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# INTOXICATED PERSONS 1981

N.S.W. Bureau of Crime Statistics and Research  
Department of the Attorney General

1984

N.S.W. Bureau of Crime Statistics and Research  
Department of the Attorney General  
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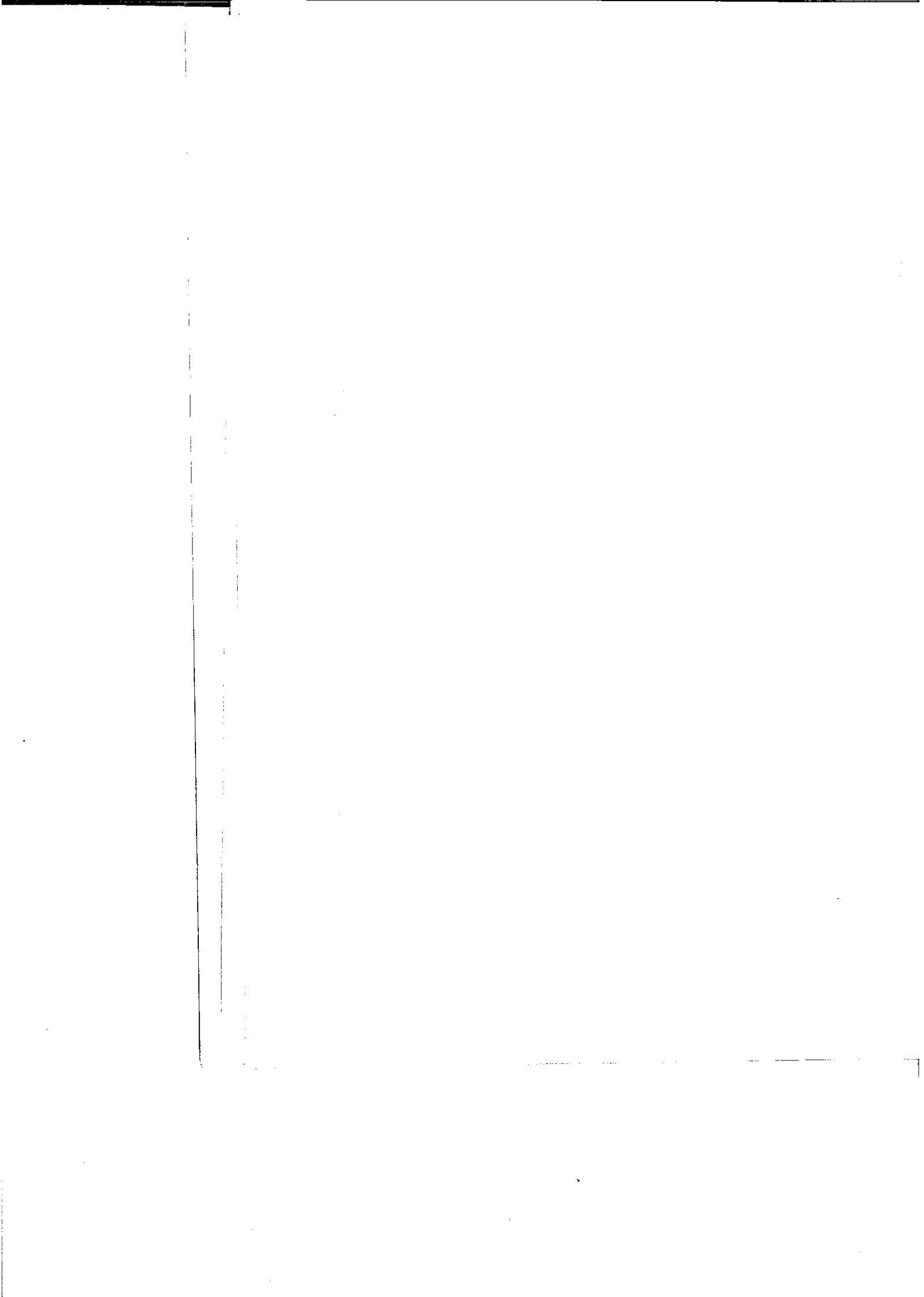
## PREFACE

The Intoxicated Persons Act (1979) came into effect on the 17th March, 1980. Although no longer a criminal offence persons intoxicated in a public place and in need of physical protection can be taken to a place proclaimed for that purpose. On reception a return is made to the Bureau of Crime Statistics and Research giving certain characteristics of the person detained or admitted voluntarily, and some details of the detention or admission.

The volume is the second of an annual series reporting on the operation of the Act. It gives an opportunity for public review of an important reform in the law.

The statistical collection providing the information for this report is a large and growing one. It is administered by Debra Jones who has worked hard to establish it. The report has been written by Trevor Milne, Research Statistician. Both the Deputy Director of the Bureau, Dr. Sandra Egger and the Director have been involved in extensive discussions on the implementation of the legislation. The report has been typed in the typing pool of the Department of Attorney General and of Justice to whom we remain grateful for their continuous and efficient assistance.

A.J. SUTTON  
Director



## INTRODUCTION

### Background

Until 17 March 1980, it was a criminal offence in N.S.W. under the Summary Offences Act (1970) to be found drunk in a public place. The maximum penalty was \$10 or up to 48 hours' imprisonment on default. The period of detention varied from case to case and depended on the time required for the prisoner to recover. When he/she was considered sober enough to be released, bail was granted, usually on the lodgement of \$1.00. Those who were released were allowed to forfeit bail routinely by not appearing at court. In 1978, for example, approximately 80% of 50,387 cases were disposed of by the offender forfeiting bail of \$1.00.

Prisoners who did not have that amount in their property were kept in custody until they appeared in court. The bulk of those who eventually faced the Magistrate were chronic alcoholics who were homeless and penniless. In many cases, any imposition of penalty resulted in short periods of imprisonment.

Many of these people appeared in court over and over again and a previous Bureau report (*City Drunks, 1973, p. 2*) indicated that 7% of drunkenness offenders accounted for 20% of the total arrests for drunkenness in N.S.W. at the time.

Dr. Tony Vinson, then Director of the Bureau, summarized the situation as follows:

"Our present social response to public drunkenness helps to stigmatize the individual and thereby maintain his socially unacceptable behaviour. The arrest and incarceration of the drunk worsens his social maladjustment by further demoralizing him and reducing any chance he may have had of putting his life on a better footing. The repeated experience of arrest, detention and appearance in court labels someone a 'drunk' and minor criminal, and thereby encourages the individual to see himself in these roles." (*Seminar on Victimless Crime, 1977, p. 27.*)

### The Intoxicated Persons Act

The failure of a criminal justice response to intoxication was recognized by the Government when it introduced the Intoxicated Persons Act in 1979. This legislation acknowledged that it was no longer appropriate to treat the heavy drinker as a criminal. However, at the same time it was clearly recognized that the objectives of the Act would have to be limited in scope, and the treatment/rehabilitation model was not envisaged as the primary concern of the legislation. Instead the legislation adopted a welfare/management approach which would *not* inhibit rehabilitation as did the provisions of the Summary Offences Act.

Briefly, the Intoxicated Persons Act, which came into effect on 17 March 1980, provides that if a person is intoxicated in a public place and is either:

- a) Behaving in a disorderly manner; or
- b) Behaving in a manner likely to cause injury to himself or another person or damage to property; or
- c) In need of physical protection because of his incapacity due to his being intoxicated

then he or she can be detained and taken to a proclaimed place by a member of the police force or an authorized person. Provision is made to become "authorized" under the Act.

Any person who is taken to a proclaimed place may be detained there for eight hours or until he ceases to be intoxicated — whichever occurs first. Provision is also made to release the person sooner if a "responsible person" is willing to undertake their care.

#### **Proclaimed Places**

At the present time "proclaimed places" consist of:

- a) All police stations in N.S.W.
- b) The premises of voluntary agencies which have applied to become proclaimed places;
- c) Remand shelters run by the Department of Youth and Community Services. This last group is only for juveniles.

The Regulations recognize that initially in many areas there is no alternative to the police cell, but as new premises become available they can quickly be proclaimed and come into operation.

#### **The Data Collection**

The Act provides for details of the detention of an intoxicated person to be recorded. Form 1 (Instrument containing Particulars of Intoxicated Person) is completed by the detaining officer or "authorized person". Form 2 (Record of Reception of Intoxicated Person at a Proclaimed Place) is completed by the person in charge of the proclaimed place. A copy of this latter form is forwarded to the Bureau of Crime Statistics and Research under section 7(2) of the Act. The information contained on the form includes name, address, sex, date of birth, place of detention, place of reception, time found, time received, behaviour, condition of release, time released and whether or not the intoxicated person considers himself to be an Aborigine. This last item was included at the request of the Drug and Alcohol Authority and was supported by the National Aboriginal Conference.

A copy of Form 2 is contained in Appendix I. All of the information on Form 2 except the intoxicated person's name is checked and processed for data analysis.

#### **Self Referrals**

Unlike the police, who detain intoxicated persons found in a public place, the voluntary agencies prefer to avoid detention under the Act.

Discussions were held with representatives of the voluntary agencies who were establishing proclaimed places on the question of *voluntary* admission of the intoxicated person to a proclaimed place. In such a case no Form 1 (Instrument containing Particulars of Intoxicated Person) would be completed, as the voluntary agencies were loath to detain persons against their will. The Bureau indicated that it would be prepared to accept a Form 2 (Record of Reception of Intoxicated Person at a Proclaimed Place) on the condition that it was indicated that the person was a "self-referral".

Throughout this report wherever persons admitted to voluntary agency proclaimed places are referred to as "detained", it should be understood that in most cases they stayed of their own accord.



## TRENDS IN DETENTIONS

### Overall State Results

From 1 January 1981 to 31 December 1981 there were 71,480 intoxicated person detentions and receptions. Of these 43,459 were at police stations, 1 at a juvenile remand shelter and 27,936 at voluntary agencies. The remaining 84 returns had no proclaimed place entered and were excluded from the following analysis.

The number of convictions for public drunkenness under the Summary Offences Act from 1975 to 1979 and the number of detentions and receptions under the Intoxicated Persons Act, for the years 1980 and 1981, are shown in Tables 2.1 and 2.2.

**Table 2.1. Drunkenness convictions, 1975-79, and intoxicated person detentions and receptions, 1980-81**

	Drunkenness convictions					Intoxicated person detentions and receptions	
	1975	1976	1977	1978	1979	1980*	1981
Number .....	52,542	54,928	46,450	50,387	41,375	59,000	71,480
Rate/1,000 population** ....	10.8	11.2	9.4	10.1	8.1	11.5	13.6

\*Figures projected for 12 months' period.

\*\*Population figures from 1981 Census.

**Table 2.2. Detentions and receptions under the Intoxicated Persons Act by type of proclaimed place, 1980-81**

Type of proclaimed place	1980*		1981	
	No.	%	No.	%
Police stations.....	37,500	63.5	43,459	60.9
Voluntary agencies .....	21,500	36.5	27,937	39.1
TOTAL	59,000	100.0	71,396	100.0

\*Figures projected for 12 months' period.

Under the Summary Offences Act, the number of convictions for public drunkenness varied between 54,928 in 1976 and 41,375 in 1979, the year before the introduction of the Intoxicated Persons Act. In terms adjusted for population, the conviction rate was between 11.2 per 1,000 population in 1976 and 8.1 per 1,000 population in 1979.

In the first two years of the operation of the Intoxicated Persons Act the number of detentions and receptions was greater than under the previous public drunkenness legislation. In 1980 there were 46,477 detentions under the Intoxicated Persons Act in its first nine months of operation, the Act not being proclaimed till 17 March 1980. Projecting this figure for a twelve-month period gives an estimated number of detentions of 59,000, approximately 17,000 or 40% more than in 1979, the last year of the summary offences legislation. This is approximately 4,000 or 7% greater than

in 1976 when 54,928 persons were convicted for public drunkenness. In 1981, the number of detentions and receptions under the Act increased a further 21% from the projected 1980 figures to 71,480. In terms of convictions and detentions per thousand population, the rate increased from 8.1 in 1979 to 11.5 in 1980 and 13.6 in 1981.

A number of reasons may be put forward to account, at least in part, for this apparent increase in public intoxication. The low number of convictions in 1979, in comparison to preceding years, may have been due to anticipation of the new Act by both police and those operating voluntary agencies. In the case of the police, there may have been some reluctance to continue arresting drunks, especially those who were regulars, when new legislation decriminalizing the offence was imminent. At the same time voluntary organizations which had traditionally catered for homeless persons (many of whom were alcoholic) were preparing facilities for housing intoxicated persons and were more likely than previously to accept those people when intoxicated than in the past. Evidence to support this is contained in *Court Statistics 1978* (p.22) and *1979* (p.23). The greatest decreases in arrests for public drunkenness offences between 1978 and 1979 were in the inner-city areas of Sydney and surrounding suburbs where nearly all the voluntary agencies are located.

A larger number of detentions and receptions under the new Act was to be expected for a number of reasons. First, the eight hour maximum period of detention under the Intoxicated Persons Act is less than under the Summary Offences Act, when persons could be held longer or receive prison sentences, although the importance of this factor may be lessened by the findings discussed in Section 4, which indicate that many persons remain voluntarily for longer than the eight-hour detention period.

Secondly, and more importantly, with the introduction of the Intoxicated Persons Act, the voluntary agencies began recording receptions of intoxicated persons admitted to their premises. Previously, these agencies in many cases accommodated drunk persons if they were not disruptive. In addition, homeless intoxicated persons who had previously sheltered elsewhere and did not come to police notice may have begun to utilize voluntary agencies. In 1980, 80% of persons received at voluntary agencies were "self referred"; that is, they voluntarily entered the proclaimed place. In 1981 24,548 or 88% of the 27,937 persons received at voluntary agencies were self-referred.

It is important to note that the detentions and receptions under the Intoxicated Persons Act and the convictions for public drunkenness under the Summary Offences Act do *not* refer to distinct persons. In both cases, a person's name was not recorded on the computer files for privacy reasons and hence an individual convicted or detained on more than one occasion is counted separately on each occasion. In the case of public intoxication this is of particular significance as chronic drunks may be detained or received on many occasions, sometimes in the same week. For example, 100 persons detained five times a week equals 26,000 detentions per year. The voluntary agencies, by accommodating only a relatively small number of chronic alcoholics, may record a disproportionately large number of detentions.

These factors suggest that the increases in detentions and receptions are the result of administrative changes brought about by the Intoxicated Persons Act rather than increases in alcohol abuse in the community. Many of those persons requiring shelter or protective custody were probably not arrested by the police under the Summary Offences Act. The population of publicly intoxicated persons may have always been considerably greater than the police could detect and arrest.

However, the size of the increase in detentions and receptions under the Intoxicated Persons Act in 1981 suggests that administrative changes alone have not been responsible for the changes. There also appears to have been some increase in alcohol abuse in the community. Tables 2.1 and 2.2 indicate that police detentions increased by 17% in 1981 to 43,459. At the same time receptions at voluntary agencies increased in 1981 by 30% over 1980 to 27,937. Increased police detentions imply a greater visibility of excessive alcohol consumption while increases in receptions at voluntary agencies denote a greater homeless, skid row population.

The following sections of this report examine the personal and demographic characteristics of persons detained in 1981 and compare them with those from 1980 to ascertain in what areas and groups the increases were most apparent.

### Regional Analysis

Table 2.3 shows the number of intoxicated-person detentions by police and receptions at voluntary agencies for each statistical division in N.S.W. for the period 1/1/81-31/12/81. The state is divided into 12 statistical divisions, which are further subdivided into 38 statistical subdivisions. Figure 1 shows the boundaries of these divisions, while Appendix II lists the proclaimed places and returns for each subdivision. The classification of detentions and receptions into these statistical divisions allows the use of population estimates from the Australian Bureau of Statistics to calculate the number of detentions and receptions per 1,000 population. It also conveniently breaks up the state into a small number of areas which may be examined in depth.

The area with the highest rate of detentions and receptions per 1,000 population was the North-Western area of the state. The rate there of 82.4 per 1,000 population was six times that of the overall rate for the state, 13.6 per 1,000 population.

Previous Bureau publications (see *Statistical Bulletin No. 8, Estimated Number of Distinct Public Drunkenness Offenders in Country Areas of N.S.W.*) have indicated that this area had the highest rate of drunkenness convictions in the state under the previous legislation. Similarly, in 1980, detention rates under the Intoxicated Persons Act were greatest in this area, and the situation appears to be the same in 1981.

The greatest number of detentions was in the Sydney division — 49,876 — which represented 69.9% of the state total. Approximately half (54.4%) of these were at voluntary agencies. In terms of detentions per thousand population, the Sydney area ranked third behind the North-Western and Far West areas. Other country areas of the state followed, while the other major urban areas, Illawarra and Hunter, had among the lower detention rates.



INDEX TO STATISTICAL DIVISIONS AND SUBDIVISIONS	
1. SYDNEY	8. CENTRAL WEST
2. HUNTER	8a. Bathurst-Orange
2a. Newcastle	8b. Balance of Central Tablelands
2b. Balance	8c. Lachlan
3. ILLAWARRA	9. SOUTH-EASTERN
3a. Wollongong	9a. Lower South Coast
3b. Balance	9b. Snowy
4. RICHMOND-TWEED (incl. Gold Coast (part))	9c. Southern Tablelands (incl. Canberra (part))
5. MID-NORTH COAST	10. MURRUMBIDGEE
5a. Clarence	10a. Central Murrumbidgee (incl. Wagga Wagga)
5b. Hastings	10b. Lower Murrumbidgee
6. NORTHERN	11. MURRAY
6a. Northern Tablelands	11a. Aibury-Wodonga (part)
6b. Northern Slopes (incl. Tamworth)	11b. Balance of Upper Murray
6c. North Central Plain	11c. Central Murray
7. NORTH-WESTERN	11d. Murray-Darling
7a. Central Macquarie	12. FAR WEST
7b. Macquarie-Barwon	(incl. Broken Hill)
7c. Upper-Darling	

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- A. Central Sydney
- B. Inner Western Sydney
- C. Southern Sydney
- D. South Western Sydney
- E. Western Sydney
- F. Northern Sydney
- G. Gosford-Wyong

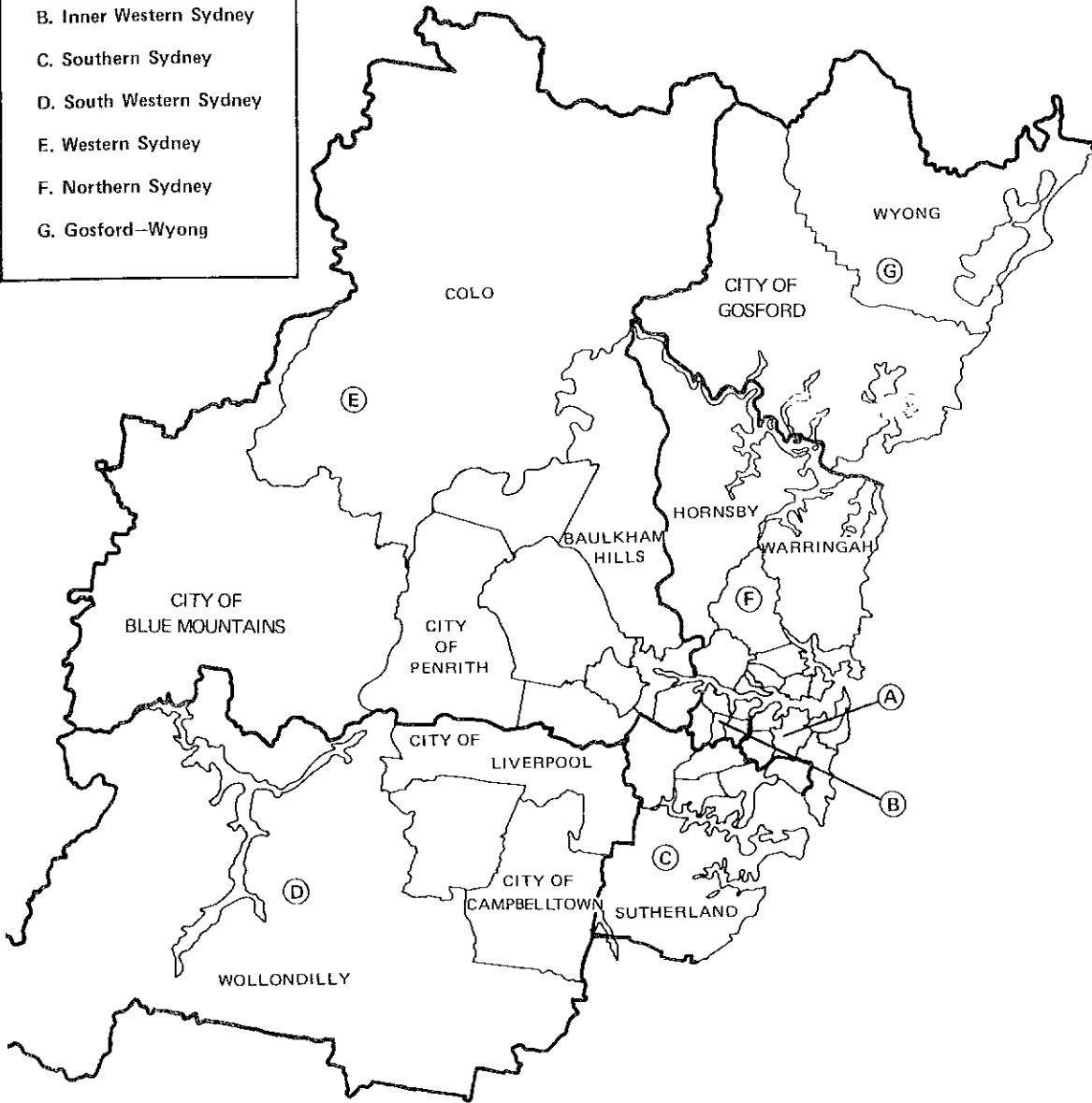


Table 2.3. Detentions and receptions by statistical divisions in 1981

Statistical division	Population* (30/6/81)	Type of proclaimed place.						Total		
		Police stations			Voluntary agencies			No.	%	Rate/ 1,000 pop.
		No.	%	Rate/ 1,000 pop.	No.	%	Rate/ 1,000 pop.			
Sydney .....	3,280,900	22,740	52.3	6.9	27,136	97.1	8.3	49,876	69.9	15.2
Hunter .....	472,850	2,333	5.4	4.9	1	0.0	0.0	2,334	3.3	4.9
Illawarra .....	305,000	1,212	2.8	4.0	613	2.2	2.0	1,825	2.6	6.0
Richmond-Tweed .....	133,300	677	1.6	5.1	3	0.0	0.0	680	1.0	5.1
Mid-North Coast .....	176,250	542	1.2	3.1	0	0.0	0.0	542	0.8	3.1
Northern .....	178,450	1,601	3.7	9.0	0	0.0	0.0	1,601	2.2	9.0
North-Western .....	108,700	8,939	20.6	82.2	15	0.1	0.1	8,954	12.5	82.4
Central West .....	164,700	1,407	3.2	8.5	16	0.1	0.1	1,423	2.0	8.6
South-Eastern .....	139,400	626	1.4	4.5	149	0.5	1.1	775	1.1	5.6
Murrumbidgee .....	143,800	1,015	2.3	7.1	4	0.0	0.0	1,019	1.4	7.1
Murray .....	100,850	1,241	2.9	12.3	0	0.0	0.0	1,241	1.7	12.3
Far West .....	32,600	1,126	2.6	34.5	0	0.0	0.0	1,126	1.6	34.5
<b>TOTAL</b>	<b>5,236,800</b>	<b>43,459</b>	<b>100.0</b>		<b>27,937</b>	<b>100.0</b>		<b>71,396</b>	<b>100.0</b>	<b>13.66</b>

\*From 1981 Census.

Table 2.4 shows the projected annual number of detentions and receptions under the Intoxicated Persons Act in 1980 (the Act only being in force for nine and a half months in 1980), compared to the number of detentions and receptions in 1981.

**Table 2.4. Detentions and receptions by statistical divisions, 1980 and 1981**

	*1980	1981	% change
Sydney .....	39,810	49,876	25.3
Hunter .....	2,020	2,334	15.5
Illawarra .....	1,100	1,825	65.9
Richmond-Tweed.....	640	680	6.3
Mid-North Coast .....	450	542	20.4
Northern.....	1,570	1,601	2.0
North-Western.....	8,660	8,954	3.4
Central West.....	1,450	1,423	-1.9
South-Eastern.....	630	775	23.0
Murrumbidgee .....	700	1,019	45.6
Murray.....	990	1,241	25.4
Far West .....	980	1,126	14.9
<b>TOTAL</b>	<b>59,000</b>	<b>71,396</b>	<b>21.0</b>

\*1980 figures projected for 12-month period.

The table shows that the greatest increase in numbers of detentions and receptions was in the Sydney statistical division, from 39,810 in 1980 to 48,876 in 1981. In terms of percentage change, however, the areas exhibiting the greatest increase were the Illawarra and Murrumbidgee divisions. In the case of the Illawarra region, where the number of detentions and receptions increased by 66%, the main factor would appear to be increased receptions at the area's single voluntary agency (see Appendix II) although police detentions also increased. In the Murrumbidgee area, where detentions rose by 45.6% there were increases in most of the major towns, particularly Wagga Wagga, Griffith and Leeton.

Overall, eight of the twelve statistical areas in the state recorded increases in detentions in excess of 14%.

#### **Voluntary agencies**

Virtually all intoxicated persons received by the voluntary agencies were in the Sydney area (97.1%).

As is shown in Table 2.5, 17 voluntary agencies were proclaimed by the end of 1981, and of these some were not fully operational. Clearly, of those operating, the majority of receptions were at those in the inner city, where the greatest concentration of homeless alcoholics is located. The 30% increase in receptions at voluntary agencies in 1981 was primarily at these inner-city locations. A number of other proclaimed places operated by voluntary agencies or community groups have been funded for various regions of the state to begin operation in 1982 and 1983.

Table 2.5. Intoxicated persons received at voluntary agencies, 1981

Proclaimed place	Location	Organization	No. of receptions
Swanton Lodge .....	Surry Hills	Sydney City Mission	5,929
Rawson Centre .....	Newtown	Sydney City Mission	3,894
Edward Eagar Lodge .....	Darlinghurst	Methodist Central Mission	2,675
Foster House.....	Surry Hills	Salvation Army	4,544
Matthew Talbot Hostel .....	Woolloomooloo	St. Vincent De Paul	3,996
Granville.....	Granville	St. Vincent De Paul	20
The Opposition .....	Kings Cross	Sydney City Mission	4,291
Fairlight Centre.....	Manly	Sydney City Mission	1,257
Kendall House .....	Parramatta	Sydney City Mission	529
Edel Quinn Shelter.....	Wagga Wagga	St. Vincent De Paul	4
Lismore .....	Lismore	St. Vincent De Paul	3
Coniston .....	Wollongong	St. Vincent De Paul	613
Wickham .....	Newcastle	St. Vincent De Paul	1
Goulburn .....	Goulburn	St. Vincent De Paul	110
Dubbo.....	Dubbo	Salvation Army	15
Orange.....	Orange	Orange City Council	16
Markarling House.....	Cobargo	Cobargo South Coast Regional Council	39
TOTAL			27,936



## CHARACTERISTICS OF INTOXICATED PERSONS

### Age and sex of intoxicated persons

The great majority of detentions and receptions under the Intoxicated Persons Act are for males. In 1981, 96% of persons received by voluntary agencies and 93% detained at police stations were male.

Tables 3.1 and 3.2 indicate that males detained by the police were generally younger than those received by the voluntary agencies. For example, 40.0% of males detained by the police were under 30 years of age compared with 20.9% received at voluntary agencies. However, the difference in age between females dealt with by the two types of agencies was in the opposite direction; 68.8% of females received at the voluntary agencies were under 30 years of age compared to 46.0% detained at police stations.

Table 3.1. Age and sex of intoxicated persons received at voluntary agencies in 1981\*

Age	Males		Females		Total	
	No.	%	No.	%	No.	%
Under 18 yrs.....	883	3.6	344	31.6	1,227	4.8
18-19 yrs.....	1,837	7.4	197	18.1	2,034	7.9
20-29 yrs.....	2,450	9.9	208	19.1	2,658	10.3
30-39 yrs.....	2,617	10.6	64	5.9	2,681	10.4
40-49 yrs.....	4,629	18.7	32	2.9	4,661	18.1
50-59 yrs.....	8,184	33.1	81	7.5	8,265	32.0
60-69 yrs.....	3,344	13.5	121	11.1	3,465	13.4
70 plus.....	769	3.1	40	3.7	809	3.1
TOTAL	24,713	100.0	1,087	100.0	25,800	100.0

\*Age was unknown in 2,137 cases.

Table 3.2. Age and sex of intoxicated persons detained by police in 1981\*

Age	Males		Females		Total	
	No.	%	No.	%	No.	%
Under 18 yrs.....	1,086	2.7	133	4.7	1,219	2.9
18-19 yrs.....	4,082	10.2	252	9.0	4,334	10.2
20-29 yrs.....	10,815	27.1	908	32.3	11,723	27.5
30-39 yrs.....	6,479	16.3	459	16.4	6,938	16.3
40-49 yrs.....	7,253	18.2	433	15.4	7,686	18.0
50-59 yrs.....	6,826	17.1	511	18.2	7,337	17.2
60-69 yrs.....	2,361	5.9	97	3.5	2,458	5.8
70 plus.....	934	2.3	14	0.5	948	2.2
TOTAL	39,836	100.0	2,807	100.0	42,643	100.0

\*Age was unknown in 816 cases.

This difference may be attributable to the fact that the voluntary agencies are more likely to serve the alcoholic homeless male population. They are generally older males: 49.7% of males received at voluntary agencies in 1981 were in excess of 50 years of age. On the other hand, a large percentage of females received at the voluntary agencies were received at one agency, The Opposition, in Kings Cross, which caters specifically for young people.

Table 3.3 displays the percentage of males and females in each age group detained or received by the police and voluntary agencies in 1980 and 1981. In the case of police detentions, the percentage of males aged under 30 increased from 36.7% in 1980 to 40.0% in 1981. For females under 30 the increase was from 40.3% in 1980 to 46.0% in 1981.

This change was even more evident in receptions at the voluntary agencies. In 1981 20.9% of males received were under 30 years of age compared to 10.6% in 1980. For females the respective figures were 51.3% in 1980 and 68.8% in 1981.

This increase in the percentage of "younger" persons being detained appears to be part of a continuing trend. In 1975, 22.7% of persons convicted for public drunkenness were under 30 years of age; in 1978 this had increased to 27.5% (*Court Statistics 1978*, p.24). In 1981, 33.9% of all persons detained or received under the Intoxicated Persons Act were under 30.

Table 3.3. Age and sex of intoxicated persons in 1980 and 1981 by type of proclaimed place

Age	Police				Voluntary agencies			
	Male		Female		Male		Female	
	1980 %	1981 %	1980 %	1981 %	1980 %	1981 %	1980 %	1981 %
Under 18 yrs .....	2.3	2.7	2.2	4.7	1.9	3.6	19.1	31.6
18-19 yrs.....	9.7	10.2	8.4	9.0	3.9	7.4	15.8	18.1
20-29 yrs.....	24.7	27.1	29.7	32.3	4.8	9.9	16.4	19.1
30-39 yrs.....	15.5	16.3	16.5	16.4	8.9	10.6	7.7	5.9
40-49 yrs.....	20.6	18.2	16.3	15.4	18.9	18.7	8.7	2.9
50-59 yrs.....	18.4	17.1	23.0	18.2	38.5	33.1	14.5	7.5
60-69 yrs.....	7.4	5.9	3.6	3.5	19.5	13.5	16.9	11.1
70 plus .....	1.5	2.3	0.3	0.5	3.4	3.1	0.9	3.7

Between 1975 and 1978 the percentage of persons under 30 years of age convicted of drunkenness increased most markedly in the suburban areas of Sydney — from 28% in 1975 to 42% in 1978 (*Court Statistics 1978*, p. 24). Appendix VII shows that 52.3% of police detentions in 1981 in the suburban area of Sydney were for persons under 30 years of age. This ranged from 38.1% of detentions in the Inner West of Sydney to 62% in South-West Sydney.

In the area of Central Sydney, which encompasses the inner city and contains most of the voluntary agencies, only 29% of police detentions were for persons under 30. At voluntary agencies, 24% of receptions were for persons under 30. This is a reflection of the concentration of older homeless alcoholics in the inner-city area.

Outside the Sydney metropolitan area in 1978, 36.1% of convictions for public drunkenness were for persons under 30 years of age. In 1981, under the Intoxicated

Persons Act, the percentage of detentions for this age group had increased to 44.5%. In the Illawarra and Murray regions, detentions of persons under 30 constituted 65.5% and 67.2% of the total respectively. Similarly, over 50% of detentions in the Hunter, Richmond-Tweed, Central West, South-Eastern, Murrumbidgee and Far West regions were for persons under 30 years of age. Only in the North-Western area of the state where there are special problems (see Section 6) was the percentage of under thirties less than 40% of all detentions (see Appendix III).

These results suggest a trend, spanning a number of years, that public drunkenness is increasingly involving younger persons.

### Juveniles

In 1980 there were 1,072 detentions and receptions of juveniles under the Intoxicated Persons Act in its first nine and a half months of operation. Projected for a twelve-month period, this gave an estimated, 1,350 detentions. In 1981 there were 2,446 detentions and receptions of juveniles, an increase of 81% over the 1980 estimate although only representing 3.4% of all detentions and receptions. Whereas, in 1980, 63% of juvenile detentions were at police stations, in 1981 this had decreased to 50%, the balance being received at voluntary agencies.

Although the percentage of juveniles detained by the police decreased, as a function of the total number detained, the actual number increased. The number of male juveniles detained by the police increased from 782 in 1980 to 1,086 in 1981 (38.8% increase). The number of females detained by the police increased from 66 in 1980 to 133 in 1981 (102% increase). However, the increase at voluntary agencies was even greater. Receptions of male juveniles rose by 152% from an estimate of 350 in 1980 to 883 in 1981 and for females by 125% from 152 in 1980 to 344 in 1981 (see Table 3.4).

**Table 3.4. Juvenile detentions and receptions for 1980 and 1981 by sex and type of proclaimed place\***

Year	Police		Voluntary agencies	
	Male	Female	Male	Female
1980.....	782	66	350	152
1981.....	1,086	133	883	344
% change.....	+ 38.8%	+ 102%	+ 152%	+ 125%

\*Figures for 1980 projected from results of first nine and a half months of operation of Act.

Examination of these increases between 1980 and 1981 firstly for police detentions, reveals the areas with the greatest increases in juvenile detentions were the Sydney region (281 to 416); the Northern region (51 to 75); the Murrumbidgee (25 to 67); the Murray (43 to 114) and the Far West (35 to 111).

Within the Sydney region, the most substantial increases in juvenile detentions were in the Central Sydney area (54 to 111); South-Western Sydney (30 to 65), North Sydney (18 to 40) and Gosford (8 to 16).

Overall, when the 1,227 receptions of juveniles at voluntary agencies are taken into account, 1,209 of which were in the Central Sydney area, the number of detentions and receptions in this area increased from 534 in 1980 to 1,320 in 1981, an increase of 147%.

The 1,209 receptions of juveniles at voluntary agencies in the Central Sydney area accounted for 50.6% of all juvenile detentions in the state. Eighty-nine per cent of the juvenile receptions in this area were at one agency, The Opposition in Kings Cross, which received 1,176 juveniles in 1981.

Table 4.7 shows the condition of release of juveniles detained and received under the Intoxicated Persons Act and indicates that 10.3% of all juveniles detained or received were released into the care of a responsible person. This percentage was twice that or greater than for any other age group and suggests persons in charge of proclaimed places are making efforts to avoid detaining juveniles in proclaimed places where possible. However, the fact that only 241 (10.3%) juveniles were released into care requires careful consideration. Of particular concern is the presence of 895 juveniles in the police cells. It is not known whether the parents were contacted or whether any attempts were made to release these juveniles into responsible care.

Table 3.6 shows that 99.1% of all juveniles received at voluntary agencies had no fixed residence compared with 2.2% of juveniles detained by the police. This finding suggests juveniles received in the Central Sydney voluntary agencies, notably The Opposition, may be part of the reportedly growing population of homeless youth frequenting the Kings Cross area.

### Homelessness

Table 3.5 indicates that 97% of persons received by the voluntary agencies had no fixed address compared to 27% of the persons detained by the police. This is illustrative of the different type of persons dealt with by the voluntary agencies and the police. It also explains why so few persons were released by the voluntary agencies into the care of a responsible person (see Table 4.6). In the case of police detentions, however, there would appear to be much more scope for release under this provision.

Table 3.5. Residence of intoxicated persons  
by type of proclaimed place\*

Residence	Police		Voluntary agencies	
	No.	%	No.	%
No fixed address .....	11,577	27.0	25,846	96.7
Permanent address .....	31,301	73.0	876	3.3
TOTAL	42,878	100.00	26,722	100.0

\*Residence unknown in 1,796 cases.

As shown in Appendix IV, the greatest percentage of homeless persons detained by the police were in the Sydney area (45.4%) followed by the Hunter division (19.5%).

As illustrated in Table 3.6, the percentage of homeless persons in each age category differed markedly between police and voluntary agency proclaimed places. In the case of voluntary agencies, in each age category, over 95% of persons received were homeless. In the case of police detentions, however, only 2.2% of juveniles detained were homeless. This percentage increased with age, 24.0% of 30 to 39-year-olds being homeless and approximately 50% of 50-year-olds and over having no fixed address.

Table 3.6. Age and homelessness by type of  
proclaimed place

Age	Police (% homeless)	Voluntary agency (% homeless)
Under 18 yrs.....	2.2	99.1
18-19 yrs.....	4.0	99.3
20-29 yrs.....	9.5	98.0
30-39 yrs.....	24.0	96.8
40-49 yrs.....	39.0	95.9
50-59 yrs.....	51.7	96.6
60-70 yrs.....	49.4	97.5

## SECTION 4

**CONDITIONS OF DETENTION****Behaviour**

The Intoxicated Persons Act specifies three categories of behaviour in conjunction with public intoxication to warrant detention: disorderly behaviour; behaving in a manner likely to cause injury to himself or another person; and, in need of physical protection because of his incapacity due to being intoxicated. The distribution of behaviour of intoxicated persons for each type of proclaimed place is shown in Table 4.1.

**Table 4.1. Behaviour of intoxicated persons by type of proclaimed place received\***

Behaviour	Police		Voluntary agency	
	No.	%	No.	%
Disorderly.....	12,583	30.0	852	3.2
Likely to cause injury .....	3,571	8.5	8,882	33.8
In need of physical protection .....	24,856	59.3	16,389	62.4
Combination of above.....	877	2.1	137	0.5
<b>TOTAL</b>	<b>41,887</b>	<b>100.0</b>	<b>26,260</b>	<b>100.0</b>

\*Behaviour not stated in 3,249 cases.

The majority of those received at voluntary agencies (62.4%) were considered in need of "physical protection" as were the majority of persons detained by the police (59.3%). However, where 33.8% of receptions at voluntary agencies were considered "likely to cause injury" only 8.5% of police detentions were for this reason. Correspondingly, 30% of police detentions were for "disorderly" behaviour in comparison to 3.2% of receptions at voluntary agencies.

Table 4.2 indicates the behaviour leading to detention or reception for voluntary and police proclaimed places in 1980 and 1981. In the case of police proclaimed places the percentage of detentions for disorderly behaviour increased by 4.4% in 1981 from 1980, with a corresponding drop in detentions for those in need of physical protection. This may be due to the greater number of persons under 30 years of age detained in 1981 compared to 1980. Younger persons are more likely to be detained for disorderly behaviour, as is illustrated in Table 4.3.

The behaviour of persons received at voluntary agencies has changed markedly from 1980. In 1981, 33.8% of receptions were for "likely to cause injury" while in 1980 this category accounted for 19.5% of receptions. The percentage of receptions for disorderly behaviour only increased from 2.0% in 1980 to 3.2% in 1981 while receptions for "in need of physical protection" decreased from 78.3% in 1980 to 62.4% in 1981.

Table 4.2 Behaviour of intoxicated persons, 1980-81

Behaviour	Police		Voluntary agency	
	1980 %	1981 %	1980 %	1981 %
Disorderly.....	25.6	30.0	2.0	3.2
Likely to cause injury.....	8.8	8.5	19.5	33.8
In need of physical protection.....	63.6	59.3	78.3	62.4
Combination of above .....	2.0	2.1	0.2	0.5
TOTAL	100.0	100.0	100.0	100.0

Table 4.3. Age and behaviour of intoxicated persons detained by police in 1981

Behaviour	Age															
	Under 18 yrs.		18-19 yrs.		20-29 yrs.		30-39 yrs.		40-49 yrs.		50-59 yrs.		60-69 yrs.		70 plus	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Disorderly .....	606	51.9	2,341	56.7	5,058	44.9	1,880	28.0	1,279	17.2	836	11.7	314	13.2	51	5.6
Likely to cause injury	133	11.4	421	10.2	1,180	10.5	728	10.9	506	6.8	369	5.2	115	4.8	47	5.1
In need of physical protection.....	380	32.6	1,247	30.2	4,715	41.9	3,985	59.4	5,545	74.6	5,801	81.5	1,914	80.4	811	88.5
Combination of above	48	4.1	121	2.9	304	2.7	114	1.7	104	1.4	116	1.6	38	1.6	7	0.8
<b>TOTAL</b>	<b>1,167</b>	<b>100.0</b>	<b>4,130</b>	<b>100.0</b>	<b>11,257</b>	<b>100.0</b>	<b>6,707</b>	<b>100.0</b>	<b>7,434</b>	<b>100.0</b>	<b>7,122</b>	<b>100.0</b>	<b>2,381</b>	<b>100.0</b>	<b>916</b>	<b>100.0</b>



Table 4.4 compares the percentage of police detentions in 1980 and 1981 for disorderly behaviour for each age group. It shows a greater percentage of persons in each age category, with the exception of those 60 years and over, were detained for disorderly behaviour in 1981 compared to 1980.

**Table 4.4. Age and disorderly behaviour of Intoxicated Persons detained by police 1980-81**

Age	Year	
	1980 %	1981 %
Under 18 years .....	48.1	51.9
18-19 yrs .....	52.3	56.7
20-29 yrs .....	37.6	44.9
30-39 yrs .....	24.7	28.0
40-49 yrs .....	14.6	17.2
50-59 yrs .....	11.0	11.7
60-69 yrs .....	15.7	13.2
70 plus.....	8.5	5.6

The greatest change was in the 20-29 years age group where the percentage detained for disorderly behaviour increased from 37.6% in 1980 to 44.9% in 1981. This was followed by lesser increases in the 18-19 years age group and those under 18 years.

There were increases also in the 30-39 years age group and the 40-49 years age group. However, the large increase in the 20-29 years age group brings the under 30-years-olds into a clear group where approximately half of all police detentions were for disorderly behaviour.

The percentage of intoxicated person detentions by the police for disorderly behaviour were greatest in the Illawarra region (46.7%) and the Central West (47.1%). The areas with the lowest percentages of disorderly detentions were the North-Western (16.9%) and the Sydney regions (29.9%) (see Appendix V).

Within the Sydney region itself, 51.9% of detentions in South-Western Sydney were for disorderly behaviour. This was far higher than for the other areas, of which Western Sydney was the next greatest with 38.7%. In the inner city only 26% of detentions were for disorderly behaviour (see Appendix VII).

#### **Condition of release**

The conditions under which persons are released from detention or leave a voluntary agency are shown in Table 4.5. In the majority of cases for both police and voluntary agencies (82.4% and 57.7% respectively), persons were released when they ceased to be intoxicated.

In the case of police detentions, a further 11.1% were released when eight hours had expired, 4.1% were released into care of an approved person, 0.2% were released into a hospital, and 2.2% declined to leave at the end of their detention.

Table 4.5. Condition of release by type of proclaimed place\*

Conditions of release	Police		Voluntary agency		Total	
	No.	%	No.	%	No.	%
Ceased to be intoxicated .....	33,238	82.4	14,833	57.7	48,071	72.8
8 hours expired.....	4,468	11.1	10,199	39.7	14,667	22.2
Released into care .....	1,658	4.1	486	1.9	2,144	3.2
Release into hospital .....	61	0.2	116	0.5	177	0.3
Declined to leave.....	885	2.2	88	0.3	973	1.5
TOTAL	40,310	100.0	25,722	100.0	66,032	100.0

\*Condition of release unknown in 5,364 cases.

This pattern was similar for voluntary agencies where 22.2% were released after eight hours had expired, 3.2% were released into care, 0.3% into hospital, and 1.5% declined to leave.

Table 4.6 shows the conditions of release for police and voluntary agencies for both 1980 and 1981. Both types of proclaimed places exhibited similar percentages for conditions of release in 1981 as in 1980, with the exception that the police released a slightly higher percentage of persons as "ceased to be intoxicated" in 1981 than 1980 and a lower percentage of persons declined to leave. The most notable difference in the case of the voluntary agencies was the decrease in the percentage of persons released into care in 1981 (1.9%) compared to 1980 (5.3%).

Table 4.6. Conditions of release 1980-1981

Conditions of release	Police		Voluntary agency	
	1980 %	1981 %	1980 %	1981 %
Ceased to be intoxicated .....	74.4	82.4	54.2	57.7
8 hours expired.....	14.8	11.1	39.5	39.7
Released into care .....	4.7	4.1	5.3	1.9
Released into hospital .....	0.1	0.2	0.8	0.5
Declined to leave.....	5.9	2.2	0.1	0.3
TOTAL	100.0	100.0	100.0	100.0

The category of "released into care" is of special importance. It is the one avenue for placing responsibility for intoxicated persons with members of the community and thus removing persons from police cells and voluntary proclaimed places. Apart from providing the intoxicated person with a better environment in which to sober up, there seems no reason why the state should carry the cost of detaining such people if this can be achieved in the person's own home.

Table 4.7 shows the percentage of persons released for each condition in each age category. It indicates the percentage of persons released into care was greatest for those under 18 years of age (10.3%) and decreased with age. This probably reflects

efforts to avoid detaining juveniles in proclaimed places and the fact that older persons are more likely to be homeless and hence less likely to have someone to care for them. (See table 3.6).

**Table 4.7. Condition of release by age; persons detained and received 1981**

Condition of release	Age						
	Under 18 %	18-19 %	20-29 %	30-39 %	40-49 %	50-59 %	60 + %
Ceased to be intoxicated.....	34.1	57.4	75.6	82.6	82.0	75.2	74.9
Eight hours had expired.....	55.5	37.7	19.0	14.1	16.0	23.3	23.5
Released into care.....	10.3	4.9	5.3	3.3	2.0	1.5	1.6
	100.0	100.0	100.0	100.0	100.0	100.0	100.0

#### Length of detentions

The number of hours persons were detained by police or remained in voluntary agencies is presented in Table 4.8. In 75.4% of the detentions by police, the persons were released within the statutory time limit of eight hours; 17.3% were released between 8-12 hours while slightly over 7.0% were detained in excess of this time. In the case of voluntary agencies, only 18.6% stayed for eight hours or less, whereas 35.6% stayed between 8-12 hours and 45.8% stayed longer than 12 hours.

As 88% of persons received by the voluntary agencies were "self referred" and the voluntary agencies generally will not detain persons against their will, it appears that the majority desired to stay longer than eight hours. This agrees with the finding that 97% of those received by the voluntary agencies had no fixed address.

**Table 4.8. Length of detention by type of proclaimed place.\***

Time detained	Police		Voluntary agencies	
	No.	%	No.	%
8 hrs or less.....	31,722	75.4	4,941	18.6
8-10 hrs.....	4,904	11.7	3,524	13.3
10-12 hrs.....	2,372	5.6	5,942	22.3
over 12 hrs.....	3,064	7.3	12,165	45.8
TOTAL	42,062	100.0	26,572	100.0

\*Length of detention unknown in 2,762 cases.

Factors which may have contributed towards detention of persons for longer than eight hours by the police include the different periods of time required by people to "sober up" and the fact that smaller police stations, particularly in country areas, close overnight, in which case many persons would have been detained till the station re-opened in the morning.

Support for the latter statement is contained in Appendix VI, which shows the length of detentions by police in each area of the state. In the Sydney and Illawarra areas less than 12% of detentions were in excess of eight hours while in the country areas of the state the percentage of detentions exceeding eight hours was considerably greater. In particular, in the North-Western, Northern, Richmond-Tweed and Mid-North Coast areas over 35% of detentions were in excess of eight hours.

Table 4.9. Length of detention by type of proclaimed place in 1980 and 1981

Length of detention	Police		Voluntary agencies	
	1980	1981	1980	1981
%	%	%	%	%
8 hrs or less .....	67.7	75.4	21.2	18.6
8-10 hrs .....	11.3	11.7	14.9	13.3
10-12 hrs .....	7.7	5.6	26.9	22.3
over 12 hrs .....	13.3	7.3	37.0	45.8
TOTAL	100.0	100.0	100.0	100.0

In comparison to 1980 (see table 4.9), the length of detentions by police in 1981 tended to be shorter. In 1981, 75.4% of detentions by police were eight hours or less compared to 67.7% in 1980. Conversely, however, the length of stay at voluntary agencies in 1981 tended to be longer than in 1980, almost 46 per cent of receptions in 1981 being in excess of 12 hours in comparison to 37 per cent in 1980.

## THE SYDNEY AREA

Table 2.3 indicated that the Sydney metropolitan area accounted for 69.9% of detentions and receptions in the state in 1981.

Table 5.1 shows that 81.0% of intoxicated person detentions and receptions in the Sydney area came from Central Sydney (that is, the area south of the harbour bounded by Randwick in the South and Marrickville-Leichhardt in the South-West). Within this area, 62.7% were accommodated by voluntary agencies.

The only voluntary agencies operating in the outer suburbs in the period of this report were in the North and West of Sydney.

**Table 5.1. Detentions and receptions in the Sydney division, 1981**

Sydney subdivisions	Police stations		Voluntary agencies		Total		Rate/* 1000 pop.
	No.	%	No.	%	No.	%	
Central.....	15,052	66.2	25,330	93.3	40,382	81.0	87.7
Inner-West.....	613	2.7	0	0.0	613	1.2	4.0
South Sydney.....	1,135	5.0	0	0.0	1,135	2.3	1.6
South-West.....	863	3.8	0	0.0	863	1.7	3.8
West Sydney.....	3,146	13.8	549	2.0	3,695	7.4	4.2
North Sydney.....	1,505	6.6	1,257	4.6	2,762	5.5	4.0
Gosford.....	426	1.9	0	0.0	426	0.9	2.5
<b>TOTAL</b>	<b>22,740</b>	<b>100.0</b>	<b>27,136</b>	<b>100.0</b>	<b>49,876</b>	<b>100.0</b>	<b>15.2</b>

\*Based on population at 30/6/81.

The number of detentions and receptions per 1,000 population was 87.7 for Central Sydney which was approximately six times the overall state rate of 13.6 per 1,000 population and by far the highest in the Sydney area. In contrast, the average for the balance of the Sydney area was approximately 3.4 per 1,000 population.

Appendix VII contains tables showing the age, behaviour and residence of persons detained by the police in each subdivision of the Sydney area.

Generally, in the suburbs, people under 30 years of age formed a higher percentage of those detained than in the Central Sydney area. This applies particularly to the under 19 years age group. Similarly, a greater percentage of people in the suburbs were detained as disorderly than in the inner city, particularly in South-West Sydney.

Both of these factors would appear to be related to the greater percentage of homeless persons detained in the Central area of Sydney. As shown in Table 3 of Appendix VII, 60% of persons detained by police in this area had no fixed address compared to from 5% to 20% in the other areas of Sydney. The "skid row" population of the inner city tend to be older and more likely to be considered "in need of physical protection", as indicated by the findings for the voluntary agencies presented previously.

### Central Sydney

The subdivision with the greatest absolute number of intoxicated person detentions and receptions in the state was Central Sydney. This area contained all but three of the nine voluntary agencies operating as proclaimed places in the Sydney area and has traditionally had the largest population of homeless and alcoholic persons.

Table 5.2 lists the proclaimed places and the number of returns submitted by both the police and voluntary agencies in this area. Ninety-five per cent of returns were received from only eight proclaimed places operating in the inner city area. They were Darlinghurst (23.3%) and Central Police Stations (8.9%), and the voluntary agencies Swanton Lodge (14.7%), Edward Eagar Lodge (6.6%), Rawson Centre (9.6%), Foster House (11.3%), Matthew Talbot Hostel (9.9%) and The Opposition (10.6%). The results indicate that on average 105 persons a day were detained or received in these proclaimed places in the inner city area — 36 by police and 69 by the voluntary agencies.

Table 5.2. Returns from proclaimed places in the Central Sydney subdivision

Proclaimed place	No.	%
Annandale.....	5	0.0
Balmain.....	126	0.3
Bondi.....	73	0.2
Central.....	3,589	8.9
Darlinghurst.....	9,419	23.3
Glebe.....	131	0.3
Kings Cross.....	1	0.0
Leichhardt.....	95	0.2
Maroubra.....	317	0.8
Marrickville.....	22	0.1
Newtown.....	385	1.0
Paddington.....	109	0.3
Petersham.....	157	0.4
Pymont.....	1	0.0
Randwick.....	3	0.0
Redfern.....	316	0.8
Rozelle.....	12	0.0
Waverley.....	291	0.7
*Swanton Lodge.....	5,929	14.7
*Rawson Centre.....	3,894	9.6
*Edward Eagar Lodge.....	2,675	6.6
*Foster House.....	4,544	11.3
*Matthew Talbot Hostel.....	3,996	9.9
*The Opposition.....	4,291	10.6
Metropolitan Boys Shelter.....	1	0.0
<b>TOTAL</b>	<b>40,382</b>	<b>100.0</b>

\* Voluntary agencies

Tables 5.3, 5.4 and 5.5 show the age, behaviour and residence of persons detained or received in the Central Sydney area by the type of proclaimed place. They indicate that:

- a) Apart from the juveniles, people received at the voluntary agencies were generally older than those detained by police; most of the juveniles detained and received in this area were received at voluntary agencies in the Kings Cross area.
- b) The voluntary agencies accepted very few disorderly persons: 3.4% as compared to 26.0% detained by police;
- c) The majority of persons received at voluntary agencies and detained by police in the Central Sydney area were homeless. Ninety-seven per cent of persons received at voluntary agencies and 60% of persons detained by police in this area had no fixed address. These findings indicate that the majority of detentions and receptions in the Central Sydney area involved the 'skid row' population of the city.

**Table 5.3. Age of persons detained or received in Central Sydney by type of proclaimed place\***

Age	Police stations		Voluntary agencies	
	No.	%	No.	%
Under 18 yrs.....	111	0.8	1,209	5.2
18-19 yrs.....	891	6.0	1,994	8.6
20-29 yrs.....	3,276	22.2	2,385	10.2
30-39 yrs.....	2,472	16.8	2,199	9.4
40-49 yrs.....	2,993	20.3	4,165	17.9
50-59 yrs.....	3,542	24.0	7,589	32.6
60-69 yrs.....	1,217	8.3	2,988	12.8
70 plus.....	229	1.6	783	3.4
<b>TOTAL</b>	<b>14,731</b>	<b>100.0</b>	<b>23,312</b>	<b>100.0</b>

\* Age was unknown in 2,339 cases.

**Table 5.4. Behaviour of persons detained or received in Central Sydney by type of proclaimed place\***

Behaviour	Police stations		Voluntary agencies	
	No.	%	No.	%
Disorderly.....	3,795	26.0	807	3.4
Likely to cause injury.....	888	6.1	8,195	34.4
In need of physical protection.....	9,829	67.2	14,790	62.1
Combination of above.....	107	0.7	32	0.1
<b>TOTAL</b>	<b>14,619</b>	<b>100.0</b>	<b>23,824</b>	<b>100.0</b>

\*Behaviour unknown in 1,939 cases.

Table 5.5. Residence of persons detained or received  
in Central Sydney by type of proclaimed place\*

Residence	Police stations		Voluntary agencies	
	No.	%	No.	%
No fixed address .....	9,009	60.8	24,112	97.4
Permanent address.....	5,803	39.2	637	2.6
<b>TOTAL</b>	<b>14,812</b>	<b>100.0</b>	<b>24,749</b>	<b>100.0</b>

\*Residence unknown in 821 cases.



## ABORIGINES

Form 2 (Record of Reception of Intoxicated Person at Proclaimed Place) has as one of its questions: "Does the person consider himself an Aboriginal or not?" This is the first time information has been collected systematically regarding Aborigines and drunkenness, although earlier Bureau reports (*Court Statistics 1974-1979*) had tried to estimate the number of Aborigines convicted under the Summary Offences Act.

Table 6.1 shows the number of Aborigines detained or received in 1981 in each statistical division in the state, the Aboriginal population in each division (as at the 1981 Census) and the number of Aborigines detained or received per 1,000 of the Aboriginal population. Overall, there were 12,240 detentions or receptions of Aboriginal persons representing 17% of all detentions and receptions in 1981.

Table 6.1. Aboriginal intoxicated persons detained or received in each statistical division\*

Statistical division	Aborigines detained/received		Aboriginal population*	Rate/1,000 Aboriginal population
	No.	%		
Sydney.....	1,534	12.5	10,053	152.6
Hunter.....	164	1.3	1,797	91.3
Illawarra.....	115	0.9	1,553	74.1
Richmond-Tweed.....	166	1.4	1,643	101.0
Mid-North Coast.....	129	1.1	2,831	45.6
Northern.....	687	5.6	5,139	133.7
North-Western.....	7,899	64.5	6,240	1,265.9
Central West.....	311	2.5	1,563	199.0
South-East.....	122	1.0	1,279	95.4
Murrumbidgee.....	208	1.7	1,438	144.6
Murray.....	305	2.5	976	312.5
Far West.....	600	4.9	839	715.1
<b>TOTAL</b>	<b>12,240</b>	<b>100.0</b>	<b>35,351</b>	<b>346.2</b>

\*Population from 1981 Census.

The table illustrates that in every area of the state the rate of Aborigines detained or received was higher than for the state as a whole. The rate of detentions and receptions per 1,000 population for the state as a whole was 13.6 (see Table 2.3); for Aborigines the rate was 346.2 per 1,000 of the Aboriginal population, or 25 times greater, based on the 1981 Census figures. The rate of detentions for Aborigines in the North-Western Statistical Division was 1,266 per 1,000 of the Aboriginal population, or 93 times the overall rate for the state. This is not to say that nearly all of the Aboriginal population in the North-Western division had been detained in the period for, as examined in a prior Bureau publication (*Estimated Number of Distinct Public Drunkenness Offenders in Country Areas of N.S.W. — Statistical Bulletin 8*), many persons are detained on more than one occasion and sometimes many times in one

week. It does, however, illustrate the gravity of the problem for Aboriginal people as compared to the rest of the population.

Clearly, the greatest number of detentions were in the North-West of the state which accounted for 64.5% of all Aborigines detained or received. As alternative proclaimed places to police cells were not yet established in 1981 in these and other non-urban areas, where the majority of Aborigines detained resided, 96.0% were detained by the police.

The 12,240 detentions of Aboriginal people in 1981 represents an increase of 9.3% over 1980 when there were an estimated annual number of detentions of 11,200. Comparison between areas reveals there were increases in detentions of Aborigines in the Sydney, Illawarra, North-Western, South-Eastern, Murrumbidgee and Murray areas of the state.

In the Illawarra and Murrumbidgee areas the increases were in excess of 90% over 1980, as shown in Table 6.2. In the other areas increases ranged between 8.5% in the North-West to 43.9% in the Murray area. However, in the balance of the state there were decreases in detentions, although not as great in magnitude, ranging between 2.8% in the Northern area and 17.1% in the Central West. This suggests a degree of variability in detentions due to local factors.

In the case of the Illawarra region the major increase appears to have been in Nowra where detentions increased from 35 in 1980 to 79 in 1981. In the Murrumbidgee region increases in detentions were recorded at Wagga (21 to 58), Narrandera (21 to 35), Griffith (30 to 61) and Leeton (10 to 23).

Table 6.2. Aborigines detained by statistical division in 1980 and 1981

Statistical division	1980*		1981		% change
	No.	%	No.	%	
Sydney.....	1,187	10.6	1,534	12.5	+ 29.2
Hunter.....	191	1.7	164	1.3	- 14.1
Illawarra.....	58	0.5	115	0.9	+ 98.3
Richmond-Tweed.....	175	1.6	166	1.4	- 5.4
Mid-North Coast.....	139	1.2	129	1.1	- 7.2
Northern.....	707	6.3	687	5.6	- 2.8
North-Western.....	7,278	65.0	7,899	64.5	+ 8.5
Central West.....	375	3.3	311	2.5	- 17.1
South-Eastern.....	96	0.9	122	1.0	+ 27.1
Murrumbidgee.....	105	0.9	208	1.7	+ 98.1
Murray.....	212	1.9	305	2.5	+ 43.9
Far West.....	677	6.0	600	4.9	- 11.4
TOTAL	11,200	100.0	12,240	100.0	+ 9.3

\*1980 figures projected for 12-month period.

#### The North-Western region of N.S.W.

North-Western N.S.W. has the highest proportion of Aboriginal people of any area in N.S.W. (5.9%). As indicated in Table 2.3, it also has the highest rate of detentions in N.S.W. (82.4 per 1,000 population) and, as indicated in Table 6.1, the highest rate of

Aboriginal detentions in the state, 1,265.9 per 1,000 population. This was 93, three times the rate for the state as a whole, of 13.6 per 1,000 population.

The 7,899 detentions of Aborigines in the North-West area represent 88% of all detentions in this area and, of these, 79.5% were in the towns of Brewarrina (3,860) and Walgett (2,423). The detentions of Aborigines in these two small towns accounted for 51.0% of all Aboriginal detentions in the state. These results parallel those of 1980 which indicated a similar pattern (*Intoxicated Persons 1980*, p. 22). Why the North-West and, to a lesser extent, the Far West have these extremely high rates of detentions is beyond the scope of this report. However, the fact that other areas of the state with large Aboriginal populations have far lower detention rates (for example the Northern area) suggests that special local factors must play a role.

Unemployment rates in these areas for Aborigines are not yet available from the 1981 Census. However, it is quite likely that they are higher in the North-West and Far West compared to the more developed coastal regions. It is also possible that the sparser population in these areas makes Aboriginal drunkenness more visible, especially as the majority of detentions occurred in two towns.

A community-run proclaimed place planned for Brewarrina in 1982 should help minimize detentions in police cells.

#### Age and sex of Aborigines detained and received

Tables 6.3 and 6.4 show that Aborigines detained or received were more often female than non-Aborigines (14.2% compared to 3.8%) and were less likely to be over 50 years of age. N.S.W. Health Commission statistics (*Aboriginal Mortality in Country Areas of N.S.W. 1978*) indicate that the average life expectancy of Aborigines in N.S.W. is 52 years, 20 years less than for non-Aborigines.

Table 6.3. Race and sex of intoxicated persons\*

Sex	Aboriginal		Non-Aboriginal	
	No.	%	No.	%
Male .....	10,501	85.8	54,476	96.2
Female .....	1,739	14.2	2,144	3.8
TOTAL	12,240	100.0	56,620	100.0

\*Race unknown in 2,536 cases

Table 6.4. Race and age of intoxicated persons

Age	Aboriginal		Non-Aboriginal	
	No.	%	No.	%
Under 18 yrs.....	324	2.7	2,048	3.8
18-19 yrs.....	758	6.3	5,453	10.1
20-29 yrs.....	2,844	23.7	11,139	20.6
30-39 yrs.....	2,353	19.6	6,936	12.8
40-49 yrs.....	2,763	23.0	9,146	16.9
50-59 yrs.....	2,037	17.0	12,907	23.9
60-69 yrs.....	351	2.9	5,277	9.8
70 plus.....	564	4.7	1,113	2.1
TOTAL	11,994	100.0	54,019	100.0

\* Race and age unknown in 5,383 cases.

**Behaviour**

As only a small percentage of Aborigines (3.7%) were received at voluntary agencies only detentions by police were included in Table 6.5. The table shows a larger percentage of Aborigines were detained as "in need of physical protection" (70.8%, compared to 55.1% of non-Aborigines) while only 22% of Aborigines were detained for disorderly behaviour by the police compared to 33.4% of non-Aborigines. This suggests that the police at least do not see the problem primarily as one of detaining disorderly persons.

**Table 6.5. Race and behaviour of intoxicated persons detained by police\***

Behaviour	Aboriginal		Non-Aboriginal	
	No.	%	No.	%
Disorderly.....	2469	21.6	9,720	33.2
Likely to cause injury.....	686	6.0	2,770	9.4
In need of physical protection.....	8,074	70.8	16,159	55.1
Combination of above.....	176	1.6	664	2.3
<b>TOTAL</b>	<b>11,405</b>	<b>100.0</b>	<b>29,313</b>	<b>100.0</b>

The length of detentions by police of Aborigines and non-Aborigines is shown in Table 6.6. Forty-eight per cent of detentions of Aborigines by police were in excess of eight hours in comparison to 15.5% of non-Aborigines detained. This difference is attributable in part to the fact that the majority of Aboriginal detentions were in country areas of the state where police proclaimed places were likely to be closed overnight. However, Appendix VI shows that the North-Western area of the state, where over half of the Aboriginal detentions in the state took place, had the greatest percentage of detentions in excess of eight hours of any area in the state (52.7%). This suggests that factors other than the hours of operation of the police stations are involved.

**Table 6.6. Length of detention by race for persons detained by police.\***

Time detained	Aboriginal		Non-Aboriginal	
	No.	%	No.	%
8 hrs or less.....	5,987	52.1	24,859	84.6
8-10 hrs.....	2,235	19.5	2,515	8.6
10-12 hrs.....	1,424	12.4	878	3.0
over 12 hrs.....	1,836	16.0	1,140	3.9
<b>TOTAL</b>	<b>11,482</b>	<b>100.0</b>	<b>29,392</b>	<b>100.0</b>

\*Race or length of detention unknown in 2,585 cases.

## SUMMARY AND DISCUSSION

### Trends in detentions and receptions

The 71,480 detentions and receptions under the Intoxicated Persons Act in 1981 represent an increase of approximately 21% over 1980. Police detentions increased by 17% from 1980 to 43,459 while receptions at voluntary agencies increased by 30% to 27,937. In terms of detentions and receptions per 1,000 population the rate in 1981 was 13.6 compared to 11.5 in 1980.

It was expected in 1980, the first year of the Intoxicated Persons Act, that the number of persons detained and received would be greater than the number of convictions in 1979 under the Summary Offences Act. First, the number of convictions in 1979 was the lowest for a number of years due to anticipation of the new legislation. Secondly, the eight hour detention period under the Intoxicated Persons Act was shorter than the time persons may have been held in custody previously. However, in practice (as indicated in Section 4) many people remained longer than the statutory eight hours under the Intoxicated Persons Act detention period, particularly at voluntary agencies. Thirdly, and most importantly, the introduction of voluntary-agency-operated proclaimed places was expected to cater for many intoxicated persons who previously were not observed by police and would have spent nights in parks and other public places.

The results of the first nine and a half months' operation of the Act in 1980 confirmed these expectations. Although police detentions decreased by 9.9% over convictions in 1979, 21,500 persons were received at voluntary agencies, resulting in an overall increase of 40.0% from the last year of the operation of the Summary Offences Act.

In this light, the increases in detentions and receptions in 1981 over and above those in 1980 suggest some increase in the number of persons who may potentially be detained. It is important to bear in mind that these results do not refer to distinct persons. Each time a person is detained or received he or she is counted. This is of special importance with regard to public drunkenness, as chronic alcoholics may be detained many times in one year and even in one week, particularly in those areas of the state where there are substantial populations of chronic alcoholics, such as the inner city of Sydney. The implications of this are, first, that the actual numbers of distinct persons detained and received are considerably less than the figures cited above. However, in terms of the facilities needed to house intoxicated persons and the time and effort required by police and voluntary workers, the number of detentions is a more suitable measure. Secondly, whether this is the result of the same people being detained more regularly or of a real increase in the number of publicly intoxicated persons or a combination of both is not known.

It should also be considered that an increase may be the result of greater activity by the police or voluntary workers in pick-up buses.

The large increase in numbers detained and received in the first year of the Act's operation over convictions in previous years suggests strongly that the population of intoxicated persons has always been greater than reflected by police convictions or detentions alone.

The results indicated that increases in detentions were not uniform throughout the state and that voluntary agencies and police tend to deal with different types of intoxicated persons. The voluntary agencies are concentrated in the areas with the greater homeless, skid-row populations who are more likely to be regularly intoxicated while the police operate across the entire state.

In terms of absolute numbers of detentions and receptions, the Sydney metropolitan area accounted for 69.9% of the total. This was followed by the North-West (12.5%) and the Hunter (3.3%). However, on the basis of detentions per 1,000 population the rate of detentions across the state varied between 0.8 per 1,000 population in the Mid-North Coast to 82.4 per 1,000 in the North-West.

Increases in detentions and receptions between 1980 and 1981 in excess of 14% were recorded in eight of the twelve statistical divisions in the state. They tended to form two large blocks: first, the coastal strip including Illawarra, Sydney, Hunter and the Mid-North Coast — these are the most densely populated and industrialized areas of the state — and secondly, the South-Eastern, Murrumbidgee, Murray and Far West areas, these being predominantly rural areas where the economic recession and the prolonged drought have had a major impact in recent years.

In the remaining central and northern areas of the state, detentions increased only marginally over 1980. However, the North-Western area remained the district with the highest rate of detentions in the state due to the large number of detentions of Aborigines.

The variation in detention rates for public intoxication across the state may be due to a number of factors in addition to the amount of alcohol abuse in the community. Special local factors such as the role of alcohol in the social life of the residents and the logistics of alcohol consumption may play a part. In remote country areas special conditions prevail in that liquor sales are concentrated in small towns often miles from residents' homes. Police activity is also affected by local conditions. In a country town, an intoxicated person may be obvious compared to one in the more populated cities, although, conversely, outside the township such a person may be almost impossible to detect.

Similarly, the relationships between alcohol abuse, economic conditions, unemployment, homelessness, and race and detention for public intoxication are complex.

Detention under the Intoxicated Persons Act requires that the person be found intoxicated in a public place. People with adequate financial resources are much less likely to be found intoxicated in public. Drinking can be confined to homes or clubs and motor vehicles hide much public intoxication. In this regard, convictions for drink-driving offences may be seen as an extension of public drunkenness.

Increases in detentions by police need not necessarily imply that alcohol abuse generally has increased, but rather, that it is becoming more visible. Those groups in the community who are more vulnerable, if intoxicated, to detention are the homeless, the poor and the young, who for various reasons are more likely to be intoxicated in public places.

It may be expected that areas with increasing unemployment or adversely affected by drought are more likely to exhibit increases in detentions. In 1981, 27.0% of persons detained by the police had no fixed address, as was the case for 97.0% of persons received at the voluntary agencies.

### Voluntary agencies

The voluntary-agency-operated proclaimed places located in the inner city of Sydney accounted for 90.6% of all receptions at voluntary agencies in the state in 1981. The homeless persons who frequented these places need not necessarily have come from this area initially. People who are unemployed, homeless or alcoholic tend to gravitate to the inner city. Historically this is where employment opportunities have been greatest and where cheap accommodation and most facilities for homeless persons are located. Increases in receptions at these proclaimed places in 1981 may well reflect increasing unemployment and homelessness in other areas of the state.

Of all detentions and receptions in 1981, 39.1% were received at voluntary-agency-operated proclaimed places. This represents a 2.6% increase in comparison to 1980. Overall, detentions at voluntary agencies increased by 30% in 1981. Although three new voluntary-agency-proclaimed places became operational in 1981 in country areas of the state, and those located in suburban Sydney increased receptions, the bulk of the increases were at the larger existing proclaimed places in the inner city of Sydney.

Over 90% of their receptions were for homeless persons and 88.0% were self-referred. The likelihood that the same persons were detained on several occasions is greater than for police detentions, only 27.0% of whom were homeless, although the ratio is difficult to estimate.

The results of a study looking at a sample of intoxicated person detentions and receptions in 1980 in the inner city are contained in Appendix IV of *Intoxicated Persons 1980* (1981, p. 47ff.). This study found that over a three-month period 20% of persons received at voluntary agencies had had more than two detentions or receptions compared to 10% of persons detained by the police.

### Sex and age

Over 90.0% of persons detained or received under the Act in 1981 were male, as was the case in 1980.

Also, similarly with 1980, those detained by police were generally younger than those received at voluntary agencies. Forty one per cent of persons detained by police were under 30 years of age compared to 23.0% of persons received at voluntary agencies.

People under 30 years of age made up a greater percentage of detentions and receptions in 1981 than 1980, although the majority were still over this age. In the case of police detentions the percentage of males under 30 increased from 36.7% in 1980 to 40.0% in 1981, and for females from 40.3% in 1980 to 46% in 1981. This change was even more evident in receptions at voluntary agencies where the percentage of males under 30 years of age increased from 10.6% in 1980 to 20.9% in 1981 and for females from 51.3% in 1980 to 68.8% in 1981.

It was pointed out in Section 3 that the percentage of people under 30 years of age convicted for public drunkenness was 22.7% in 1975, and 27.5% in 1978. In 1981 under the Intoxicated Persons Act this had grown to 33.9%. This trend towards an increasing number of younger persons being detained for public intoxication may reflect a genuinely changing pattern of alcohol abuse in the community and a greater visibility of younger intoxicated persons.

That the greatest increases in unemployment recently have been among the young may have resulted in more homeless young people and increased alcohol abuse.

A further consideration is whether the police are increasingly using the Intoxicated Persons Act when public order offences are committed by persons who are intoxicated to varying degrees.

### Juveniles

In 1978-79 there were 179 appearances of juveniles for public drunkenness in N.S.W. children's courts (Department of Youth and Community Services).

In 1980, the first year of the Intoxicated Persons Act, there were 1,350 detentions and receptions of juveniles, 850 by police and 500 by voluntary agencies. In 1981 this had increased to 1,219 by police and 1,227 by voluntary agencies.

These sharp increases in detentions of juveniles in the first two years under the Intoxicated Persons Act may be further evidence of the police willingness to use the Intoxicated Persons Act, as compared to the previous Summary Offences Act.

Arrest and charge under the Summary Offences Act was possibly considered too harsh a penalty by police for juvenile offenders, whereas detention under the Intoxicated Persons Act is not a criminal offence and yet provides for an eight-hour detention. Thus the police may exercise control over juveniles without undertaking proceedings which would result in a criminal record.

In the case of the voluntary agencies, the greatest increase in receptions of juveniles was at one proclaimed place, The Opposition, in Kings Cross, which caters especially for young people. In 1981 over 90% were homeless.

These points together suggest the increase in juvenile detentions may be partly an artefact of police acting more often on juveniles under the Act and the provision of services in the Kings Cross area for a special problem group, homeless youths. However, the presence of juveniles in police cells and the very low rate of use of the responsible person provision remains an area of concern.

### Behaviour

The large number of younger persons detained by the police raises a number of questions on the application of the Intoxicated Persons Act.

The Act provides for three categories of intoxicated behaviour to warrant detention under the Act. The majority of detentions at both police (59.3%) and voluntary (62.4%) proclaimed places were for persons considered in need of physical protection because of incapacity due to being intoxicated. At the voluntary agencies, a further 33.8% were considered likely to cause injury to themselves or another person or damage property, and 3.2% disorderly. Thirty per cent of police detentions, on the other hand, were for disorderly behaviour and only 8.5% were considered likely to cause injury. This may only reflect the different roles of the organizations. The police detain persons in public, usually the street, while most persons at the voluntary agencies are self-referred.

The data in Section 4 show that detentions for disorderly behaviour by the police increased by 4.0% as a percentage of all detentions in 1981, and that 64.7% of these detentions were for persons under 30 years of age. Over 50% of those under 19 years of age were detained as disorderly, as were 44.9% of persons between 20 and 29 years of age. This may be compared with 20% or less for those over 40 years of age. The more active and public social life of younger people may be reflected in these figures.



Detention under the Intoxicated Persons Act is not intended as punishment, yet the ground of disorderly behaviour does seem to allow for the detention of persons who might otherwise have been charged with a public order offence (e.g. s.5 of the Offences in Public Places Act). The increase in juvenile detentions and those under 30 for disorderly behaviour suggests that the Act may be being used in some cases as a method of social control rather than for what it was intended, the welfare of intoxicated persons.

#### **Conditions of release**

The Act provides for the release of the person when the person in charge of the proclaimed place is satisfied he/she has ceased to be intoxicated, or when eight hours has expired, or for release into the care of an approved person.

Only 4.3% of persons detained by the police were released in the latter manner, slightly fewer than in 1980, as were 2.2% of those at voluntary proclaimed places. Over 90% of those at voluntary proclaimed places were homeless, making release under this provision unlikely. However, only 27% of police detainees were homeless.

One positive aspect of the results is that 10% of juveniles detained by police were released into the care of an approved person. This was twice the percentage in other age groups released in this fashion, although clearly parents should be contacted in many more cases.

It would seem that greater use could be made of this provision generally by the police. It would seem preferable to have as few people as possible occupying police cells in the interests of both the police and intoxicated persons.

In this regard, the police could also increase the number of persons they take to voluntary proclaimed places. Virtually all persons detained by the police in 1981 were held in police cells.

#### **Length of detentions**

The length of time intoxicated persons are detained is subject to the discretion of those operating proclaimed places up to a maximum of eight hours. However, the data in Section 4 indicated that 81.4% of those received at voluntary proclaimed places and 24.6% of those detained by police stayed in excess of eight hours. Further, 46% of those at voluntary agencies stayed in excess of 12 hours as did 7.3% at police stations.

In the case of voluntary agencies, this undoubtedly reflects the large percentage of those received who had no alternative accommodation. In the case of police detentions where fewer people were homeless, other factors such as the length of time some people take to sober up and the operating hours of police stations may have contributed to the large number of detentions exceeding the statutory limit. Many smaller (country) police stations are closed overnight; thus anyone detained late in the evening may be held in a cell till the station re-opens in the morning. The potential safety risks attached to leaving an unsupervised intoxicated person alone in a cell should also be considered.

Voluntary agencies wishing to become proclaimed places must satisfy the Department of Youth and Community Services that they have adequate amenities and staff to handle intoxicated persons in a satisfactory manner, yet the standards in many police cells are much lower.

### Aborigines

Detention of Aborigines under the Intoxicated Persons Act highlight some of the problems and solutions offered by the Intoxicated Persons Act.

In 1981, detentions of Aborigines increased by 9.3% over 1980 to 12,240, 17% of the state total. In every area of the state the rate of Aboriginal detentions per thousand of the Aboriginal population was higher than the overall state rate.

In particular the North-West of N.S.W. continued to have an exceptionally high rate of detentions, 1,266 per 1,000 of the Aboriginal population, or 93 times the overall state rate. The North-West accounted for 64.5% of all Aboriginal detentions and 79.5% of those detentions were in the two towns of Brewarrina and Walgett. Although the North-West has the largest Aboriginal population in the state, other areas with substantial populations such as Northern N.S.W. have much lower rates of detentions. This indicates local factors are of importance in determining the number of detentions. In the case of the North-West, it is clear that special efforts need to be made to discover the reasons for such high detention rates. Consideration should also be given to improving facilities.

Aborigines are particularly vulnerable to detention under the Intoxicated Persons Act, because of the high rate of alcohol abuse and poverty (see *Issues in Criminal Justice Administration, 1983* for a wider discussion of these issues).

In addition, the majority of Aboriginal detentions take place in small towns where police stations are often closed overnight. Thus Aborigines tended to remain in detention for longer periods than non-Aborigines.

In 1981 a community-operated proclaimed place, "Makarling House" (Makarling is Aboriginal for friend), was established by the Aboriginal South Coast Regional Council in Cobargo. It accommodates both Aborigines and non-Aborigines. A proclaimed place at Brewarrina organized by a local council and managed by a local committee will begin operating in 1982. These illustrate some positive initiatives of the kind intended in the Act.

Ideally, under the Intoxicated Persons Act, all persons could be detained at voluntary-agency or community-operated proclaimed places. This would enable the police to re-allocate their resources to fighting more serious forms of crime and would provide a better environment in which people could sober up. Although it is possible that some intoxicated persons would still require detention in police cells, a substantial percentage would offer no threat to voluntary agency workers.

In some small towns, a community-operated proclaimed place may never be economically feasible for the small number of people detained but an increased use could be made of the responsible person provision in order to reduce the involvement of the police.

In conclusion, the aims of the Intoxicated Persons Act have been met in a limited way to date. Just over one third of intoxicated persons are housed in the voluntary agencies. However, the remaining two thirds are still involved with the criminal justice system to the extent that they are picked up by the police and detained in the police cells for eight hours. It is important that further efforts are made to achieve the aims of the legislation by reducing the involvement of the criminal justice agencies.

**APPENDICES**



**APPENDIX II**  
**RETURNS FROM PROCLAIMED PLACES 1/1/81-31/12/81**

**SYDNEY STATISTICAL****DIVISION****Central Sydney Subdivision**

Annandale	5
Balmain	126
Bondi	73
Darlinghurst	9,419
Glebe	131
Central	3,589
Kings Cross	1
Leichhardt	95
Maroubra	317
Marrickville	22
Newtown	385
Paddington/ Woollahra	109
Petersham	157
Pymont	1
Randwick/Coogee	3
Redfern	316
Rozelle	12
Waverley	291
*Swanton Lodge	5,929
*Rawson Centre	3,894
*Edward Eagar Lodge	2,675
*Foster House	4,544
*Matthew Talbot	3,996
*The Opposition	4,291

Metropolitan Boys  
Shelter

1  


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40,382

\*Voluntary agencies.

**Inner Western Sydney Subdivision**

Ashfield	100
Burwood	302
Five Dock	18
Flemington/Strathfield	193
Sub-total	613

**Southern Sydney Subdivision**

Bankstown	162
Bass Hill	72
Botany	9
Campsie	97
Cronulla	143
Guildford	3
Hurstville	126
Kingsgrove	29
Kogarah	187

Mascot	72
Revesby	59
Rockdale	6
Sutherland	170

Sub-total 

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 1,135

**South Western Sydney**

Camden	28
Campbelltown	236
Liverpool	594
Picton	5
Sub-total	863

**SYDNEY STATISTICAL****DIVISION (continued)****Western Sydney**

Auburn	111
Blacktown	440
Fairfield	572
Granville	5
*Granville SVDP	20
Katoomba	74
Lawson	1
Lidcombe/ Regents Park	19
Merrylands	97
Mt. Druitt	290
Parramatta	903
Penrith	459
Richmond	11
Riverstone	5
Rooty Hill	1
Springwood	1
St. Marys	59
Windsor	90
Wisemans Ferry	8
*Kendall House	529

Sub-total 

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 3,695

**Northern Sydney**

Chatswood	120
Collaroy	1
Dee Why	95
Eastwood	112
Frenchs Forest	12
Hornsby	302
Manly	347
Mona Vale	109
Mosman	23
North Sydney	247

**Northern Sydney (continued)**

Pymble	48
Ryde	89
*Fairlight Centre	1,257
Sub-total	2,762
<b>Gosford-Wyong</b>	
Gosford	240
Terrigal	15
The Entrance	54
Toukley	7
Woy Woy	80
Wyong	30
Sub-total	426
Sydney Division,	
<b>TOTAL</b>	<u>49,876</u>

**HUNTER STATISTICAL DIVISION****Newcastle Statistical District**

Abermain	1
Adamstown	5
Belmont	177
Beresfield	6
Boolaroo	4
Carrington	27
Catherine Hill Bay	9
Cessnock	72
Charlestown	93
Hamilton	278
Kurri Kurri	22
Lambton	2
Maitland	130
Mayfield	99
Morisset	2
Nelson Bay	31
Newcastle	942
Raymond Terrace	19
Stockton	4
Swansea	8
Toronto	6
Wallsend	191
Wangi Wangi	1
*Wickham P.P.	1
Sub-total	2,130

**Balance of Hunter**

Aberdeen	13
Bulahdelah	7
Denman	10
Dungog	12
Forster	14
Gloucester	19
Merriwa	2
Moonan Flat	1

Murrurundi	4
Muswellbrook	39
Nabiac	8
Paterson	5
Scone	20
Singleton	46
Willow Tree	2
Yamba	2
Sub-total	204
Hunter Division,	
<b>TOTAL</b>	<u>2,334</u>

**ILLAWARRA STATISTICAL DIVISION****Wollongong**

Albion Park	1
Austinmere	7
Berkeley	11
Bulli	9
Corrimal	9
Dapto	1
Fairy Meadow	1
Helensburgh	3
Kiama	7
Port Kembla	32
Scarborough	1
Unanderra	4
Warilla	314
Wollongong	562
*Coniston SVDP	613
Sub-total	1,575

**Balance of Illawarra**

Berry	1
Bowral	15
Bundanoon	2
Kangaroo Valley	1
Milton	4
Mittagong	19
Moss Vale	26
Nowra	182
Sub-total	250
Illawarra Division,	
<b>TOTAL</b>	<u>1,825</u>

**RICHMOND-TWEED STATISTICAL DIVISION****Gold Coast Statistical Division**

Tweed Heads	161
Kingscliffe	10
Sub-total	171

<b>Balance of Richmond-Tweed</b>	
Alstonville	3
Ballina	61
Bangalow	3
Bonalbo	4
Brunswick Heads	5
Byron Bay	33
Casino	56
Coraki	22
Evans Head	14
Kyogle	8
Lismore	189
Mullumbimby	15
Murwillumbah	46
Nimbin	7
Tabulam	9
Wardell	5
Woodburn	3
Woodenbong	23
*Lismore SVDP	3
Sub-total	509
Richmond-Tweed Division, TOTAL	680

#### MID-NORTH COAST STATISTICAL DIVISION

##### Clarence Subdivision

Bellingen	1
Bowraville	23
Coffs Harbour	67
Copmanhurst	1
Coramba	1
Dorrigo	2
Grafton	73
Iluka	3
Macksville	49
Macleay	4
Nambucca Heads	13
Sawtell	3
Woolgoolga	3
Yamba	3
Sub-total	246

##### Hastings Subdivision

Bellbrook	5
Comboyne	1
Coopersnook	6
Gladstone	2
Kew	2
Port Macquarie	62
South West Rocks	2
Taree	111
Wauchope	4

West Kempsey	85
Wingham	16
Sub-total	296
Mid North Coast Division, TOTAL	542

#### NORTHERN STATISTICAL DIVISION

##### Tamworth Statistical District

Tamworth	103
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##### Balance Northern Slopes

Ashford	28
Attunga	1
Barraba	8
Bendemeer	2
Bingara	17
Curlewis	2
Currabubula	1
Delungra	4
Gravesend	2
Gunnedah	81
Kootingal	3
Manilla	4
Nundle	1
Quirindi	50
Tambar Springs	2
Warialda	13
Werris Creek	21
Sub-total	240

##### Northern Tablelands

Armidale	136
Emmaville	1
Glen Innes	48
Guyra	15
Inverell	85
Nowendoc	2
Tenterfield	22
Tingha	56
Uralla	16
Urbenville	3
Walcha	19
Sub-total	403

##### North Central Plain

Bellata	1
Boggabilla	33
Boggabri	3
Gwabegar	10
Moree	343
Mungindi	124

**North Central Plain (continued)**

Narrabri	149
Pallamallawa	1
Pilliga	50
Wee Waa	141
Sub-total	<u>855</u>
Northern Division,	
TOTAL	<u>1,601</u>

Inverell	3
Wanaaring	<u>2</u>
Sub-total	4,830
North-Western	
Division,	
TOTAL	<u>8,954</u>

**NORTH-WEST STATISTICAL DIVISION****Central Macquarie****Subdivision**

Baradine	13
Binnaway	11
Coolah	2
Coonabarabran	152
Dubbo	421
Dunedoo	6
Gcurie	1
Gilgandra	172
Gulgong	14
Mendooran	3
Mudgee	34
Narrowmine	13
Stuart Town	5
Trangic	13
Wellington	126
*Dubbo P.P.	15
Sub-total	<u>1,001</u>

**Macquarie Barwon**

Burren Junction	9
Carinda	23
Collarenebri	177
Coolabah	6
Coonamble	140
Gulargambone	13
Hermidale	1
Lightning Ridge	43
Nyngan	70
Walgett	2,540
Warren	101
Sub-total	<u>3,123</u>

**Upper Darling**

Bourke	534
Brewarrina	3,973
Cobar	63
Enngonia	156
Goodooga	99

**CENTRAL-WEST STATISTICAL DIVISION****Bathurst-Orange Statistical****District**

Bathurst	254
Blayncy	9
Millthorpe	2
Orange	339
*Orange P.P.	16
Sub-total	<u>620</u>

**Balance of Central Tablelands**

Capertree	2
Carcoar	2
Hill End	1
Kandos	5
Lithgow	143
Mandurama	1
Oberon	50
Portland	4
Rockley	4
Rylstone	8
Trunkey Creek	2
Wallerawang	17
Sub-total	<u>239</u>

**Lachlan Subdivision**

Barmedman	15
Canowindra	6
Condobolin	185
Cowra	68
Cudal	1
Cumnock	6
Forbes	74
Grenfell	3
Lake Cargelligo	61
Manildra	5
Molong	<u>13</u>
Parke	53
Peak Hill	16
Tullibigeal	4
Ungarie	3
West Wyalong	38



<b>Lachlan Subdivision (continued)</b>	
Woodstock	9
Yeoval	4
Sub-total	564
Central West Division,	
<b>TOTAL</b>	<u>1,423</u>

**SOUTH-EASTERN STATISTICAL  
DIVISION**

<b>Canberra Statistical District</b>	
Queanbeyan	184
<b>Balance of Southern Tablelands</b>	
Boorowa	5
Braidwood	12
Bungendore	2
Captains Flat	2
Crookwell	13
Goulburn	125
Gunning	1
Harden	24
Koorawatha	2
Tarago	2
Tuena	6
Yass	33
Young	47
*Goulburn SVDP	110
Sub-total	384

**Lower South Coast Subdivision**

Batemans Bay	16
Bega	41
Bemboka	1
Bermagui South	8
Bodalla	2
Candelo	1
Eden	16
Merimbula	5
Moruya	18
Narooma	24
Cobargo P.P.	39
Sub-total	171

**Snowy Subdivision**

Bombala	8
Cooma	18
Delegate	3
Jindabyne	7
Sub-total	36
South-Eastern Division, <b>TOTAL</b>	<u>775</u>

**MURRUMBIDGEE STATISTICAL  
DIVISION**

<b>Wagga Wagga</b>	
Tarcutta	2
Wagga Wagga	283
*Edel Quinn Shelter	4
Sub-total	289

**Balance of Central  
Murrumbidgee**

Adelong	11
Ardlethan	9
Batlow	15
Bethungra	2
Coolamon	2
Cootamundra	58
Grong Grong	1
Gundagai	5
Junee	30
Lockhart	11
Narrandera	100
Stockinbingal	1
Temora	25
Tumut	37
Wallendbeen	2
Sub-total	309

**Lower Murrumbidgee**

Carrathool	7
Coleambally	6
Darlington Point	8
Griffith	258
Hay	29
Hillston	6
Leeton	102
Yanco	1
Yenda	4
Sub-total	421

**Murrumbidgee Division,**

<b>TOTAL</b>	<u>1,019</u>
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**MURRAY STATISTICAL  
DIVISION**

**Albury-Wodonga Statistical Division**

Albury	560
Howlong	2
Sub-total	562

**Murray-Darling**

Balranald	16
Buronga	20
Dareton	222
Euston	5

**Murray-Darling (continued)**

Pooncarie	2
Wentworth	72
Sub-total	<u>337</u>
<b>Balance of Upper Murray</b>	
Corowa	47
Culcairn	25
Henty	6
Holbrook	7
Mulwala	47
Oaklands	3
Rand	11
Tumbarumba	13
Urana	3
Sub-total	<u>162</u>
<b>Central Murray</b>	
Barham	24
Berrigan	5
Deniliquin	92
Finley	8
Jerilderie	4
Mathoura	8
Moama	16
Moulamein	8
Tocumwal	15
Sub-total	<u>180</u>
Murray Division	
TOTAL	<u><u>1,241</u></u>

**FAR WEST STATISTICAL DIVISION**

<b>Broken Hill Statistical District</b>	
Broken Hill	528
Sub-total	<u>528</u>
<b>Balance of Far West</b>	
Ivanhoe	24
Menindee	36
Tibooburra	24
Wilcannia	514
Sub-total	<u>598</u>
Far West Division	
TOTAL	<u><u>1,126</u></u>
Not known	<u>84</u>
<b>GRAND TOTAL</b>	<u><u>71,480</u></u>

Appendix III  
AGE OF PERSONS DETAINED BY POLICE BY STATISTICAL DIVISION

Statistical division	Under 18 years		18-19 years		20-29 years		30-39 years		40-49 years		50-59 years		60-69 years		70+ years		Row Total
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	
Sydney	416	1.9	2022	9.1	5751	25.9	3642	16.4	3957	17.8	4418	19.9	1724	7.3	285	1.3	22215
Hunter	105	4.6	396	17.2	786	34.1	310	13.4	372	16.1	205	8.9	89	3.9	42	1.8	2305
Illawarra	59	4.9	277	23.2	446	37.4	181	15.2	105	8.8	74	6.2	45	3.8	7	0.6	1194
Richmond-Tweed	20	3.0	83	12.5	269	40.6	90	13.6	93	14.0	62	9.4	41	6.2	5	0.8	663
Mid-Nth Coast	19	3.6	49	9.3	193	36.6	90	17.0	74	14.0	61	11.6	35	6.6	7	1.3	528
Northern	75	4.8	180	11.5	503	32.2	225	14.4	281	18.0	232	14.8	49	3.1	18	1.2	1563
North-Western	143	1.6	442	5.0	1882	21.3	1536	17.4	2268	25.6	1756	19.8	276	3.1	550	6.2	8853
Central West	75	5.4	225	16.2	532	38.4	212	15.3	169	12.2	125	9.0	37	2.7	10	0.7	1385
South-Eastern	15	2.5	96	15.7	215	35.1	88	14.4	84	13.7	77	12.6	36	5.9	1	0.2	612
Murrumbidgee	67	6.7	178	17.9	340	34.1	136	10.3	103	10.3	118	11.8	47	4.7	8	0.8	997
Murray	114	9.3	216	17.5	497	40.4	195	15.8	100	8.1	69	5.6	29	2.4	11	0.9	1231
Far West	111	10.1	170	15.5	309	28.2	233	21.2	80	7.3	140	12.8	50	4.6	4	0.4	1097
Total	1219	2.9	4334	10.2	11723	27.5	6938	16.3	7686	18.0	7337	17.2	2458	5.8	948	2.2	42643

Age unknown in 816 cases.

## Appendix IV

## RESIDENCE OF PERSONS DETAINED BY POLICE BY STATISTICAL DIVISION

Statistical division		No fixed address	Permanent address	Row Total
Sydney .....	No.	10165	12233	22398
	%	45.4	54.6	52.2
Hunter .....	No.	452	1862	2314
	%	19.5	80.5	5.4
Illawarra .....	No.	59	1137	1196
	%	4.9	95.1	2.8
Richmond-Tweed .....	No.	82	585	667
	%	12.3	87.7	1.6
Mid-Nth Coast .....	No.	43	482	525
	%	8.2	91.8	1.2
Northern .....	No.	183	1399	1582
	%	11.6	88.4	3.7
North-Western .....	No.	206	8670	8876
	%	2.3	97.7	20.7
Central West .....	No.	76	1318	1394
	%	5.5	94.5	3.3
South-Eastern .....	No.	63	553	616
	%	10.2	89.8	1.4
Murrumbidgee .....	No.	104	900	1004
	%	10.4	89.6	2.3
Murray .....	No.	59	1146	1205
	%	4.9	95.1	2.8
Far West .....	No.	85	1016	1101
	%	7.7	92.3	2.6
Total No.	No.	11577	31301	42878
	%	27.0	73.0	100.0

Residence unknown in 581 cases.

## Appendix V

## BEHAVIOUR OF PERSONS DETAINED BY POLICE BY STATISTICAL DIVISION

Statistical division		Dis-orderly	Likely to cause injury	In need physical protection	Com-bination	Row Total
Sydney .....	No.	6539	1837	13085	417	21878
	%	29.9	8.4	59.8	1.9	52.2
Hunter .....	No.	849	189	1103	87	2228
	%	38.1	8.5	49.5	3.9	5.3
Illawarra .....	No.	530	163	404	39	1136
	%	46.7	14.3	35.6	3.4	2.7
Richmond-Tweed....	No.	276	74	278	26	654
	%	42.2	11.3	42.5	4.0	1.6
Mid-Nth Coast .....	No.	183	74	239	23	519
	%	35.3	14.3	46.1	4.4	1.2
Northern.....	No.	513	154	839	35	1541
	%	33.3	10.0	54.4	2.3	3.7
North-Western.....	No.	1469	419	6724	99	8711
	%	16.9	4.8	77.2	1.1	20.8
Central West.....	No.	639	178	490	49	1356
	%	47.1	13.1	36.1	3.6	3.2
South-Eastern.....	No.	202	129	248	21	600
	%	33.7	21.5	41.3	3.5	1.4
Murrumbidgee .....	No.	414	135	386	44	979
	%	42.3	13.8	39.4	4.5	2.3
Murray.....	No.	516	129	529	18	1192
	%	43.3	10.8	44.4	1.5	2.8
Far West .....	No.	453	90	531	19	1093
	%	41.4	8.2	48.6	1.7	2.6
Total	No.	12583	3571	24856	877	41887
	%	30.0	8.5	59.3	2.1	100.0

Behaviour unknown in 1572 cases.

## Appendix VI

## TIME DETAINED BY POLICE BY STATISTICAL DIVISION

Statistical division		4 hours or less	4-8 hours	8 hours to 12 hours	12 hours to 16 hours	16 hours and over	Row Total
Sydney.....	No.	4869	14380	1902	390	250	21801
	%	22.3	66.0	8.7	1.8	1.2	51.8
Hunter.....	No.	277	1474	407	85	59	2302
	%	12.0	64.0	17.7	3.7	2.6	5.5
Illawarra .....	No.	284	753	99	8	7	1151
	%	24.7	65.4	8.6	0.7	0.6	2.7
Richmond-Tweed	No.	34	320	219	64	17	654
	%	5.2	48.9	33.5	9.8	2.6	1.6
Mid-North Coast.	No.	72	273	129	43	15	532
	%	13.5	51.3	24.2	8.1	2.8	1.3
Northern .....	No.	151	686	468	179	67	1551
	%	9.7	44.2	30.2	11.5	4.3	37.7
North-Western ....	No.	821	3347	3076	1155	416	8815
	%	9.3	38.0	34.9	13.1	4.7	21.0
Central West .....	No.	235	835	236	46	19	1371
	%	17.1	60.9	17.2	3.4	1.4	3.3
South-Eastern .....	No.	104	314	141	24	13	596
	%	17.4	52.7	23.7	4.0	2.2	1.4
Murrumbidgee....	No.	159	537	227	52	15	990
	%	16.1	54.2	22.9	5.3	1.5	2.4
Murray.....	No.	191	803	149	30	18	1191
	%	16.0	67.4	12.5	2.5	1.5	2.8
Far West.....	No.	156	647	223	45	37	1108
	%	14.1	58.4	20.1	4.1	3.3	2.6
Total	No.	7353	24369	7276	2121	943	42062
	%	17.5	57.9	17.3	5.0	2.2	100.0

Time detained unknown in 1397 cases.

## Appendix VII

TABLE 1: AGE OF PERSONS DETAINED BY POLICE IN THE SYDNEY DIVISION

Sydney subdivisions	Under 18 years		18-19 years		20-29 years		30-39 years		40-49 years		50-59 years		60-69 years		70+ years		Row Total
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	
Central Sydney .....	111		891		3276		2472		2993		3542		1217		229		14731
		%	6.0		22.2		16.8		20.3		24.0		8.3		1.6		66.3
Inner-West .....	8		36		181		152		97		62		47		9		592
		%	6.1		30.6		25.7		16.4		10.5		7.9		1.5		2.7
South Sydney .....	25		157		371		201		151		140		42		12		1099
		%	14.3		33.8		18.3		13.7		12.7		3.8		1.1		4.9
South-West .....	65		152		309		131		92		65		31		5		850
		%	17.9		36.4		15.4		10.8		7.6		3.6		0.6		3.8
Western Sydney .....	151		472		959		428		457		313		279		21		3080
		%	15.3		31.1		13.9		14.8		10.2		9.1		0.7		13.9
North Sydney .....	40		243		494		205		127		251		82		9		1451
		%	16.7		34.0		14.1		8.8		17.3		5.7		0.6		6.5
Gosford-Wyong .....	16		71		161		53		40		45		26		0		412
		%	17.2		39.1		12.9		9.7		10.9		6.3		0.0		1.9
Total	416		2022		5751		3642		3957		4418		1724		285		22215
		%	9.1		25.9		16.4		17.8		19.9		7.8		1.3		100.0

Age unknown in 525 cases.

**TABLE 2: RESIDENCE OF PERSONS DETAINED BY POLICE  
IN THE SYDNEY DIVISION**

Sydney subdivision		No fixed address	Permanent address	Row Total
Central Sydney .....	No.	9009	5803	14812
	%	60.8	39.2	66.1
Inner West .....	No.	89	515	604
	%	14.7	85.3	2.7
South Sydney .....	No.	137	986	1123
	%	12.2	87.8	5.0
South-West .....	No.	45	803	848
	%	5.3	94.7	3.8
Western Sydney .....	No.	530	2571	3101
	%	17.1	82.9	13.8
North Sydney .....	No.	326	1163	1489
	%	21.9	78.1	6.6
Gosford-Wyong .....	No.	29	392	421
	%	6.9	93.1	1.9
Total	No.	10165	12233	22398
	%	45.4	54.6	100.0

Residence unknown in 342 cases.

**TABLE 3: BEHAVIOUR OF PERSONS DETAINED BY POLICE IN THE  
SYDNEY DIVISION**

Sydney subdivisions		Dis-orderly	Likely to cause injury	In need physical protection	Com-bination	Row Total
Central Sydney .....	No.	3795	888	9829	107	14619
	%	26.0	6.1	67.2	0.7	66.8
Inner West .....	No.	164	65	330	19	578
	%	28.4	11.2	57.1	3.3	2.6
South Sydney .....	No.	349	154	527	40	1070
	%	32.6	14.4	49.3	3.7	4.9
South-West .....	No.	419	101	278	10	808
	%	51.9	12.5	34.4	1.2	3.7
Western Sydney .....	No.	1162	404	1363	73	3002
	%	38.7	13.5	45.4	2.4	13.7
North Sydney .....	No.	506	159	592	136	1393
	%	36.3	11.4	42.5	9.8	6.4
Gosford-Wyong .....	No.	144	66	166	32	408
	%	35.3	16.2	40.7	7.8	1.9
Total	No.	6539	1837	13085	417	21878
	%	29.9	8.4	59.8	1.9	100.0

Behaviour unknown in 862 cases



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In 1983-84 the Bureau revised its method of publishing, closing all previous series. Our regular publications, such as Court Statistics, will continue to appear. The titles appearing after the dotted line have been produced in the new format.

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6. Crime in our cities — A Comparative Report (1972)
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15. Sydney Coroner's Courts Statistics 1978
16. Sydney Coroner's Courts Statistics 1980
17. Crime in the Western Suburbs
18. Sydney Coroner's Courts Statistics 1981

### Conference papers

1. The Work of the Bureau of Crime Statistics and Research
2. Family Violence and the Royal Commission on Human Relationships
3. Proposals on Reform Relating to Legal Remedies for Domestic Violence
4. Women, Drugs, Alcohol and Crime
5. The Role of Police and Prison Officers and Educational Programmes
6. Methodology for Police Analysis and Research
7. Statistical Information for Politicians and the Public
8. The Determination of Bail
9. Domestic Violence: Some Factors Preventing Women Leaving Violent Relationships
10. Aboriginal Drunkenness and Discrimination

### Research reports

1. Bail
2. Armed Robbery
3. Homosexual Offences
4. Company Investigation 1975-1977
5. A Study of Complaints Against Lawyers
6. Two Studies of Recidivism
7. Penalties and the Drink Driver
8. Day-in-Gaol Programme
9. A Study of Evidence Presented to the District Court in N.S.W.
10. The Sydney Drink/Drive Rehabilitation Programme
11. The Sydney Drug Diversion Programme
12. Vandalism and Theft — a problem for schools

**Discussion papers**

1. Seminar on Victimless Crime, Seymour Centre, Sydney, February 24 to 27, 1977. Transcript of Proceedings, Background Papers, Papers.  
(This seminar covers public drunkenness, prostitution, homosexuality and drug abuse)
  5. Lessons to be learnt from the Dutch Criminal Justice System
  6. Prostitution — A Literature Review
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**Court Statistics**

1. Court Statistics 1982 (1984)

**Research Studies**

1. Bail Reform in N.S.W. (1984)