operation of Criminal Justice Systems and Crime Prevention Strategies", Rome, 1992.

**POLICE,
COURT,
PRISON AND
PROBATION
STATISTICS**

In addition to high rates for theft, robbery and rape, the national police statistics also reveal high rates for tribal fights, including death, injury and damages (45.9 per 100,000 population).

Crime rates in Port Moresby appear much higher than those for the whole country. The highest differences are recorded for assaults (10 times higher in Port Moresby, including major assaults), robberies and thefts. This information seems to support the hypothesis suggesting the influence of urbanization, migration and unemployment on the concentration of crime in large cities, although it can equally support the hypothesis of criminal justice information representing the uneven territorial distribution of criminal justice agencies and, consequently, their limited recording capacities.

Both Clifford and Walker⁷ have commented in detail on the unsatisfactory state of PNG's criminal justice statistical collections. Few changes appear to have occurred since these reports were published.

At the time of writing this paper, statistical information on crimes reported to the police was no longer being drawn from the computerized offence recording system as it appears was the case some 10 years ago⁸. Data entry staff in Port Moresby were six months or more behind in the entry of crime report data, no statistical table production programmes appear to have been written, there was no ongoing regime for training officers in the field in relation to the completion of crime reports and there was no routine comparison of police occurrence pad entries with crime reports for audit purposes. A separate system of manual tally sheets had been implemented as an alternative means of obtaining statistical data about crimes reported to police but the police themselves appear not to be using this information for planning or policy at police station or district level and many evinced little faith in its veracity.

At the time of the Clifford and Walker reports, no criminal court jurisdiction maintained adequate statistical data on the number of new cases registered or dealt with in various offence categories, the period between arrest and case finalization or the size of the pending caseload. With the exception of the National Court, no court jurisdiction yet maintains any up-to-date statistical collection on these matters or on the outcomes of criminal prosecutions. The National Court now publishes basic information on charges, convictions and penalties in its annual report to Parliament but appears to have limited case flow management statistical information at its disposal and the data it does publish is not presented frequently enough or in a sufficiently timely manner to inform policy decisions.

Walker reported that the PNG Correction Institutions Service (CIS) had available to it a detailed range of statistical information on prison receivals or throughput. This information included conviction detail on those being received into custody. He noted, however, that there was no statistical data available to the CIS on the characteristics of the 'stock' of prisoners held in custody at any one time. Since his report, the CIS has published a detailed statistical report covering the period 1983-1988

⁷ Clifford et al., *Law and Order in Papua New Guinea*, op. cit.; Walker, *Crime and Justice Statistics in Papua New Guinea*, op. cit.

⁸ Walker, *ibid.*

which contains at least some information on the stock of prisoners in custody. Unfortunately, discussions with senior custodial officials indicate that a serious shortage of resources and a breakdown in their filing system make the production of any up-to-date statistical report on prisoners unlikely in the foreseeable future.

The only criminal justice agency for which it is possible to report significant progress in the keeping of statistical data is the Probation Service administered by the Department of the Attorney-General. Field officers send monthly statistical reports on juveniles and adults subject to probation orders to Head Office where they are compiled by a research officer. The statistical reports cover the number of persons received on probation as well as the number discharged. It is therefore possible to monitor the characteristics of both the stock and flow of probationers in PNG. The characteristics able to be monitored include regional variations in the offences committed by probationers and the rates at which they breach probation orders, as well as a variety of other management-useful statistical data.

The lack of progress in implementing reliable crime and criminal justice statistical systems calls for some explanation. No single factor stands out in this regard. Amongst those spoken to in each of the criminal justice agencies about the state of PNG's criminal justice statistics, there was a widespread belief that the failure to computerize or adequately computerize agency record systems was the cause of the problem. A comparison of the experience of the Police and Probation Services, however, suggests that the absence of automated record keeping cannot be regarded as an adequate explanation for the absence of adequate criminal justice statistical data.

The police service has computerized its crime reporting system in a manner which, as Walker pointed out, is in many respects a model for such computerization. The Probation Service, on the other hand, depends upon a tally system carried out by field officers and analyzed by a single research officer using a personal computer and the software package EXCEL. Despite these differences in the level of data processing sophistication, the police have evidently abandoned all efforts to use the computer system to obtain statistical data on crimes reported to the police. The Probation Service, on the other hand, produces regular, timely and comprehensive reports on its activities and the characteristics of those under its care.

One factor which does hamper the production of reliable crime and criminal justice statistical data is the absence of feedback to those who collect the raw data on which it is based. The crime reporting system potentially allows for a comparison of crime trends in different areas of PNG. There is no system of regular (e.g. quarterly) reports, however, which would allow District Commanders to compare the trends in their own region with trends in other regions. Officers are expected to fill in crime reports but do not generally see any immediate benefit flowing from the completion of such reports. Similar observations apply to correctional data. Although information is collected on prison receivals, for example, it is not published in a way which would allow line managers to monitor trends in custodial populations or escape rates in different areas.

A second factor hampering the development of good criminal justice statistical systems is one which PNG shares with many developing countries. In general, far too little attention is given to the importance of training and supervision in the main-

tenance of such statistical systems. There is little point in designing a statistical return which calls for some judgment and effort on the part of the person completing it, if regular training and help services are not provided to assist those who complete such returns. Equally, there is little point in imposing a duty on staff to carry out a set of procedures which are repetitive, time-consuming and often of little apparent value, if there is no regime in place for monitoring compliance with that duty. Despite this, lack of adequate training and close supervision remain characteristics of those charged with the responsibility for collecting and compiling statistical data.

The most important factor, however, simply because it underlines many other impediments to the creation of adequate crime and criminal justice statistical collections in PNG, is the lack of appreciation at middle to senior management level of the value of such collections. Rather than being seen as vital aid to policy and planning, there is a widespread tendency to regard the collection of statistical information as an activity undertaken as an end in itself. The reason for this is that discursive and/or anecdotal reports often appear to provide an acceptable basis for policy and resource decisions, both within line agencies and, to a lesser extent, among central agencies as well. As long as senior management do not require well argued and supported submissions on policy matters, middle management are unlikely to commit significant resources to the development or maintenance of databases required for such submissions.

CRIME (VICTIM) SURVEYS IN PNG

The lack of adequate and reliable crime and justice information led to the organization of the surveys of the victims of crime which were carried out in the urban areas of PNG in 1990/1991 and 1992.

In December 1990 the Foundation for Law, Order and Justice, together with the National Institute of Research, carried out a survey on victims of crime in two cities: Port Moresby and Lae, using the instrument applied for the 1989 International Crime (Victim) Survey. In each site the sample included some 300 respondents from a number of selected communities (traditional, urban core, new settlements). It was pointed out that in Lae the victims of crime only were included among the respondents. Face-to-face interviewing was carried out by students of the University of Papua New Guinea. A comment was made that the interviewers faced serious problems in contacting respondents at the local community level. It should be pointed out that, in view of the sample size (300), the 1990 Survey was in fact a pilot survey, and that irrespective of its incompleteness, it provided an opportunity for testing the 1989 international questionnaire and data collection method.

The 1992 Crime (Victim) Survey in PNG was part of the second International Crime (Victim) Survey⁹.

The 1992 survey was conducted in Port Moresby, Goroka and Lae. The Foundation for Law and Order had an officer in these centres who was responsible for co-ordination in the field. Data collection was carried out in August 1992.

The initial objective was to obtain a sample of 600 respondents from each town. The final number of respondents was 1,583: Port Moresby, 597; Lae, 420; and Goroka, 566. Gender composition of the total sample was about 70% male and 30% female, and 55.7% of the respondents fell into the 16 to 34 age group. As regards marital status, 73.5% of them were married; 18.2% of the respondents had no or less than primary school education, while the majority (56.8%) had either primary or secondary level, and 24.5% had a higher level of education. Almost 45% of the respondents had a full-time job.

The interviews were conducted on a face-to-face basis. A survey co-ordinator was appointed for each site and selected a number of target areas:

- a traditional village;
- old and new settlement areas (a settlement is a place where people from rural areas have squatted and established their homes); and
- old and new permanent suburbs.

In each of these areas the interviewers had to select zones of high, middle and low standards of housing. They were sampled on an *ad hoc* basis with, for example, every fifth house being interviewed.

⁹ All together the two sweeps of the International Survey encompassed some 40 countries. The main findings were presented in: Alvazzi del Frate, A., Zvekic, U. and J.J.M., van Dijk (eds.), *Understanding Crime: Experiences of Crime and Crime Control*, UNICRI, Rome, 1993.

SURVEY SITES, SAMPLING AND DATA COLLECTION

Once the communities were selected the co-ordinators approached the leaders and elders of each community, explained the reasons for the survey and the questions that would be asked, and sought their permission to carry out the survey in their community. If the leaders agreed to this, they were asked to select a co-ordinator for the survey and a number of people from the community who would conduct it.

There were two main reasons for selecting interviewers from the communities. In a previous survey the Foundation had used university students. As the students were not members of the communities, special arrangements had to be made to transport them and to have them introduced by the local leaders. Using community representatives reduced costs and made access easier and respondents more comfortable and hence co-operative.

VICTIMIZATION RATES

Aggregate data for Port Moresby, Goroka and Lae are presented in Table 2.

Table 2:
Prevalence
victimization rates
(1 and 5 years)*

	1 year - 1991 (%)	5 years (%)
Theft of car (total sample)	4.0	9.5
Theft from car "	7.4	18.5
Car vandalism "	5.4	15.8
Theft of motorcycle "	0.9	2.3
Theft of bicycle "	6.7	16.4
Theft of car (owners)	9.8	23.6
Theft from car "	18.3	45.7
Car vandalism "	13.3	39.2
Theft of motorcycle "	10.9	27.9
Theft of bicycle "	18.0	43.8
Burglary with entry	14.4	38.4
Attempted burglary	8.8	29.5
Robbery	9.8	26.3
Personal theft	13.2	41.5
Sexual incidents	11.8	32.4
Assault/threat	10.3	31.4
Consumer fraud	13.9	n.a.
Corruption	9.8	n.a.

* Prevalence - percentage of respondents who have been victims of a specific form of crime once or more.

An overview of the preliminary aggregate data for Port Moresby, Goroka and Lae shows that on average PNG citizens are exposed to high victimization risks, and share similar experiences with citizens across the world, in particular in urban areas of developing countries¹⁰. Five-year victimization rates highlight high risks for women (a third of them were victims of sexual incidents) and vehicle owners, while the total sample was heavily affected by all types of thefts, including burglaries, and almost a third suffered from a physical aggression.

¹⁰ Zvekic, U. and Alvazzi del Frate, A., "Victimisation in the Developing World: An Overview" in *Understanding Crime: Experiences of Crime and Crime Control*, op. cit, pp. 51-85.

One-year data highlight burglary (completed and attempted) as the most frequent form of victimization, followed by personal theft and consumer fraud. Due to the low vehicle ownership rates, although among the total sample only 4% of the respondents were victims of theft of car, 7% were victims of bicycle theft and theft from cars respectively, and 5% of car vandalism, data highlight that vehicle owners run more than twice as high a risk of their vehicles being stolen, vandalized or robbed. Some 10% respectively of the total sample were victims of robbery, assault/threat and corruption in the one-year period. The same percentage of women were victims of sexual incidents.

Further analysis of the responses to the question on sexual incidents reveals that 41.8% of the events which occurred in the last five years were defined as belonging to the more serious types of incidents ('sexual assaults': rape, attempted rape and indecent assault). In particular, almost a quarter of the victims (7.8% of the total female sample) declared it was a rape. The vast majority of the victims (69.2%) defined the incident as a crime.

The majority of the incidents were perceived as very serious by the respondents. In particular, theft of car, car vandalism, burglary and sexual incidents registered the highest scores on the seriousness scale.

	Theft of car %	Theft from car %	Car vandalism %	Theft of motorcycle %	Theft of bicycle %	Burglary with entry %	Robbery %	Personal theft %	Sexual incidents %	Assault/threat %
Very serious	64.4	57.1	68.5	29.5	42.7	60.0	57.7	50.9	60.7	59.2
Fairly serious	7.3	15.3	9.2	6.4	19.4	16.8	17.2	18.4	13.7	17.1
Not serious	27.1	27.6	22.3	64.1	37.9	23.3	25.2	30.7	25.6	23.7

* Percentages based on victims of specific crimes.

Not many victims obtained assistance after the crime occurred. Only 20% declared having received support from relatives or friends, less (around 15%) from neighbours or the police. Consequently, 72.6% of the victims affirmed that a specialized victim support agency would be useful.

The results reveal that a great majority of citizens are not satisfied with the police work. Reporting patterns differ between one crime and another. A preliminary comparison shows that reporting for the theft of cars, motorcycles and bicycles is lower than the average reporting rates in the developing world for the same types of vehicle theft. On the other hand, the reporting rates for property offences and assault/threats is somewhat higher than the average reporting rate for the developing world. This is particularly noticeable for sexual incidents indicating that sexual harassment of women, including its most severe form - rape - is indeed frequent in PNG urban areas. Furthermore, the fact that almost half of the incidents are reported to the police indicates that certain forms of sexual victimization are so serious that they require an outside the community intervention, and/or that the community still does not provide adequate protection for female victims.

The pattern of reasons for not reporting to the police in the urban areas of PNG differs from other sites in which the International Survey was carried out. Namely, self-

CRIME SERIOUSNESS AND VICTIM SUPPORT

Table 3: Crime seriousness*

RELATIONSHIP WITH THE POLICE

help and/or that of the family, friends or others outranks the otherwise most frequent reason for non reporting, i.e. that the event is not serious enough. A second cluster of reasons for non reporting relates to the police: 'inappropriate for police action', 'police could do nothing', 'police won't do anything', or 'fear/dislike of police'.

Dissatisfaction with police activity relates to both crime control (61.5%) and reporting (57%). As regards crime prevention, 75.9% of the sample deemed the frequency of patrolling in their area insufficient.

These data are supported by the general feeling of insecurity which was registered by the survey. About 60% of the respondents felt unsafe when walking in their area after dark and declared having asked to be accompanied for safety reasons the last time they had to go out in the evening. Almost half of the respondents also deemed it prudent to avoid certain streets or areas after dark.

**Table 4:
Fear of crime***

	%
a) Feeling safe after dark	
Very safe	19.8
Fairly safe	20.0
Bit unsafe	33.9
Very unsafe	26.3
b) Was accompanied for safety reasons	
Yes	62.2
No	32.7
c) Avoid certain areas after dark	
Yes	47.8
No	31.5

* Don't knows excluded.

THE BUREAU OF CRIME AND JUSTICE STATISTICS AND REGULAR CRIME (VICTIM) SURVEYS

There can be no doubt about the need for more reliable crime and criminal justice statistics in PNG. This is particularly true of crime statistics since in some respects the absence of reliable data on crime trends has helped contribute to a climate in which extreme, but possibly unnecessary, crime control measures are gaining popular appeal as the only way to deal with PNG's crime problems. PNG should be encouraged to establish a Bureau of Crime and Justice Statistics.

The proposed objectives of the Bureau are:

- (1) to monitor trends in:
 - (a) crime, and
 - (b) criminal justice;
- (2) to conduct research and provide factual advice which will assist in:
 - (a) preventing and reducing crime, and
 - (b) promoting a more equitable, efficient and effective criminal justice system;
and
- (3) to promote rational public debate about crime and criminal justice issues.

The effective pursuit of each of these objectives requires the Bureau to perform a distinctive set of functions. Each of these functions are listed below under the objective they are meant to serve.

Objective (1) (a):

- (1) set standards and identify procedures for the collection of crime and criminal justice data;
- (2) determine the frequency with which different offences are reported to the police in different areas;
- (3) promote and facilitate the development of local area crime surveys and other techniques for determining the incidence and prevalence of crime problems in different areas and the concerns of the community about those problems;
- (4) participate, where appropriate, in the conduct of international crime (victim) surveys;
- (5) develop, where possible, offence classification schemes which allow international comparisons such as provided by the United Nations Surveys of Crime Trends and Operations of Criminal Justice System.

The first of these functions is vital in ensuring the supply to the Bureau of accurate, timely and comprehensive crime and criminal justice data. The second and third are directed at the use of that data to identify regional trends in rates of various offences and to tap into community concerns about those trends and possible options for dealing with them. The fourth and fifth functions are directed toward creating the scope for PNG to compare its crime rates and criminal justice patterns with those of other countries.

Objective (1) (b):

- (6) monitor trends in the number of persons appearing in the Village, District and National Courts, the charges which they face, the proportion of persons convicted in each offence category and the penalties imposed on those convicted;
- (7) monitor trends in the number and proportion of persons appealing against conviction and/or penalty in each appellate jurisdiction and the outcomes of those appeals, whether against conviction or penalty;
- (8) monitor trends in court delay and the granting and/or refusal of bail;
- (9) monitor trends in the number of sentenced and unsentenced prisoners received into custody, the periods they spend in custody, and the offences for which they are being held;
- (10) monitor trends in the number of persons received on community corrections orders, the periods spent on such orders and the frequency with which they are revoked.

Functions (6) and (7) are intended to provide a basis for continuous assessment of the volume of prosecutions and their characteristic outcomes. This should permit an evaluation of prosecution policy and any legal reforms intended to alter conviction rates or penalties imposed on convicted offenders. Together with Function (9), Function (8) should enable continuous assessment of the speed with which the courts finalize cases and the impact this has on the remand population. Functions (9) and (10) are intended to allow continuous monitoring of the demand for correctional services and the 'upstream' factors in the criminal justice system which affect that demand. They should also permit some assessment of penal policy.

Objective (2) (a):

- (11) evaluate (or commission the evaluation of) crime prevention and criminal justice policies;
- (12) conduct (or commission the conduct of) research to test hypotheses about trends in crime and/or the operation of the criminal justice system;
- (13) conduct (or commission the conduct of) research to evaluate the costs and benefits of specific crime prevention and criminal justice policies.

Functions (1) to (10) provide a framework within which most of the recurring questions associated with crime and criminal justice policy can be routinely answered. Inevitably, however, situations will arise in which either the data routinely collected are insufficient to conduct an evaluation of such policy and/or the trends disclosed in the data which is routinely collected themselves require further explanation. In each case the Bureau would either have to carry out its own original research or arrange for such research to be carried out on its behalf. Functions (11) to (13) are intended to meet both these needs.

Objective (3):

- (14) report annually to Parliament and the general public on trends in crime and the state of the PNG criminal justice system;

- (15) hold conferences and seminars on important issues of crime and criminal justice with other relevant criminal justice agencies;
- (16) provide a statistical information service on crime and criminal justice for the public, the media, business, government and officers working within the criminal justice system;
- (17) exchange information and experience with similar institutions in other countries and, where appropriate, engage in collaborative projects with them.

Public confidence in the objectivity of the Bureau requires that its research findings and methods be published and that its work conform to the highest standards of academic scholarship. Functions (14), (15) and (17) are directed at this end. Since, however, the Bureau will always be in possession of more data than it is able to publish and since such data is expensive to collect and analyze, it is important that the Bureau provide a facility for users to obtain data other than that which is available in its published reports. Function (16) is intended to achieve this objective.

The most difficult task in establishing the proposed Bureau is to establish the data collections required to fulfill objective (1). Much of the difficulty stems from the fact that the Bureau must of necessity depend on line agency staff, over whom it has no administrative authority, to carry out the required data collection procedures on its behalf. Public servants (even in countries with a well resourced public sector) tend to give low priority to activities which are not seen as part of their own agency's 'core business'.

Establishment of the databases

The problem cannot be overcome through any legislative expedient. Granting the Bureau a statutory right of access to the files of criminal justice agencies may signal the determination of Parliament to establish viable criminal justice statistical collections. Unless staff responsible for data collection in each of the relevant criminal justice agencies exhibit the required commitment and are adequately trained and resourced, however, such a right of access would be of little practical value. Indeed, misuse of any right of access could easily jeopardize the co-operation required to secure a reliable flow of high quality crime and criminal justice data.

The ideal conditions for the establishment of the Bureau's databases are (1) commitment on the part of senior officers in each of the relevant criminal justice agencies to supplying the Bureau with the data it requires, (2) the allocation of sufficient resources in those agencies in order for them to undertake that task, and (3) the provision by the Bureau of adequate training to ensure the creation and maintenance of a reliable supply of comprehensive, accurate and timely data.

In order to complete the first of these tasks a stakeholder needs analysis should first be carried out. As the proposed Bureau's principal focus is upon the management and policy concerns of individual criminal justice agencies and the communities with which they deal, officers within these agencies and members of the relevant communities should be regarded as the dominant stakeholders for the purposes of the needs survey.

The needs analysis should involve far more than an attempt to draw up a simple list of the data items which stakeholders would like to see collected. It must involve a critical analysis of the statistical information needs of the stakeholders. Such an

analysis presupposes a sound appreciation of the management and policy decisions being made in each organization and how those decisions might be better informed through reliable statistical data. It also presupposes a sound appreciation of the inter-relationship between various issues of public concern in crime and criminal justice and how these issues might be addressed or resolved through the publication of statistical data on crime or criminal justice.

Development of a research programme

The administrative issues surrounding the skills required to establish criminal justice statistical databases are quite different to those associated with the conduct of research projects. Nevertheless, the functions they are intended to serve are essentially the same. In each case the action in question is undertaken to obtain reliable information in order to answer important questions concerning crime and/or criminal justice.

Development, planning, co-ordination and monitoring of all stages of the victim survey should rest with the Bureau of Crime and Justice Statistics

Development includes survey instrument conceptualization, design, testing, sampling and data collection strategy and procedures, standard translation in the languages in which it will be administered, recruitment and training of interviewers, a data entry format and analysis model, and guidelines for the interpretation and format of the presentation of the results of the survey. It will require consultations with experts, community administrators and leaders, as well as local and national policy-makers.

Planning involves resource budgeting, allocation, schedule of implementation, division of labour with local co-ordinators and experts, presentation of the findings, discussion with policy-makers and feed-back to the community level.

Co-ordination and monitoring are essential for the successful completion of the survey. The central co-ordinating agency must be kept informed about the progress of various stages of project development and implementation, so as to be able to assist and intervene when problems arise, as reported from the field or detected through the monitoring process. Co-ordination is also needed with the criminal justice and other sectors involved in community and national development planning.

Development policy and feed-back to the community, local and national policy-makers and administrators

The results of the victim surveys need to be utilized for national and community development planning, project development, and the analysis and evaluation thereof. Law and order issues are inseparable from general developmental issues both at national and community levels, and failures and achievements in crime prevention and control must be used as an important criterion for the analysis and evaluation of the development projects and process.

Internal composition of the survey area to reflect cultural, economic and administrative configuration of the area

The following guidelines for internal composition are suggested:

- the established urban core subdivided into different residential status areas;
- established and emerging settlements; and
- traditional villages.

The sample size will depend on a variety of factors. It should be noted that important indications can be drawn even on relatively modest samples (1,000-2,000). However, it must enable a methodologically acceptable analysis for each composite configuration of the area covered by the survey.

In view of both the length of time between national censuses and their character, they are of limited use as regular surveys. Given the time span between the last national census and the current local crime (victim) survey, special attention should be paid to locally available information on the households and demographic/economic composition of the population. Special local census data, if available, are an excellent source of information. Alternatively, information on the household/population composition for a well defined area can be obtained from local administration and/or community workers and leaders, which will serve for sample construction. The random walk procedure can also be applied.

Sampling based on the most recent national census data supplemented and/or corrected by special settlement census data (if available)

Gender, age, ethnicity/language and a selected measure of socio-economic status are to be considered basic requirements.

Local surveys require a questionnaire designed to reflect the main law and order issues in the community. Therefore, it cannot be a pure experts' exercise. Rather, at the conceptualization stage, it must involve an interactive partnership among policy-makers, experts, community level administrators, and, most importantly, community representatives. It is important that certain methodological requirements related to the survey technique be respected, although methodological purity should not outweigh a need to reflect substantive issues and concerns.

Instrument design

Face-to-face interviewing requires a well prepared and trained interviewer who is able to establish a contact with the respondent and provide the necessary explanations as to the purpose of the exercise, its anonymous character, as well as to exercise no influence on the respondent. She/he needs to be well acquainted with the questionnaire structure and logic, and each individual question in order to complete the work and provide necessary explanations on the items which are not clear to the respondent. In addition, the interviewer is usually requested to fill in certain information based on observation and, in the random walk procedure, to make certain choices as to the selection of the household or the respondent. Recontacting may also be required. Needless to say, literacy and knowledge of the local language is imperative.

Organization of data collection, recruitment and training of the interviewers

The success and quality of data largely depend on the capacity and ability of the interviewers. Reliability of data depends on the reliability and accuracy of recording by the interviewer. In face-to-face interviewing this is of paramount importance. Consequently, the selection and training of interviewers is as important as the conceptualization and formatting of the instrument for data collection.

The process of selecting and training interviewers becomes of particular importance in the absence of a professional opinion pool company and/or experienced interviewers. It becomes a key element particularly if the data collection is to be carried out by the members of the community surveyed, as suggested by the 1992 PNG Survey. As already noted, using community interviewers has certain advantages in access, contact, approach, co-operation and confidence in relation to the respondent. It may, however, have certain drawbacks in small communities and particularly with regard to certain sensitive issues which the respondent may not feel appropriate to reveal to the member of the community. The organizers of the survey and the interviewers, in close co-operation with the community leaders, need to gain the confi-

analysis presupposes a sound appreciation of the management and policy decisions being made in each organization and how those decisions might be better informed through reliable statistical data. It also presupposes a sound appreciation of the inter-relationship between various issues of public concern in crime and criminal justice and how these issues might be addressed or resolved through the publication of statistical data on crime or criminal justice.

Development of a research programme

The administrative issues surrounding the skills required to establish criminal justice statistical databases are quite different to those associated with the conduct of research projects. Nevertheless, the functions they are intended to serve are essentially the same. In each case the action in question is undertaken to obtain reliable information in order to answer important questions concerning crime and/or criminal justice.

Development, planning, co-ordination and monitoring of all stages of the victim survey should rest with the Bureau of Crime and Justice Statistics

Development includes survey instrument conceptualization, design, testing, sampling and data collection strategy and procedures, standard translation in the languages in which it will be administered, recruitment and training of interviewers, a data entry format and analysis model, and guidelines for the interpretation and format of the presentation of the results of the survey. It will require consultations with experts, community administrators and leaders, as well as local and national policy-makers.

Planning involves resource budgeting, allocation, schedule of implementation, division of labour with local co-ordinators and experts, presentation of the findings, discussion with policy-makers and feed-back to the community level.

Co-ordination and monitoring are essential for the successful completion of the survey. The central co-ordinating agency must be kept informed about the progress of various stages of project development and implementation, so as to be able to assist and intervene when problems arise, as reported from the field or detected through the monitoring process. Co-ordination is also needed with the criminal justice and other sectors involved in community and national development planning.

Development policy and feed-back to the community, local and national policy-makers and administrators

The results of the victim surveys need to be utilized for national and community development planning, project development, and the analysis and evaluation thereof. Law and order issues are inseparable from general developmental issues both at national and community levels, and failures and achievements in crime prevention and control must be used as an important criterion for the analysis and evaluation of the development projects and process.

Internal composition of the survey area to reflect cultural, economic and administrative configuration of the area

The following guidelines for internal composition are suggested:

- the established urban core subdivided into different residential status areas;
- established and emerging settlements; and
- traditional villages.

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dence of the respondents in a sense that the information disclosed will not be made available to the other members of the community. It is therefore important that community leaders suggest candidates for interviewing who are respected in the community and who will not misuse or abuse the information obtained from the respondents. The local co-ordinator must also develop a local plan for data collection, including the recruitment and allocation of interviewers according to the ethnic (language) groups, and, if appropriate, gender and age of the respondents. Therefore, the selection and training of interviewers cannot be exclusively a technical exercise; rather, a number of psychological and social considerations need to be properly addressed.

'Hot spot' and topical surveys

It is recommended that, if and when appropriate, small scale surveys be carried out in communities for which there are indications that serious law and order problems exist or to explore in depth victimization experiences which request particular attention.

International surveys

Participation in the future sweep(s) of the International Crime (Victim) Survey, in the United Nations Surveys of Crime and the Operations of the Criminal Justice System and in the United Nations Criminal Justice Information Network should be encouraged in order to provide for an exchange of information and experience with other countries and to appreciate PNG problems and criminal justice activities in the international perspective.