

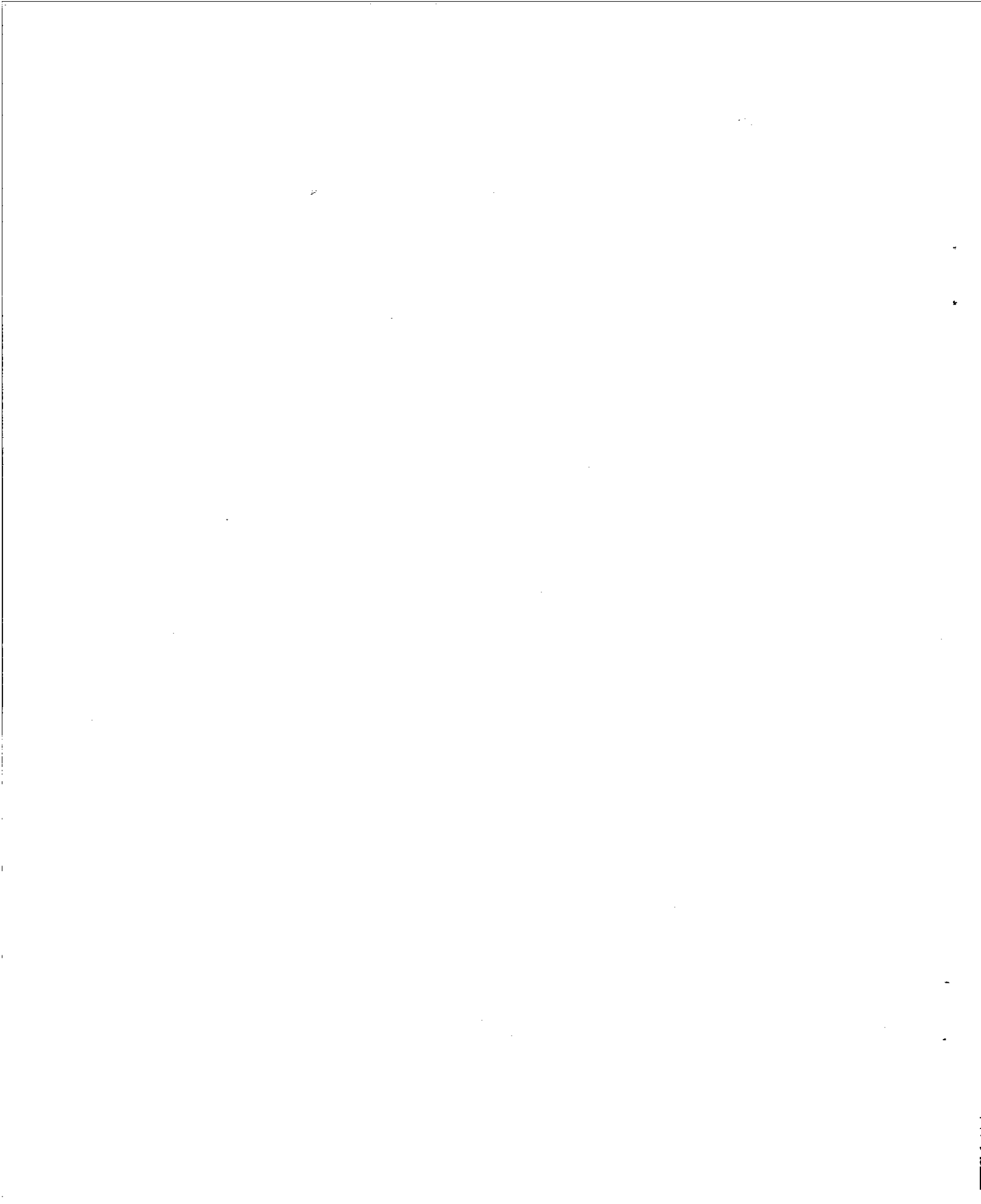
Research Report 12

Published by the Department of the Attorney General & of Justice NSW Bureau of Crime Statistics & Research

VANDALISM AND THEFT

A problem for schools

Preliminary Report





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A problem for schools

PREFACE

The vandalism of public property is a constant problem and the school vandal in particular raises the anger of the community. Also the modern school with its well-equipped libraries and science blocks and its use of audiovisual teaching aids has become an increasingly attractive target for thieves. Yet there has been very little investigation into the problems of vandalism and theft in schools: how widespread is it? how can schools best be protected? who are the offenders.

This report is the result of a study undertaken by the Bureau of Crime Statistics and Research using data supplied by the N.S.W. Department of Education on illegal entries to government schools. The Bureau is grateful to Mr. Peter Hardiman, the Security Officer of the Department of Education and his staff who assisted us to obtain the data and made themselves available for consultation on all aspects. We would also like to thank the school principals who took part, for their valuable contribution and for their hospitality to the Bureau staff who visited their schools.

The research was conducted by Jan Houghton with early assistance in the planning of the study and the collecting and analysing of data from Adam Sutton, John Morrison and Mariam Smith, former members of the Bureau staff. Other staff members have read and commented on the report in its various draft forms; the final report was written by Jan Houghton and typed by Ales Daly.



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PART I : BACKGROUND TO THE STUDY

Introduction

For some time, the problem of vandalism in schools has been of concern to education authorities, here and overseas. Government organisations in the United States and United Kingdom have conducted a number of studies to determine the causes and costs of school vandalism and the most effective measures for prevention.¹ In Australia, there has been no detailed investigation into the nature and extent of school vandalism although the South Australian Community Welfare Advisory Committee on Vandalism has produced a report (1978) on a general survey of vandalism in the state. A review of the relevant literature is given in Part II of this report.

To establish the dimensions of the problem affecting schools in New South Wales, the Bureau of Crime Statistics and Research, at the request of the Minister of Education, undertook to analyse and report on statistics relating to vandalism in schools. The principal objectives of the study were:

- (i) to evaluate the Department of Education's collection of statistical information relating to actual occurrences of vandalism in schools
- (ii) to assess the use of the collection for policy formulation
- (iii) to identify factors associated with security problems in schools and to evaluate the effectiveness of existing security measures

It was also hoped in the study, to give some consideration to issues raised in the literature on school vandalism, including:

the extent of the problem

- defining and measuring vandalism and the need for better statistics
- assessing social and educational consequences of high rates of vandalism

factors contributing to the problem

- identifying social and psychological characteristics of vandals
- examining the contexts in which vandalism occurs

methods of preventing the problem

- assessing the role of the school in relation to vandalism
- determining the most effective measures for prevention, both social and physical.

Sources of Statistics on School Vandalism and Other Offences

There are two main sources of statistics available on offences against schools: police "accepted reports" of offences, and the incident reports made by schools to the Department of Education. The latter are the most direct source of information on vandalism for which data can be collected.

1. See Bibliography: in United Kingdom - Home Office Research Unit studies 1975, 1977, 1978; in United States - U.S. Senate Report of Sub Committee, 1977 and National Institute of Education, Safe School Study Report, 1978.

In N.S.W., persons who "maliciously injure" property, public or private, over a value of \$10 may be charged under Section 247 of the Crimes Act, or, depending on the nature of the offence, they may be charged with maliciously setting a fire, breaking and entering and so on. It is not valid to compare police statistics with Education Department statistics because of the different basis on which they are collected. For instance, the offence of breaking, entering and stealing involves a forced entry to a building and would exclude incidents of theft from school grounds. Also in police statistics, schools include colleges and universities.

As will be seen in the review of other studies (Part II) and in the analysis of data from this study (Part III), there is a lack of consistency in both the reporting and the recording of details of offences against schools. Police statistics have generally been found to be inadequate in revealing the extent of the vandalism problem.

Within the N.S.W. Education Department, the Security Section has the responsibility for the collection and analysis of information relating to illegal entries and other breaches of security in schools including damage to school property caused by breaking and entering, vandalism and arson. When such an incident occurs the Principal, at his own discretion, may submit a report on the appropriate form (Appendix Ia)¹ to the Security Section.

As a first step, 143 of these reports were examined to establish the type of information that could be extracted. It was found that there were a number of difficulties arising from the design of the form itself and the lack of uniformity in the way the form was being completed in schools. These difficulties will be discussed more fully later in the report, but an immediate result was that the data on vandalism could not easily be separated from data on other types of incidents of illegal entry whether or not vandalism was said to be involved.

The information supplied by schools on the Illegal Entry Reports is the basis of the Security Section's statistical collection and is used to monitor the problem and make recommendations on the need for security measures. The information from the report is tabulated to give:

- a record of reports per each school per annum, and
- a list of "at risk" schools based on the number of reports submitted.

The Security Officer summarises the data annually for an internal Departmental report and a card index of known or suspected offenders is also kept.

Design of the Study

The study was conducted in two stages.

Stage 1: The analysis of data on reported illegal entries and breaches of security in N.S.W. schools for a twelve month period July, 1977 to June, 1978. This was expected to provide information on:

- number and type of incidents
- pattern of incidents by area
- number of schools affected
- means of entry to school buildings
- type of property and equipment damaged
- cost of repair and replacement

1. At the time of our study, this form was called an "Illegal Entry Report"; from July, 1978 the name was changed to "Breach of Security Report" and there was some modification to the design of the form.

- existing security measures
- persons responsible

Methodology of the study and the results of the analysis are described in Part III of the report.

Stage 2: Interviews with Principals from a cross-sectional sample of the state's school to determine:

- criteria for reporting or non reporting of incidents
- the nature and extent of the problem as it exists in their school
- their attitudes to vandalism and vandals
- their experience with various preventive measures.

The results of these interviews are reported in Part IV. In Part V results of the statistical analysis and the school interviews are discussed and related to similar or contradictory findings from other research studies. A number of recommendations for improvements in the method of collecting the statistics and for further research are made in Part VI.

PART II: REVIEW OF THE LITERATURE

The research into school vandalism and school security has been concerned with:

- (i) measuring the extent of the problem and the cost; not only in terms of monetary value but also the social and educational consequences.
- (ii) identifying sociological and psychological characteristics of vandals.
- (iii) examining the situations in which acts of vandalism occur to see if there are any contributing factors.
- (iv) determining the most effective methods of prevention, both physical and social measures and, in particular, the role of the school.

Some research studies into the general problem of vandalism have been included in the review where their findings have application to school vandalism.

In considering the conclusions and recommendations from the studies, it is important to be aware that many of the studies focus on one aspect of the problem only and make assumptions about the others based on what one writer has called "fantasy and folklore" (Cohen, 1971). For instance, there are a number of stereotypes about vandals and the reasons for their behaviour which Cohen believes are reinforced by the media's treatment of the subject. In a later study, (1973), he describes various campaigns against vandalism conducted by public authorities through the media and how they serve to heighten public awareness of the so-called problem. This awareness is also heightened by the fact that the results of vandalism are usually very visible because the target is public property. Technological advances, such as the aerosol paint spray, also make the evidence more visible. Reporting of spectacular incidents (e.g. when a school is broken into and the contents of several rooms destroyed) usually leads to another public outcry and renewed calls for action by the authorities.

In fact, Cohen states that the attention given to vandalism has been "disproportionate to that given to other types of crime and deviance of equal magnitude" (Cohen, 1971, p.325). In his 1973 paper he suggests that this is because of the types of assertions often made about vandalism. In particular, that

- (i) the particular form of vandalism under discussion was part of a general vandalism problem;
- (ii) the general vandalism problem was part of a broader problem of youth today involving a general decline in morals and respect for property; and
- (iii) the problem will get out of hand if the authorities do not take strong action. (Cohen, 1973, p.231).

Cohen suggests that the public sees this type of behaviour as threatening. People fear being victims of uncontrolled juveniles roaming the streets even though vandalism is directed at public property, and they cannot understand behaviour which appears to have no meaning. Certainly, vandalism is often discussed in the literature in relation to crimes of violence (e.g. Kraus, 1979) yet the consequences are often simply inconvenient and annoying. One aspect of school vandalism often reported in research studies from the United States (Rubel, 1977; U.S. Senate Committee, 1977) is its connection with other types of school crime, such as petty theft within the school and personal violence against staff and students. There has been no suggestion that this is a widespread problem in N.S.W. schools and in fact, no evidence that our schools have such a problem emerged from the study.

There is no doubt that individual serious cases of vandalism do occur and may even endanger lives, but the conclusion from many surveys is that vandalism comprises a "very large number of often trivial incidents which only in aggregate become a serious problem" (Home Office, 1978c, p.17). Seriousness is in terms of financial cost rather than danger to society.

One difficulty with the whole field of vandalism research is that it is characterised by the lack of adequate statistics and uniform standards of measurement. This has inevitably resulted in wide variations in the findings from research studies particularly in regard to the extent and seriousness of the problem. Attempts at comprehensive surveys here and overseas have encountered serious difficulties of definition and measurement.

For example, a report on vandalism in South Australia (1978), concluded that it was not possible to establish whether the incidence of vandalism was increasing or decreasing. Kraus (1979) analysed data on damage to N.S.W. school property over a seven year period and concluded that "apart from considerable annual fluctuations the level of school vandalism remained constant." (p.181). A Home Office survey of school vandalism in Manchester (1978b) found there had been no increase in the problem over the last decade; although money costs had risen, there was no increase in real costs. Rubel (1977) looked at statistics on school crime in the United States from 1950 to 1975 and concluded that absolute rates of vandalism had increased but that the increase had been in the 60's rather than the 70's and had now levelled off (p.540). The U.S. Senate Committee report (1977) found that schools overall were experiencing increasing levels of vandalism, although some had reported lower levels.

At this point, some clarification is needed on the definitions of vandalism used in the literature and the various statistics used to measure the problem.

Defining Vandalism

Much of the discussion of vandalism is concerned with definition. The word itself is defined as the

"Ruthless destruction or spoiling of anything beautiful or venerable"
(Shorter Oxford English Dictionary).

but, in common usage, appears to have come to mean a crime against property usually committed by a juvenile.

Official definitions, such as those listed below, have not contributed a great deal to our understanding of the problem or to an accurate assessment of the extent of the problem:

- "wanton and apparently motiveless destruction of, or damage to, property" (Home Office Standing Committee on Crime Prevention).
- "wilful or malicious destruction, injury, disfigurement or defacement of property without consent of the owner or person having custody and control" (F.B.I. Uniform Crime Reports).
- "any illegal act of deliberate destruction, damage or defacement of the property of another, or similar act likely to result in danger to human life". (S.A. Community Welfare Advisory Committee on Vandalism).

This is the type of definition of vandalism that has been generally accepted by the media and the public, but, in fact, words such as wanton, malicious and wilful are emotive labels arbitrarily assigned to certain forms of behaviour, not withstanding that they have some meaning in law. Cohen has pointed out that vandalism is often not meaningless or wanton but makes sense to the vandal and possesses a distinguishable pattern. The action is usually directed at a specific target, and property which is regularly damaged has certain physical and social characteristics. The labelling of certain behaviour as deviant obscures potentially more useful explanations. (Cohen, 1968).

Measuring School Vandalism

There is no actual offence called vandalism in the United States, United Kingdom or here which, as pointed out earlier, presents a real problem when official police statistics are used to measure vandalism or other offences against schools. The lack of a precise definition also leads to difficulties when school or education authority records are used. Rubel, in his study of school crime in the United States, illustrates the difficulties of comparing results from studies which have used different definitions; for example, there is complete lack of agreement about which acts are included in the category of vandalism (Rubel, 1977). The U.S. Senate Sub-committee Report (1977) concluded that the figures were only estimates as there was "no uniform nationwide reporting system

for school-related crime and the accuracy... varies from place to place" (P.12). In the Manchester Demonstration Project study (Home Office, 1978b) it was found that Education Department records were too unreliable and so data on costs of repairing damage to schools from the city finance records were used to measure changes in the amount of vandalism.

Apart from using official data, there are other possible approaches to measuring the level of vandalism in schools, although all have limitations in regard to their accuracy and comprehensiveness. Many studies of school vandalism have used victim surveys, that is where the school as the victim is surveyed to obtain information about the nature and incidence of vandalism in the school. This may be by questionnaire (e.g. National Institute of Education Safe School Study Report, 1978; South Australian Study, 1978) or by personal interview of teachers and/or pupils (Sturman, 1978, Gladstone, 1978). The obvious difficulty with this approach is that, unless the school has kept records, the information supplied is based on memory.

The main limitation with either of these measurements - official data or victim survey - is that there is great variation in the manner of recording and reporting incidents in schools. For instance, should damage caused through breaking and entering where theft is the motive, be recorded as vandalism; should accidental damage resulting from play, be counted with deliberate damage. The Manchester Demonstration Project study defined a school burglary as "an unauthorised entry into school premises which results in theft or damage" (Home Office, 1978a). In the South Australian study (1978) the questionnaire to schools attempted to obtain information on incidents involving vandalism only, as against that occurring "in the cause of theft only" or as a combination of "theft and malicious damage".

The question of definition and measurement will be further discussed later in the report in relation to findings from the N.S.W. study and the recommendations which follow.

THEORIES OF VANDALISM

Research into vandalism as a distinct form of deviant behaviour has emerged only since the 1960's although the term itself has a much longer history. Separate studies of school vandalism are comparatively recent and have followed a number of different theoretical and empirical approaches.

Traditionally, vandalism has been studied under the much broader category of juvenile delinquency. However, this inclusive approach is generally rejected now because of its basic implication that all forms of delinquent behaviour can be explained by the same factors. (Clinard & Wade, 1958; Cohen, 1971). Clinard and Wade asserted that the research undertaken had been "largely explorative and descriptive without a unifying frame of reference and testable hypotheses". (Clinard and Wade, 1958, P.499), Cohen (1971), in a paper calling for new directions in research on adolescent violence and vandalism, concluded that much of it was repetitive and had been based on stereotypes about the nature of vandalism.

The treatment of vandalism itself, as a single category of behaviour, has been brought into question by the most recent research. Clinard and Wade separated vandalism from other forms of juvenile delinquency but limited their definition to damage to property by a single juvenile or groups of juveniles. There is now evidence that there are many forms of vandalism and that vandals are not easily identified or vandalistic behaviour predicted.

The most usual way of differentiating between types of vandalism is by motivation or lack of it. For instance, Coursen (1975) divides school vandalism into two main types - malicious and non-malicious - and dismisses the latter as a problem for architects and designers because it appears to have no motivation. He identified three types of malicious vandalism arising from behavioural problems:

- wanton vandalism which is deliberate but essentially irrational and without motive,
- predatory vandalism such as burglary, which is motivated by desire for profit,

- vindictive vandalism which is carried out in retaliation for some real or imagined offence.

Cohen (1968) distinguishes between six types of vandalism all of which have a definite motivation and are committed in different social contexts by different classes of people.

These are:

- acquisitive: damage caused to acquire money or property
- tactical: damage as a means to an end
- ideological: damage for a cause, to deliver a message
- vindictive: damage for revenge
- play: damage as part of a game¹
- malicious: : damage as an expression of rage or frustration.

Obviously, damage to schools could come into all these categories although it is usually seen by the public, media and school authorities as being of the first or last type. The question of motivation for acts of vandalism becomes particularly important when possible methods of prevention are being considered.

The study of vandalism in South Australia (1978) identified nine types of vandalism, thus further breaking down the categories suggested by Cohen. They include ideological, industrial and acquisitive vandalism and also that arising from the peer group situation. Of particular relevance to school vandalism are acts of vandalism precipitated by individual motivation: stress, a sense of powerlessness or frustration, a desire for revenge, a desire for self publicity and finally vandalism for the sheer fun of it.

Another way of categorising vandalism is by the specific target: telephone boxes, public transport, housing estates, schools and so on. Although these targets have factors in common, such as that all are public property, each may attract a different type of vandal and for different reasons. Certainly, in regard to vandalism to schools, some studies have concluded that the causes and solutions are often to be found in the school environment itself.

These studies, while still exploratory, offer a much sounder framework for understanding and controlling a problem which, increasingly, is being seen as social rather than criminal. In particular, studies which consider the environmental or situational aspects of the offence as well as psychological and sociological factors influencing the offender are of most use when possible preventive measures are being considered. Cohen concluded his discussion on new research directions by emphasising the need to supplement "traditional causal explanations with more faithful accounts of the context and structures in which action takes place and its meaning to the individuals involved." (Cohen, 1971, p.337).

In the research on vandalism, a great many variables have been put forward to contribute to an explanation of vandalism and this has made the total picture very complex. The main problem of the empirical research has been that it is difficult to obtain data on many of these variables and to estimate their relative explanatory power. The variables fall into three groups - psychological, sociological and environmental - and, although they will be discussed separately, it must be remembered that all contribute to the total picture. An overview of the interrelationships among these variables is given in the introduction to Tackling Vandalism, Home, Office, 1978.

1. This includes the type of "play vandalism" that is deliberate, for example a group of children playing in a derelict building may decide to see who can break the most windows in the shortest time. Other damage caused during play may be due to accident or negligence.

Psychological Factors

The variables emphasised by psychologists include the individual's early environment and upbringing (e.g. family stability, discipline), the values he has been taught, and personality characteristics such as levels of intelligence and aggressiveness. Generally, studies looking at such variables have been inconclusive because of the difficulty of obtaining reliable data; for instance, many are self-reporting studies. From a long-term study of London youths, West and Farrington (1977) found that vandalism was closely associated with aggression whether self-report data or official statistics were used.

In relation to school vandalism, studies have found factors such as early socialisation of the child, academic achievement and attitudes to school to be important (Gladstone 1978). Goldman (1961), who compared schools with high and low rates of damage, found pupils in highly damaged schools were relatively uninterested in learning and more likely to dislike school. A negative attitude to school was associated with vandalism regardless of academic success or failure.

In contrast, Gold (1978) found that delinquency in the school situation is a psychological defence against a poor self image resulting from failure in the role of student, that is academic failure. Interestingly, he also reported a negative correlation between delinquent behaviour and anxiety; that is, delinquents are less anxious which suggests that the high anxiety experienced by some non-achievers may be an alternative form of behaviour to delinquency. Other studies have investigated a possible link between learning disabilities and the development of delinquent behaviour (U.S. Senate, 1977).

Allen and Greenberger (1978) tested the theory that the "same variables that account for the pleasure that accompanies socially aesthetic experiences are responsible for the enjoyment associated with socially unacceptable acts of destruction" (P.310). They found significant correlation between the level of enjoyment experienced from destruction and the level of "complexity and interestingness" of the target and conclude that factors associated with the target are more relevant than processes within the individual. Also they suggest that the psychological processes involved in vandalism are the same as those in more socially acceptable behaviour, that is factors which make the act an enjoyable experience. Further empirical testing of this theory is needed, particularly in the school situation; however, much of what was found in this study can be related to the situational studies to be discussed later.

Sociological Factors

Sociological variables investigated in the research on vandalism include such factors as age, sex, area or residence, current living circumstances, associates, family relationships, crises and events in life (e.g. trouble at home or school, quarrel with girlfriend) and so on. However many studies have concentrated on describing the social characteristics of vandals without investigating how these influence the behaviour of the individual.

The South Australian survey on vandalism (1978) suggested that some of the possible sociological factors contributing to vandalism were:

- population density of the area
- community involvement of public property
- relationships between people who share use of property
- attitudes to property
- unemployment
- family influences: love, discipline, values taught
- influence of the media
- sex role definition in the peer group
- human needs unsatisfied by the community.

Many of these factors relate more to the "situational" approach in the research, but one factor that is constantly discussed is the importance of the peer group influences. It

is generally agreed that most acts of vandalism are carried out in groups rather than by solitary offenders and that most vandals are adolescent males in the 14-16 years age group (Gladstone, 1978). Although, as pointed out earlier, this will vary depending on the type of vandalism and the reason for it. One survey (Marshall, 1976) identified the following age groups:

- (i) Under 13 - play vandalism
- (ii) 13-16 peer group influences, status and daring
- (iii) Over 16 - persistent delinquents, still in peer groups
- (iv) Adults - tactical, ideological, acquisitive vandalism

Although Hindelang (1976) suggested that solitary offenders are more likely to engage in less serious acts, and may be greater in number than is shown by official statistics. Wade (1967) emphasised that vandalism arises from group interaction in social situations: for the individual, it is a means of identifying with and conforming to peer group pressure thus achieving self-definition through the group.

Gladstone (1978) examined the relationship between vandalism and group membership and found significant differences in types of groups. In groups where "toughness" was important, vandalism was a means of status - promotion within the group. Knight and West (1975) in their study found disengagement from influences of delinquent peer groups an important feature in the abandonment of delinquent behaviour.

One aspect of the importance of the peer group which is particularly relevant to school vandalism is the extent to which vandalism is committed for group enjoyment rather than for any financial or material gain. Cohen included "play vandalism" as one of his categories and agreed that it was certainly a group offence. However, he cautioned against over emphasising the importance of the gang sub-culture and its features of conflict and aggression and suggested that financial gain might be equally important.

Environmental Factors

Recent research on vandalism in schools has mainly followed the situational or environmental approach emphasising factors related to the vandal and his target which, directly or indirectly, contribute to the act of vandalism. The argument for this approach is that an act of deviance, such as vandalism, may be a temporary response to the "provocations, attractions and opportunities" of the immediate situation rather than simply a result of psychological and sociological factors influencing the vandal. (Home Office, 1975, p.1).

As well as the physical context in which the opportunity is presented, factors in the situation surrounding the individual also contribute to the opportunity. These include the psychological and sociological factors already discussed, but also the person's understanding of what he is doing and his perception of likely rewards and costs. This perception will be influenced indirectly by the individual's age, general life style, previous experience and so on. (Home Office, 1978c).

Wade (1967) found that the "opportunity structure" of the situation, as it presents itself to the individual, is important; for example, an abandoned house with broken windows, an isolated school building. The behaviour is also influenced by the social situation in which the individual finds himself, by the processes of socialisation, self-image and group pressure.

The importance of perceived costs such as the chance of being caught and the possible punishment has implications for legal deterrent strategies which will be discussed later. Perceived rewards depend on the initial motivation and may be for financial gain, status (in a peer group), the pleasure of revenge, or for simple enjoyment of destruction.

Allen and Greenberger (1978) examined this enjoyment factor and asserted that most theories of vandalism failed "to account adequately for selectivity either among, possible targets (e.g. school, old buildings) or more specific aspects of one particular target (e.g. a certain part of a building)" (p.310).

They suggest that there are a number of structural properties associated with a target that stimulate the act of destruction; for example, its degree of complexity, novelty and

the patterning (or organisation) of the elements in the target - size, colour and so on. All those factors contribute to the enjoyment that the individual expects will result from the destruction.

In regard to the target itself, situational studies have looked at the external environment of the school such as its physical design, appearance, location, security, and also at the internal environment of the school. The latter includes the size of school population, age and sex of pupils, staff and administration policies and educational objectives and achievements.

The most influential work on the physical situation has been that of Oscar Newman who introduced the concept of "defensible space"; that is the incorporation of crime preventive measures into architectural design and building technology (Newman, 1973, 1976). Newman's early research has been criticised because of weaknesses in his methodology (Wilson, 1978) but he did point to a relationship between physical design and crime rates which has since been more rigorously investigated although still not always accepted. Newman later modified his conclusions to concede that the social characteristics of the resident population and the socioeconomic status of the area are important "predictors" of crime rates (Newman, 1976). However he holds that these can be counteracted by physical characteristics of the building including appropriate design features which, as well as reducing vulnerability, will indirectly affect attitudes and behaviour.

Although the research was based on large urban, housing complexes, the conclusions have relevance for other public buildings such as schools. The four elements of design contributing to defensible space are:

- (i) territorial definition: the design creates, in the occupants of the building, a feeling of responsibility for their own space.
- (ii) natural surveillance: the design enables residents to watch over their space.
- (iii) image and milieu: the design influences peoples' perception of a building.
- (iv) locale: the relationship of the building to the surrounding areas, population, activities, etc.

Newman considered that the type of crime in the situations he described was crime of opportunity rather than planned and his ideas were for physical design features that reduced opportunity. In the United Kingdom, the Home Office has undertaken a number of studies into vandalism in different situations (housing estates, on buses, schools and so on) to further investigate the concept of crime as opportunity. (Home Office, 1975, 1978 a, b, c). This is explained as the ways in which environmental (or situational) variables contribute to the problem of vandalism. The main objective of this research approach was to look at physical preventive measures which make crime more difficult to commit rather than social measures which try to counteract pre-dispositions to crime. Physical measures are those of planning and design as well as those of security and surveillance.

Another study particularly concerned with environmental aspects of school vandalism, both external and internal, was that of Pablant and Baxter (1975) who studied sixteen pairs of schools with differing vandalism rates and school-neighbourhood attributes (size, ethnic composition, location etc.) to identify environmental variables associated with high and low vandalism. They suggested that although vandalism may well grow from social or psychological problems, attributes of the school and its environment are important factors in fostering or deterring vandalism. Overall, the main conclusion was that vulnerability was increased by the school's isolation from the neighbourhood plus poor design features.

In the United States, the Safe School Study Report (National Institute of Education, 1978) found certain neighbourhood factors such as the school's proximity to student's homes to be consistently associated with vandalism. The main emphasis in this study was on identifying factors within the school environment which contributed to the problem. These included size of student population, level of academic competition and the attitudes and policies of the school administrators.

A study of direct interest to the N.S.W. study is the proposed research project by the Home Office (1978b) on burglaries and vandalism in schools in Manchester, which will involve

- (i) analysing the situation in which the offence occurs including legal status of the action, propensity of the offenders, and physical vulnerability of the school;
- (ii) identifying possible preventive measures including legislative changes, deterrents, social intervention, as well as physical measures of design, security and surveillance;
- (iii) assessing the measures and implementing the most practical.

Preliminary results from the demonstration survey on eleven high-vandalism schools in the Manchester area, support the emphasis on physical rather than social measures. Individual findings will be discussed elsewhere but there were two general issues that arose from this study. The first is that strategies for prevention must consider break-ins, vandalism and accidental damage together, as measures to prevent one type of damage may also help in preventing others. The second point is that there must be a system to monitor the problem and measure the effectiveness of prevention programmes.

STRATEGIES OF VANDALISM CONTROL AND PREVENTION

Much of the research on vandalism, particularly that undertaken by government agencies, has as its prime objective, the determination of effective strategies for control and prevention. Generally, these strategies fall into two categories: those directed at the vandal including legal, psychological, social and educational measures, and those directed at the target including physical design and construction, security and surveillance.

There is a third alternative approach and that is to do nothing, either because the vandalism is accepted as inevitable, is regarded as being too trivial to cause concern, or because the cost of prevention would be greater than the cost of the vandalism (Cohen, 1978). This is reflected in "writing-off" policies adopted by authorities including school administrations where such costs are anticipated and absorbed (Van der Touw, 1976).

With regard to the other types of strategies, as suggested earlier, they tend to follow from the theoretical approach of the research - psychological, sociological or environmental. However it is emphasised in most studies that there is no single solution to the problem nor any single method of prevention; a mixture of strategies is needed that is most appropriate to the particular situation. Examples of the many types of strategies put forward in the literature will be summarised briefly here.

Legal Strategies

As well as a clear legal definition of the offence, possible strategies include increased prosecution and higher penalties. However, the general conclusion has been that legal deterrents will continue to be ineffective while the rates of reporting of vandalism and apprehension of offenders are so low (Home Office 1978b) Other studies emphasise the inappropriateness of imposing harsh penalties to solve a social problem notwithstanding that legal sanctions can operate as deterrents for certain types of offences and on certain classes of offenders (South Australia, 1978).

Psychological Strategies

Cohen refers to this approach as the "strike at the roots" approach, often based on the misconception that vandalism always arises from psychological disturbance. In fact most vandalism arises from a "desire for adventure and excitement and the opportunity presented ... by the presence of property...which is regarded as fair game".

Vandalism in older age groups arises more from deficiencies of the educational and employment situation which cannot be counteracted simply by providing more leisure facilities. (Cohen 1978, p.257).

Allan and Greenberger (1978) discounted psychotherapy for young vandals and suggested that psychological characteristics can only be changed through education which, by increasing individual knowledge of the psychological basis of vandalism, results directly in more socially acceptable behaviour. The similarities of vandalistic behaviour to other more socially acceptable behaviour should be emphasised rather than the labelling of vandals as different. The school can redirect the vandal to seek the pleasure he gets from destruction from other aesthetic experiences such as art classes.

Social Strategies

Social intervention strategies emphasise the role of the home, the community and the authorities in changing behaviour and contributing positively to the creation of an environment which will reduce rather than stimulate vandalism. Strategies considered include:

- (i) an educational programme in parenting and life skills (South Australia, 1978) to teach parents how to instill acceptable social values in their children and how to exercise greater, more effective supervision over their children (Home Office, 1978b)
- (ii) anti-vandalism publicity campaigns aimed at heightening public awareness of the costs of vandalism and encouraging community responsibility for vandalism prevention. There is little evidence that these are effective and, in fact, they even be counter-productive (Home Office, 1978); although campaigns based on positive educational principles may be more successful, such as the campaign by British Rail.
- (iii) media publicity about the prosecution and conviction of vandals; this is more effective than sensational media headlines about particular incidents of vandalism which may even encourage bigger and better exploits (South Australia, 1978.)
- (iv) increased supervision by police to prevent and detect vandalism through special anti-vandalism patrols and closer contact with authorities and institutions most affected by vandalism (Home Office, 1975). There is no evidence that police patrols have anything more than a temporary value (Home Office, 1978c) but certainly close contact with victims may result in more reporting of incidents.
- (v) the provision of a greater range of leisure activities for the social group most involved in vandalism, the adolescent male. The evidence suggests that these are only effective when the young people themselves are involved in planning the activities (South Australia, 1978; Home Office, 1978c).
- (vi) the deflection of destructive behaviour into safer, harmless or constructive alternatives; Cohen (1973), p.278) gives some example of this: graffiti or scribbling walls, adventure playgrounds, use of children as "protectors" of the property.

Educational Strategies

It has been stressed in a number of studies (eg. U.S. Senate, 1977; Home Office, 1978c; South Australia, 1978) that schools are in a prime position to assist in the control and prevention of all types of vandalism, including school vandalism because as frequent victims, schools are able, at first hand to investigate the nature of the vandalism and identify factors contributing to it, such as social and environmental factors. Also, schools often generate vandalism towards themselves, since contributing factors are built into their internal and external environment, and thirdly, through educational programmes, schools can help change attitudes and behaviour.

Gold (1978) reviewed several studies of the relationship between delinquent behaviour and school experiences and concluded that there was a need for alternative, more individualised

educational programmes which increased the proportion of successful to unsuccessful school experiences and allowed the opportunity for pupils to have warm accepting relationships with adults.

The U.S. Senate Sub-committee Report (1977) lists a number of alternative education programmes instituted in particular schools either to deal with offenders and/or to prevent school crime by providing a more personal and meaningful learning environment for children alienated and frustrated in the traditional learning system. A case study of the action taken by one particular school to successfully reduce vandalism is reported in the South Australian study (1978, p.60). The strategy included changes in staff-student relationships, changes in the curriculum to make it more relevant to student needs and the establishment of a mini-school concept where students took on more responsibility for their own education and for the building itself.

Gladstone (1978) makes a distinction between what a school may do to achieve a reduction in vandalism and delinquency in the community generally and what it may do to reduce vandalism specifically directed at the school itself. Schools with a high rate of pupil delinquency may have a low rate of vandalism if pupils have a positive attitude towards the school. Reasons for dislike of school will vary from child to child and school to school but he considered it was often related to the curriculum and the type of discipline. Other strategies have been suggested for schools to reduce their own level of vandalism. For instance, direct appeals to the children and their parents stressing the social and financial costs; schemes to encourage pupils to prevent vandalism such as promising that money set aside for repairing damage will be spent on special activities or equipment, if no damage occurs (Home Office, 1978b).

Physical Design Strategies

Design strategies have been called "self-defence for buildings" (Miller, 1973) following on from the "defensible space" concept of Oscar Newman. Architects are beginning to accept their responsibility for designing buildings which are able to withstand attack and less likely to attract attack, however, there must be a balance between physical and environmental considerations. It should be remembered that the effectiveness of many of these strategies has not been empirically researched.

Two studies of damage to buildings (Miller, 1973 ; Farmer and Dark, 1973) stressed the importance of incorporating, in the design stage, precautionary measures in respect of design features such as placement of doors and windows, avoidance of dark spots and internal and external circulation. Also very important is the choice of materials for construction, finishing (walls, windows etc.) and furnishing; various design features, finishes and materials are evaluated in detail. One way in which the architect can be assisted in the design stage is to be "briefed" as to the likely ways in which the building will be used and abused.

The South Australian study (1978, p.90-91) contains a comprehensive list of design features in schools and materials used in construction that have been reported as having contributed to illegal entry and vandalism. Other aspects found to be important include location of the school, design of school grounds, size of buildings and appearance of buildings. Pablant and Baxter (1975) made a number of recommendations for planning, design and construction of schools including:

- location of schools in densely populated areas with high levels of activity to minimise isolation
- maximise visibility of school property by careful location of buildings on the site and by adequate lighting and landscaping
- design the school with one or a minimum number of enclosing structures
- design buildings suitable for various uses by the community
- maximise aesthetic appeal by simple but attractive materials.

Coursen (1975) reports the work of John Zeisel in looking for architectural solutions to problems of vandalism. Zeisel has identified five areas where damage, deliberate and

accidental, is related to design: roofs, entrance, play areas, walls and floors.

Allen and Greenberger (1978) criticise efforts to vandalproof buildings by the use of simple, durable and damage-resistant materials and suggest that durability and resistance to destruction are less important than ensuring that objects are less enjoyable to break. For example, glass is the most enjoyable (followed in rank order by tiles, wood and metal) and therefore wire-safety glass should be used and windows should be small. Also damage must be repaired immediately to detract from the vandal's enjoyment. Other studies also emphasise the importance of quick repair and a high level of maintenance (Home Office, 1978b; Farmer & Dark, 1973).

The school architect's dilemma is described by Ward (1973): he is expected to produce a building reflecting current educational theories and creating an atmosphere of "sweetness and light" yet solid enough to withstand the onslaught. Sadly, the very last people to be consulted about the design and decoration of schools are the children who must learn in them. The evidence is moving in favour of smaller schools and this was supported in the U.S. Senate Sub Committee Report which found the size of the school is an important factor in the amount of vandalism it attracts.

Security and Surveillance Strategies

Most studies looking at physical prevention strategies emphasise that as many security features as possible should be incorporated into the design of buildings. Examples include strong rooms, security doors and windows, special locks, grilles and so on. (Miller, Farmer and Dark 1973). In addition to these, there are four main types of security measures, about which there has been much debate in the literature (e.g. Coursen 1975, South Australia, 1978, U.S. Senate Committee, 1977).

- (i) perimeter security fencing versus open access
- (ii) security lighting: external and internal
- (iii) alarm systems: audible, direct beam
- (iv) use of security personnel: permanent guards, regular patrols, resident caretakers.

The major difficulty with any of these measures, is that it is usually not possible to protect the entire school and so a choice must be made, usually of one or two particularly vulnerable areas. The cost - effectiveness of any measure must also be considered but there has been very little research on this. The general conclusions have been that effectiveness of these measures have been very difficult to assess and against any advantages, must be weighed the costs of installing, maintaining and/or hiring these services and the possible adverse educational and environmental effects of turning schools into fortresses (Coursen, 1975).

There are other possible strategies that individual schools may follow to reduce their own level of illegal entry and vandalism. For example resident watchers, assigning responsibility for locking doors and windows, a system of key control, student committees, community use of school facilities and so on. The implications of security and surveillance measures will be further discussed in relation to the findings from the N.S.W. Study.

PART III: DATA ANALYSIS

A total of 2,329 Illegal Entry Report (IER) forms (Appendix I(a)) for the period July, 1977 to June, 1978 was obtained from the Security Section of the Education Department. Of these, 152 were excluded from the study because:

- (i) the same incident had been reported twice or, additional information sent by a school about an incident previously reported, had been given a new serial number and hence had been counted twice (51).
- (ii) the incident had been reported on the new "Breach of Security" form not yet officially in use (see footnote P2) and these were excluded to ensure consistency in the data being coded for analysis. (82)
- (iii) the incident being reported was not applicable to the study, either because it was outside the period specified or because it was clearly accidental (16).
- (iv) the data on the incident was incorrectly put on computer tape(3).

The following analysis was made on the remaining 2177 reports. Data that could not be extracted directly from the IER forms was coded onto a separate form (Appendix 1(b)) devised after a pilot test to determine categories. There were a number of difficulties in coding and analysing data due to the design and layout of the IER form, the number of forms where all items were not completed and variation in the terminology used in the reporting. For example, many of the categories on the IER form are not mutually exclusive, which made it necessary to produce multiple tables to extract a relatively small amount of information. These problems are further discussed in Part V.

It should be emphasised that the findings from the analysis are based on information supplied on the Illegal Entry Report forms and may not be representative of all incidents of illegal entry and vandalism occurring in schools. Also, because of the difficulty of determining exactly the type of offence being reported - vandalism, theft, illegal entry or arson - the term "incident" is used in the analysis to cover all categories.

The lack of uniformity in filling out the IER form and the lack of definition as to what information was required in each section of the form, led to many inconsistencies in the data available for analysis. The most often occurring inconsistencies were in whether an illegal entry had been made (e.g. no illegal entry had been marked on the form but supplementary information indicated that an illegal entry had been made), the day that the incident occurred (e.g. public holidays marked as such and also as weekdays), mode of entry (initial entry point versus all subsequent entry points) and security of the school (security measures installed versus security in operation at the point of entry). This failure to make explicit the type of information required on the IER form severely limited the number of conclusions that could be drawn from the data.

DESCRIPTION OF DATA

1. Number of Schools and Area.

Table 1.1. shows the number of reports included in the study from each of the eleven administrative areas ⁽¹⁾ of the Department of Education, the number of schools in each area, ⁽²⁾ and the number of schools which submitted reports in the period of the study.

(1) Maps showing boundaries of each area are given in Appendix II.

(2) N.S.W. Department of Education, List of Schools and Inspectorates, 1978.

Area	Reports Submitted		Schools in Areas		Schools Submitting Reports		% of Total Schools in Area which Submitted Reports
	No.	%	No.	%	No.	%	
	Central Metropolitan	314	14.4	162	7.3	94	
Liverpool	329	15.1	167	7.5	111	13.3	66.5
Metropolitan West	378	17.4	235	10.6	121	14.4	51.5
North Sydney	271	12.5	210	9.5	111	13.3	52.9
St. George	181	8.3	129	5.8	74	8.8	57.4
Metropolitan Areas	1473	67.7	903	40.7	511	61.0	56.6
Hunter	160	7.3	259	11.7	73	8.7	28.2
North Coast	75	3.5	261	11.8	42	5.0	16.1
North West	46	2.1	154	6.9	32	3.8	20.8
Riverina	130	6.0	207	9.3	50	6.0	24.2
South Coast	204	9.4	217	9.8	81	9.7	37.3
Western	89	4.0	217	9.8	49	5.8	22.6
Country Areas	704	32.3	1315	59.3	327	39.0	24.9
TOTAL	2177	100.0	2218	100.0	838	100.0	37.8

Overall, the 2,177 incidents included in the analysis came from only 838 or 37.8% of the total number of government schools in N.S.W. However, as will be discussed in Part V, there was a certain amount of non-reporting of incidents and therefore, this result and the other findings reported below on the variations in the reported incidence of illegal entry from area to area and by type of school, should be viewed with caution.

A general idea of the differences in the rate of reporting can be obtained by examining the relationship between the number of schools in an area and the number of IER forms submitted. There was a wide disparity over the eleven individual areas but this became even more apparent when the areas were divided into two regions: Sydney metropolitan and country. Metropolitan areas include only 40.7% of all government schools in N.S.W. yet accounted for 67.7% of reported incidents. Three metropolitan areas - Central Metropolitan, Liverpool, Metropolitan West - account for almost half of all reported incidents (46.9%) but only a quarter (25.4%) of the state's schools.

Table 1.1 also illustrates area to area differences in the number of schools actually submitting reports. Again there was a marked difference between the metropolitan region and the country region: 56.6% of Sydney metropolitan schools submitted reports as compared to 24.9% of country schools. The five metropolitan areas had a much higher proportion of schools reporting than the country areas. The two country areas with the highest rates - Hunter (28.2%) and South Coast (37.3%) - include the large industrial centres of Newcastle and Wollongong.

A further breakdown of administrative areas by Inspectorates is given in Appendix III, Table 1. This further illustrates the disparity in rates of reporting. For example, in the Central Metropolitan area, one inspectorate (Randwick) accounted for 30.0% of all reported incidents; another inspectorate (Sydney City), which has 15.4% of all schools in the area, submitted only 8.0% of the total number of reports.

Table 1.2: Type of School X Region X Number of Reports

Type of School	Metropolitan		Country		Total	
	No.	%	No.	%	No.	%
<u>A. Number of Reports Submitted</u>						
Primary*	988	67.1	417	59.2	1405	64.5
Secondary	484	32.9	256	36.3	740	34.0
Central**	-	-	32	4.5	32	1.5
Total	1472	100.0	705	100.0	2177	100.0
<u>B. Number of Schools In Region</u>						
Primary	711	78.7	1091	83.0	1802	81.2
Secondary	191	21.2	157	11.9	348	15.7
Central	1	0.1	67	5.1	68	3.1
Total	903	100.0	1315	100.0	2218	100.0
<u>C. Number of Schools Submitting Reports</u>						
Primary	376	52.9	196	18.0	572	31.7
Secondary	135	70.7	106	67.5	241	69.3
Central	-	-	25	37.3	25	36.8
Total	511	56.6	327	24.9	838	37.8

* Includes Infants Departments and Special Schools (S.S.P.)

** Includes Infants, Primary and Secondary Departments.

Table 1.2 compares rates of reporting by type of school and region; overall the rate was much higher for secondary schools with 69.3% submitting reports as compared to 31.7% of primary schools and 36.8% of central schools. Table 1.2 also shows that 34.0% of all reports were submitted by secondary schools which comprise only 15.7% of total schools in the state.

There was little difference in the proportions of total metropolitan and country secondary schools submitting reports (70.7% compared to 67.5%) but a much greater difference in respect of primary schools (52.9% compared to 18.0%). However of the schools submitting reports metropolitan schools, both primary and secondary, had a higher rate of reporting than country schools; that is, they reported almost twice as many incidents per school.

Table 1.3: Number of Reports per School

Number of Reports	Number of Schools		Percentage of all Schools	
	No.	%	%	
One	413	49.3	18.6	
Two	158	18.9	7.1	
Three to five	183	21.8	8.3	
Six to ten	63	7.5	2.8	
Over ten	21	2.5	1.0	
Total	838	100.0	37.8	
No reports	1380		62.2	
TOTAL schools	2218		100.0	

A further point of interest is illustrated by Table 1.3. Almost half (49.3%) of schools which submitted reports in fact submitted only one report; 10% of these schools (3.8% of all schools in the state) sent in more than five reports and of these 75% were schools from the Sydney metropolitan area (see Appendix III: Table 1). When considering the variation in reported incidents from area to area it must be remembered that one school with a high level of reporting can significantly affect the overall rate for the area.

2. Nature of Incidents

Each incident reported was categorised by the type of entry as shown in Table 2.1 below. This was based on all information recorded on the IER form and supplementary comments and statements made by school principals to the Security Section.

Table 2.1: Type of Entry

	No.	%
Illegal Entry into a building	1584	72.8
Attempted Illegal Entry into a building	121	5.6
Illegal Entry into grounds only	269	12.3
Not known, not stated	203	9.3
Total	2177	100.0

The type of entry reported most frequently was an actual illegal entry into a school building (72.8%). However, as will be discussed later, many of the incidents not reported were of the second and third type and therefore this actual entry category may not, in fact, be such a high percentage of all types of entries occurring. The large "not known, not stated" category (9.3%) reflects the difficulty principals often had in knowing what had actually happened.

Further analysis was undertaken on the type of incident since most reported incidents involved several factors and these are presented in Table 2.2.

Table 2.2.: Type of Incident*

	No.	%
Illegal Entry	3083	46.1
Vandalism	1828	27.4
Theft	1693	25.3
Arson	80	1.2
TOTAL	6684**	100.0

* As indicated by Principal completing the form

** Not mutually exclusive, see Table 2.3.

One interesting feature of Table 2.2 is the proportion of each type of incident as seen by the Principal completing the form. Of the 6,684 individual acts recorded on the 2,177 IER forms, illegal entry is clearly the most commonly occurring at 46.1%, vandalism and theft follow at 27.4% and 25.3% respectively. Incidents of arson were frequent at 1.2% although it is thought that some incidents of fire, especially serious and costly ones, are not reported through an IER form but are dealt with by other means. This will be discussed later in the report.

The problem of interpreting this data is illustrated by a comparison of Table 2.1 where 72.8% of reported incidents involved illegal entries to buildings as indicated by all the available information and Table 2.2 where only 46.1% were marked as such on the IER form

Table 2.3: Multiple Incidents

Category	No.	%
Illegal entry - no theft/vandalism/arson	313	14.4
Illegal entry with theft - no vandalism/arson	670	30.8
Illegal entry with vandalism/arson - no theft	407	18.7
Illegal entry with vandalism/arson/theft	357	16.4
Vandalism/arson - no illegal entry/theft	430	19.7
TOTAL	2177	100.0

The combination of incidents reported on each form is presented in Table 2.3. The highest category was for "Illegal entry with theft only" (30.8%).

On just under half of the IER forms (45.2%) there was no vandalism reported with the illegal entry. However, the problem of terminology and consistency in reporting arises here: in particular, what is meant by vandalism. For example, vandalism may or may not have been marked on the form if the only damage was a window broken to gain entry.

Table 2.4 gives the place of entry together with the type of incident: illegal entry, vandalism, theft and arson as indicated on the IER form. It is to be noted that none of these categories is mutually exclusive. All four may be committed in any number of places, depending on the number of offenders and their intentions, ease of access to various sections of the school and so on.

Table 2.4: Type of Incident X Place of Entry

Section of School	Illegal Entry		Vandalism		Theft		Arson		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
Administration	701	22,8	357	19,5	337	19.9	11	13.7	1406	21.0
Staff Rooms	372	12,1	163	8,9	186	11.0	4	5.0	725	10.9
Science/Arts	288	9.3	155	8,5	139	8.2	9	11.3	591	8.9
Library	204	6,6	112	6,1	103	6,1	4	5.0	423	6.3
Canteen	279	9,1	153	8,4	188	11.1	3	3.8	623	9.3
Storerooms	322	10.4	147	8,1	192	11.3	5	6.2	666	10.0
Other*	917	29.7	741	40,5	548	32.4	44	55.0	2250	33.6
TOTAL	3083	100.0	1828	100.0	1693	100.0	80	100.0	6684	100.0

* Usually specified on form as a classroom, school grounds, outbuildings, demountable classrooms.

Table 2.4 also shows that the administration section of schools, which includes the offices of the Principal and Deputy as well as clerical and reception areas, was a particular target for all types of incidents. The "other" category, although very high, was specified on the IER form, in the majority of instances, as a "classroom" which could be located in any part of the school. The data shows that a fairly consistent pattern of incidents occurred throughout the rest of the school.

3. Time of Incidents.

In most cases, the actual times of the day that an incident of illegal entry or vandalism occurred was not known. However, as shown in Table 3.1 below, the majority of incidents reported occurred outside school hours, on weekends or holidays. The total exceeds the number of reports since times were not mutually exclusive. For example, an incident may have occurred on a weekday which was also a public holiday and both options may have been recorded on the one report.

Table 3.1: Time of Incident

<u>Time</u>	No.	%
Weekday	712	30.0
Weekend	1247	52.6
Public Holiday	132	5.6
School Holiday	279	11.8
	2370	100.0

Some inconsistency in reporting was noted. For example, Friday nights were recorded either as a weekday or weekend; as over half the incidents occurred on a weekend, this figure would be greater if it included all Friday night incidents. Also, the figure for weekdays would have been smaller if the principals had consistently chosen public holiday or school holiday where this was more appropriate.

An analysis was also made of the pattern of reporting over the year of the study as shown in Table 3.2 below.

Table 3.2: Month Incident Reported*

<u>Month</u>	<u>Reports</u>	
	No.	%
July	157	7.2
August	176	8.1
September**	183	8.4
October	225	10.3
November	242	11.1
December	136	6.3
January	31	1.4
February**	252	11.6
March	244	11.2
April	189	8.7
May	132	6.1
June**	185	8.5
Not known	25	1.1
Total	2177	100.0

* Assumed incidents are reported in the month they occur.

** Included some incidents occurring during school holidays in the previous month.

Excluding December and January, the months of the long school vacation, the average number of incidents reported per month was 198. Obviously, it was not possible to generalise from data based on one year only. However, the table does show that more incidents were reported in the summer months of February, March, October and November than during the middle of the year.

An analysis of place of entry by type of incident at particular times (weekday weekend, etc.) is given in Appendix III, Table 2. Overall, the proportion of incidents occurring at certain times was consistent with the pattern shown in Table 3.1. However, there was some variation from the pattern in regard to certain sections of the school. For example, the administration section was more likely to have an illegal entry or theft on a weekday than are other parts of the school; also, the library and science/arts rooms had a higher incidence of illegal entry, theft and vandalism during school holidays than at other times.

4. Means of Entry

In incidents of illegal entry to a building, the most usual means of entry was by forcing a window (see Table 4.1). This has implications both for the type of damage caused and for the security measures to be taken; these issues will be discussed in Part V.

Table 4.1: Mode of Entry to Building

Mode of Entry	No.	%
School Open	20	1.0
Door - open	42	2.1
- forced/broken	399	20.3
- other	58	3.0
Total	499	25.4
Window - open	48	2.4
- forced/broken	884	44.9
- other	101	5.1
Total	1033	52.4
Other *	189	9.6
Not known	228	11.6
Total**	1969	100.0

* Includes entry through rooves, canteen shutters, gates etc.

** Total greater than that shown in Table 2.3 because categories are not mutually exclusive (see next paragraph).

There were relatively few reports of incidents occurring when the school was open (for example, during school hours, or open for workmen) or when a window or door had been inadvertently left unlocked. However, one difficulty with the data on means of entry was that, on some reports only the initial point of entry was recorded while on others, all points of entry to the buildings and room inside, were recorded.

5. Damage/Theft Resulting from Incident

As indicated in Table 2.2, Principals reported 1,828 individual acts of vandalism to various sections of the school. The problem of whether or not all damage was or should have been classed as "vandalism" will be discussed in Part V. However, there was obviously some inconsistency in the reporting of damage. The main types of types of damage to buildings, ground and equipment are shown in Table 5.1 below and a more detailed breakdown is given in Appendix III: Table 4.

Table 5.1. Reports of Damage

	No.	%
To school grounds	197	5.7
To buildings		
- broken glass	699	20.2
- doors/windows	1560	45.2
- other	560	16.2
To property/equipment	438	12.7
TOTAL	3454	100.0

Most damage reported would appear to have been caused by forced entry to buildings and rooms. There were a total of 3,454 instances of damage recorded on the IER forms and of these 65.4% related to windows and doors. This is consistent with the earlier finding that the most usual mode of entry (or attempted entry) was to force or break a window or door (see Table 4.1). The more detailed table (Appendix III) also shows the percentage of total IER's reporting each type of damage; for example almost one third (30.1%) were reporting broken glass.

The number of reports of outside damage was quite small although this may be mainly due to the greater non-reporting of incidents where no actual entry to a building had been made. Also, given the number of occasions when buildings were entered (Table 2.1) the number of reports listing damage to equipment and internal furnishings was surprisingly small. However, because of the design of the IER form, this type of damage may not necessarily have been mentioned unless serious enough to warrant replacement of the equipment.

Theft was involved in 47.2% of incidents reported (see Table 2.3) and a breakdown of equipment and property reported stolen is given in Table 5.2 below. The procedure for reporting details of items stolen is discussed in Part V. There was some inconsistency as shown by the fairly high number of instances (14.1%) where no details at all were given.

Table 5.2: Equipment/Property Stolen

<u>Category</u>	<u>Number of Times Reported</u>	<u>Percentage of Total Theft Reports</u>	<u>Percentage of IERS Reporting this Type</u>
Electrical	393	22.9	18.1
Cameras/supplies	34	3.1	2.5
Outside furniture/equipment	102	5.9	4.7
Inside furniture/equipment	102	5.9	4.7
Class supplies/equipment	217	12.6	10.0
Money	178	10.4	8.2
Food	112	6.5	5.1
Other	257	14.9	11.8
Unspecified	307	17.8	14.1
TOTAL	1724	100.0	

6. Costs

A limited amount of information about the costs of theft and damage resulting from incidents of illegal entry and vandalism was supplied with some reports.

For instance, the estimated cost of repairs to buildings was given on 183 reports totalling \$29,971 an average of \$164 per incident; the amounts stated ranged from \$2 to \$2000. As shown in Table 2.3, there were 1194 incidents where damage was reported, most of which was to building as a result of the forced entries. Therefore, it is estimated that the total lost of damage to buildings from the normal type of incident would be between \$200,000 and \$250,000. This estimate excludes incidents involving major fire damage or other major structural damage to buildings where the cost for a single incident may run into thousands of dollars.

Details on the cost of repair and replacement of equipment and furnishings damaged or stolen was more often supplied. Table 6.1 shows the type of equipment and range of cost involved, and Table 6.2 the total cost reported. This was still considerably below the full amount as in many cases this data was not available.

Table 6.1: Type and Cost of Equipment Damaged and/or Stolen.

Amount	Donated		Departmental		Other*		Total	
	\$	No.	%	No.	%	No.	%	No.
20 or less	56	14.2	145	17.8	182	42.2	383	23.4
21 to 50	65	16.5	129	15.9	118	27.4	312	19.1
51 to 100	99	25.1	166	20.4	74	17.2	339	20.7
101 to 200	68	17.3	149	18.3	31	7.2	248	15.1
201 to 500	63	16.0	139	17.1	17	3.9	219	13.4
501 to 1000	29	7.4	53	6.5	7	1.6	89	5.4
Over 1000	14	3.5	32	3.9	2	0.5	48	2.9
TOTAL	394	100.0	813	100.0	431	100.0	1638	100.0

* Other includes canteen equipment and supplies, personal belongings of staff and students and items of an unspecified type.

Table 6.2: Reported Cost of Equipment Damaged and/or Stolen

Type	Total Cost	Percentage	Highest Cost
Donated	\$ 82,212	27.5	\$2,825
Departmental	\$186,829	62.4	\$4,634
Other	\$ 30,495	10.1	\$3,160
TOTAL	\$299,536	100.0	

Table 6.1 shows that in the majority of cases of theft or damage to equipment, the value of the items stolen or damaged was fairly small. For example, in over half of the incidents (54.1%) involving theft of or damage to departmental equipment and supplies, the value was \$100 or less. However, as shown in Table 6.2, the cumulative cost of these incidents was very high. It should be emphasised again that details of costs were not always given and the actual total could be expected to be much higher.

7. Security Measures

Table 7.1 shows the type of security measures reported as existing in a school at the time an incident occurred. It should be remembered that many schools did not submit a single report and others submitted several reports. Therefore, the data on security relates only to the 2,177 reports being analysed and not to N.S.W. schools in general. Also the large "not known" category, where this section of the IER form was not completed, affects the interpretation of the data.

Table 7.1: Security Measures

<u>In Use</u>	<u>Burglar Alarm</u>		<u>Flood Lighting</u>		<u>Security Service</u>		<u>Strong Room</u>	
	No.	%	No.	%	No.	%	No.	%
Yes	352	16.2	874	40.1	153	7.0	663	29.1
No	1709	78.5	1144	52.6	1867	85.8	1358	62.4
Not Known	116	5.3	159	7.3	157	7.2	186	8.5
TOTAL	2177	100.0	2177	100.0	2177	100.0	2177	100.0

One difficulty with the data on security was that it did not necessarily indicate the state of security in the part of the school where the incident occurred, and at the time it occurred. For example, the school may have a burglar alarm in the administration section but not in the library where the break-in took place; the front of the school may have floodlighting but not the back. Also, a frequent comment on the IER form was that the alarm system or security lighting was not operating at the time.

The data was analysed to see if there was any relationship between the type of incident (see Table 2.1) and the type of security measure in use at the school. The results are shown in Table 7.2 below; a more detailed breakdown is given in Appendix III, Table 3.

Table 7.2: Type of Incident and Security Measure*

<u>In Use</u>	<u>Burglar Alarm</u>		<u>Security Service</u>		<u>Flood Lighting</u>		<u>Strong Room</u>		<u>None/ Not Known</u>		<u>Total No. of Incidents</u>	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Illegal Entry	230	65.3	106	69.3	632	72.3	437	69.0	583	76.4	1584	72.8
Attempted Illegal Entry	22	6.3	12	7.8	42	4.8	42	6.6	39	5.1	121	5.6
Entry to grounds	64	18.2	18	11.8	106	12.1	97	15.3	75	9.8	269	12.4
Unknown	36	10.2	17	11.1	94	10.8	57	9.0	66	8.7	203	9.2
TOTAL	352	100.0	153	100.0	874	100.0	633	100.0	763	100.0	2177	100.0

* The categories of security measures are not mutually exclusive; an individual school may have one or all.

Schools in which a burglar alarm was installed had a lower rate of illegal entries (65.3%) and a higher rate of other types of incidents suggesting a possible deterrent effect. Those results will be further discussed in Part V; however, because of the difficulties mentioned, it was not possible to draw any conclusions from this analysis about the effectiveness of security measures.

8. Identification of Offenders

On most IER forms there was no information about persons responsible for the incidents reported as so few offenders (3.8%) were apprehended. As shown in Table 8.1, in over 90% of instances nothing was known or reported known about the possible identity of the offender.

Table 8.1: Persons Responsible

	No.	%
Not known/not stated	1998	91.8
Suspects mentioned	95	4.4
Offenders apprehended/charged	84	3.8
TOTAL	2177	100.0

In some instances, information about offenders may have become known sometime after the IER form had been forwarded to the Security Section. As shown in Table 8.2 below, in the majority of instances, when an incident was reported to the Security Section it was also reported to the police for investigation.

Table 8.2: Reported to Police

	No.	%
Yes	2012	92.4
No	74	3.4
Not known	91	4.2
TOTAL	2177	100.0

SUMMARY OF FINDINGS

Data from 2177 Illegal Entry Report forms for the period July, 1977 to June, 1978 were analysed and the main findings were:

- (i) 37.8% of N.S.W. Government Schools reported incidents of illegal entry or vandalism (Table 1.1)
- (ii) 3.8% only of all schools reported more than five incidents (Table 1.3)
- (iii) the majority of incidents (67.7%) were reported by schools in the Sydney metropolitan area; three areas account for almost half the number of reported incidents (Table 1.1)
- (iv) Metropolitan schools reported twice as many incidents per school (Table 1.2)
- (v) more secondary schools (69%) reported incidents than primary schools (31.7%); the proportion of country and metropolitan secondary schools reporting was the same (Table 1.2)
- (vi) the majority of incidents (72.8%) reported involved an illegal entry into a school building (Table 2.1); 54.8% resulted in damage and 47.2% resulted in theft (Table 2.3)
- (vii) the pattern of incidence throughout all sections of the school was fairly consistent for all types of incidents with the highest rate being for the administration section (Table 2.4)
- (viii) the problem was greatest on weekends and holidays and during the summer months (Table 3.1, 3.2)
- (ix) most incidents reported involved forced entries of windows and doors (65.2%) (Table 4.1) and most damage caused appeared to have been a result of this (Table 5.1)
- (x) overall costs of property damage and of equipment stolen or damaged could be estimated with any accuracy from the data available. (Table 6.1)
- (xi) there was insufficient evidence to determine the effectiveness of security measures (Table 7.2)
- (xii) in the majority of cases, the identity of persons responsible was not known (Table 8.1)

These findings will be further discussed in Part V in relation to the results of other studies and the interviews with school principals.

PART IV: INTERVIEWS WITH SCHOOL PRINCIPALS

Introduction

As a result of the difficulties of analysis reported in Part III, it was considered that the findings required some validation. In particular, it had to be determined whether:

- (i) the level and pattern of incidence of illegal entry and vandalism was as varied from area to area and within areas as appeared, or whether the variation was due to differences in policies about the reporting of incidents;
- (ii) the information about the incidents themselves - theft, damage, costs, security measures and so on - was being consistently reported.

Therefore, to gain some background information on the reporting of incidents and to clarify the meaning of the data, it was decided to interview a small number of principals from a cross-section of schools. As it was expected that, in some cases, the principal to be interviewed may not have been at the school during the period of the study (July, 1977 - June, 1978), the interviews were conducted as a general discussion of the problems of school security and vandalism with reference, where possible, to actual occurrences.

Although the current policies of reporting followed by a school may not necessarily have been those at the time of the study, it was felt that, overall, a clear picture of reporting practices would emerge that was applicable to the data being analysed. The matters to be discussed in the interviews were outlined as:

- (i) the causes and consequences of vandalism in general
- (ii) the nature and incidence of illegal entries and vandalism in the particular school
- (iii) the criteria for reporting incidents and the terminology used
- (iv) the methods adopted by the school for dealing with the problem including security measures, and
- (v) the general physical, environmental and educational features of the school.

Selection of Sample for Interview

Four schools were selected from each of three metropolitan and two country administrative areas of the Education Department. In each metropolitan area, one secondary school and three primary schools were chosen which corresponds to the proportion in the state as a whole; this was slightly varied in the country areas. The sample contained an equal number of schools which had reported

- a high number of incidents (5 or more)
- a low number of incidents (1 to 4)
- no incidents at all during the period.

Table 9.1: Sample of Schools

<u>Administrative Area</u>	<u>School Type</u>			<u>Total</u>
	<u>Secondary</u>	<u>Primary</u>	<u>Central</u>	
Central Metropolitan	1	3	-	4
Metropolitan West	1	3	-	4
North Sydney	1	3	-	4
Riverina	2	2	-	4
North Coast	1	2	1	4
Total	6	13	1	20

SUMMARY OF INTERVIEWSCompletion of Illegal Entry Report Forms

In all schools visited, the Principal or Relieving Principal decides which incidents are to be reported to the Education Department. However, in some schools, particularly High Schools, the impression was gained that not all incidents were necessarily brought to the attention of the Principal. For example, graffiti on walls, or rubbish in the playground may be simply cleaned up by the school maintenance staff in the normal course of their duties. Also repairs of minor damage to taps, outside seats, toilets and so on, may be carried out by the General Assistant on the spot without reference to the Principal. This would appear to depend on the policy of individual principals about reporting and the degree of interest they take in the overall pattern of vandalism in their school.

Criteria for Reporting

There is great variation in the policy followed by individual principals on the reporting of acts of illegal entry or vandalism. If the Education Department has issued instructions on this, principals do not appear to be fully aware of them and make their own decisions based on how they interpret the meaning of illegal entry, vandalism, serious damage and so on. Cost is often an important factor as it appears from the discussions that, if damage is reported, the cost of repairs is borne by Public Works; otherwise the cost is paid out of the school maintenance fund. Obviously this is an incentive to schools, especially those with a high level of incidence, to report everything. However, it was not confirmed from the interviews whether damage reported to Public Works was also reported to the Security Section if it appeared to be the work of intruders.

Principals stated that they reported all incidents of illegal entry to the Security Section; however, all could then give examples of types of incidents they would not report. Some principals said they had changed their policy since the introduction of the new "Breach of Security" form in July, 1978¹ and now interpret the instructions to mean that all incidents involving theft or damage within school grounds are to be reported whether or not actual entry was made to a building.

However, there is still a certain amount of under-reporting from all schools, ranging from a few incidents being reported to almost all incidents being reported. Generally, it was concluded from the discussion that:

- (i) illegal entries to buildings or grounds resulting in theft, whether petty or large scale, are usually reported. This may be because the stolen items must be accounted for in the school inventory and replaced and/or to claim insurance, particularly in the case of personal items;

(1) See Footnote p. 2

- (ii) incidents involving major damage, whether inside buildings or in grounds, are usually reported; estimates of "seriousness" appear to be based solely on cost of repairs rather than type of damage or inconvenience caused;
- (iii) most schools report actual entries into buildings involving minor damage caused by the means used to gain entry, or by actions of the intruders inside the building. However, many do not report illegal entries where there was no damage or theft, and many do not report attempted illegal entries;
- (iv) some schools report attempted entries if there was any damage at all. It is often difficult to distinguish between accidental damage, random acts of vandalism and deliberate damage caused to gain entry. This applies particularly to broken windows.

Non-Reporting of Incidents

Very few schools report minor damage to the outside of buildings, outside facilities or grounds themselves even if some cost is involved, preferring to pay out of school maintenance. This "minor" damage includes such incidents as:

- broken windows (unless a large number or as an apparent means of entry);
- damage to taps, bubblers, toilets;
- destruction or damage of trees, shrubs etc.;
- graffiti on walls, in toilets;
- general mess (beer cans, papers etc.) left by trespassers in playground
- minor damage to rooves, guttering.

The main reasons given for non-reporting of minor incidents were:

- (i) there was no cost or very low cost involved and repairs could be made by the General Assistant or cleaners;
- (ii) there was no evidence that it was vandalism; the damage may have been accidental even if caused by intruders out of school hours;
- (iii) it is a waste of time reporting these incidents to the Security Section or the police because very little can be done to find the culprits or prevent it happening again;
- (iv) it is time consuming to fill out a form for every minor incident; particularly when these occur frequently.

Another possible reason for non-reporting was that the reputation of the school would suffer if all minor incidents were reported. Principals generally stated this was not a factor to them but they had heard this expressed by other principals. It is interesting that the principals of two schools which sent in an extraordinarily high number of reports stated that they had adopted the policy of reporting everything because they were concerned with ensuring that the total picture of illegal entry, theft and vandalism was made known, and that the school itself did not have to bear all the resulting cost of repair and replacement of property and equipment.

Illegal Entry versus Vandalism

In many cases of illegal entry, there does not appear to be any actual vandalism to the school. Any damage caused is considered to be the result of forcing entry, ransacking cupboards, desks etc. However, some principals do mark "vandalism" on the report if there is any damage at all associated with the illegal entry. Incidents of serious damage to equipment, furniture etc. appear to be isolated but can be very costly when they occur. The majority of principals felt that most illegal entries were for the purpose of stealing, (particularly money and small saleable items) and not to maliciously damage the school. Some principals mentioned the possibility of children coming into rooms to play or other people coming in for shelter without intending to cause damage.

Principals take different views about what constitutes vandalism or illegal entry but generally, all relate the "seriousness" of an incident to its cost. There appears to be a fair amount of acceptance of minor nuisance vandalism as inevitable. Incidents considered serious include major theft, damage inside a building, fire and costly outside damage such as the breaking of several windows at once. Some schools have never had what they considered a serious incident but have a frequent incidence of nuisance vandalism; others have little nuisance vandalism but occasional serious cases of theft or damage.

Cost of Damage

Principals were usually unable to estimate accurately the cost of repairing minor damage resulting from break-ins or nuisance vandalism as it was either repaired on the spot or through Public Works contract. The approximate cost of any incident involving major damage was usually known by the principal although not always at the time the incident was reported. Country schools often arranged their own repairs by obtaining quotes from local tradesmen and submitting accounts to Public Works for payment. Two of the principals interviewed kept a fairly detailed record of damage and the cost of repairs but no such records appeared to be kept in other schools visited. Also there are other "costs" which cannot be assessed such as the time of the General Assistant or cleaning staff who frequently carry out minor repairs or clean off graffiti and so on.

Most schools do not keep records of the minor incidents not reported and, therefore, principals could only estimate the likely number according to their recollection of the period or, if they were new to the school, they asked a member of staff who was there at the time. However, according to those interviewed the pattern of incidence does not vary much from year to year apart from an occasional outbreak of illegal entries or particularly bad vandalism. There were a few exceptions where schools had reduced their vandalism problem or where their problem had increased. Estimates of the number of unreported incidents ranged from one or two a year to several each week.

Motivation

In general, it was felt that the main object of illegal entries into school buildings was theft and that any damage caused in the process was not necessarily malicious. A number of opinions were offered as the reasons why persons would want to deliberately cause damage:

- (i) former pupils "getting back" at the school or a particular teacher - some isolated examples were reported. One principal suggested there was a considerable reduction in vandalism in his school after the departure of the previous principal who had frequently used corporal punishment. Two other schools with an existing vandalism problem, both hoped for a long term improvement following a change in the school regime.
- (ii) the boredom of older children and teenagers with nothing to do and nowhere to go, particularly at week-ends. For example, groups often use school grounds as a central meeting place. It was suggested that group pressure and frustrations of puberty lead some boys into deliberate acts of theft and damage.
- (iii) young children tempted into mischief by older children with little understanding of the consequences of what they are doing.
- (iv) local residents and passers by who throw rubbish, break a window, write on walls etc. while passing school or walking through grounds but have no obvious motive.

Identity of Culprits

In the majority of cases, persons responsible were not caught and there was no evidence as to their identity. Occasionally, police or security service personnel have caught intruders in the act or have traced them afterwards. Also some principals reported

that they were able, from evidence or information supplied to them by other children, to sometimes identify pupils from the school who had been responsible for an incident. The few offenders caught are usually teenagers from the area; they may be former pupils of the school but only rarely are current pupils found to be responsible.

The treatment of offenders apprehended would appear to depend on the nature of the offence and the age of the culprit. For relatively minor cases, young persons responsible would be talked to by the principal, their parents informed and compensation obtained if necessary. It was noted that there was some reluctance by principals to inform the police or Security in these instances. When older children or teenagers not from school are caught they are unlikely to be charged except in "serious" cases.

Most principals interviewed were of the opinion that older children and teenagers were responsible for the majority of cases of theft and damage but did not believe that current students of the school were involved. In the case of primary schools, particularly, it was felt that former pupils who knew the layout of the school and where equipment was kept, were likely to be the offenders. There were occasional examples of more "professional" operations involving major theft. Much of the minor external damage was thought to be accidental and caused by children playing in the grounds.

Other opinions offered were that:

- offenders were usually high school boys or other teenagers;
- girls occasionally damage or deface toilets but are not usually responsible for serious damage;
- migrant children are less likely to offend than Australian born children
- younger children commit offences such as minor stealing or lighting of fires on the "spur of the moment" rather than deliberately.

Prevention of Illegal Entries and Vandalism

As expected, there was a great variety of opinion expressed by the principals interviewed on methods of preventing illegal entries and vandalism. It is difficult to generalise about the reasons for the level of vandalism in a particular school, whether high, low, or non-existent, or to relate it to any special feature of the school or security method used. However, a number of factors that would appear to have some effect did emerge, although there was only limited agreement on their importance. These include:

- design features
- school population and administration
- use of school grounds and facilities
- location of school
- methods adopted to deter intruders

Design Features

One problem frequently mentioned was the practice of locating school buildings around a central area which was then protected from view. Once inside this area, intruders could not be seen. Apart from this area, most schools had some other "dark" portion of their grounds behind a building or backing onto bush where children and teenagers liked to gather. Other design features mentioned as making security difficult were:

- (i) windows which were the usual means of access as they are generally easy to open; some schools have put steel bars or mesh across vulnerable windows and in one school they had been permanently nailed down;
- (ii) doors are also easy to force open, particularly sliding doors; porticos over doors and verandah roofs are easily climbed giving access to higher windows;
- (iii) concrete overhangings between the first and second stories of buildings also helped give access to higher windows - this was a design feature of two more recently built schools;

- (iv) use of lead in roofing material was a great attraction to thieves; also costly to replace and may lead to damage in classrooms if not repaired quickly.

Despite these comments, no particular type of building stood out as being more vulnerable than another; all schools visited had some features which made security difficult. Demountable classrooms did not appear to be more of a target, although this may be because they are less likely to contain anything of value. Schools built in one block or connected by linking passageway appeared more vulnerable because access was possible to the whole school, not just one section of it. This raised the question of security inside the school which some principals felt was not given sufficient attention.

Although it was almost impossible to keep intruders from initially gaining access, they may be prevented from stealing and vandalism by locked rooms, security gates etc. Opinions differed as to whether all valuable equipment should be kept in a security room or spread throughout the school. One principal felt that teachers would not make use of equipment if time and effort were required to obtain it from a security room.

Location of School and Use of Grounds

Allied to design is the location of the school: whether it is in a residential or commercial area, its proximity to main roads, and its degree of seclusion. Again, no one type of location appeared to be preferable to another. Some very secluded schools had a serious problem, others did not; of the two schools reporting the greatest number of incidents, one attributed it partly to the schools location in the centre of the commercial district, the other to an isolated residential location.

Another aspect of location often mentioned was the amount of "through-traffic" it generated. Most principals thought it inevitable that local residents would use the school as a short cut and that this was probably a good thing as they did no harm and kept intruders away. One contentious issue that emerged was the school's policy on allowing children to play in school grounds after hours. On balance, the general view was that the use of the grounds in this way would act as a deterrent to undesirables. However it may lead to more accidental damage and there was also the question of the children's safety. Most principals, while not actively encouraging children did not forbid it unless problems arose.

Also, the amount of use of school sporting facilities, halls etc. by outside organisations depended on the location and again most thought the more use the better. In fact there did not appear to be a great deal of use of school facilities in this way.

School Population and Environment

Schools visited ranged in size from 90 to 1500 pupils but there is no evidence that school size is a factor in the level of vandalism. Principals mentioned such things as community spirit, parent support and good school discipline as being important in controlling the behaviour of their own pupils. Most stated that they tried to encourage pride in the school by providing a pleasant environment both physically and educationally. There does not appear to be a great deal of internal vandalism or theft by pupils.

There did not appear from the interviews to be any significant differences between primary and secondary schools in the extent of the problem particularly the amount of non-reporting. However, principals of secondary schools gave the impression of being less in touch with day-to-day matters and hence, less aware of the pattern and incidence of minor vandalism in their schools. This is to be expected as high schools are much larger and the role of the principal more complex.

Security Methods

The main security measures adopted by schools and considered, by principals interviewed, to be the most effective deterrents are:

- (i) Security lighting - there was general agreement that outside lighting was effective. However, as mentioned earlier, once inside the central area

intruders are screened by buildings themselves. Most schools would like more lighting than they had; usually only certain parts of the school were illuminated and often the lighting was out of order and delays in repairs were reported. Some schools made a practice of leaving on some internal lights at night to give the impression of activity.

- (ii) Alarm systems - a few schools had alarms in vulnerable areas particularly the administration section, library and strongroom. However there were often technical problems with alarm systems. One school had a local resident prepared to investigate when the alarm sounded; another school had an alarm with a direct beam to the security service which was considered most effective in reducing the number of break-ins.
- (iii) Security patrols - the value of these caused the most disagreement among principals. Some had used them for trial periods but found they made no difference; another school thought them important enough to pay for a security service from P & C funds. The main problem is that they provide only a limited service and to catch intruders security personnel need to be on the spot. Some principals, on the basis of their own experience, believe that resident caretakers are the best deterrent to intruders particularly during school holidays.

PART V - DISCUSSION OF FINDINGS

As pointed out in the introduction to Part III, there were a number of difficulties in interpreting the data because of the lack of precise terminology for reporting incidents, the large number of incomplete reports and the lack of uniformity in the policies of reporting or non-reporting followed by schools.

The requirements of the Education Department with respect to reporting incidents of vandalism and illegal entry are difficult to specify. It appeared, from the comments of school principals, that they are encouraged rather than instructed to report all incidents. The consequence of a system allowing discretion in reporting is that the statistical collection fails to give a true account of the extent and nature of the problem as it exists. This is compounded by the other difficulties mentioned.

The terms used in describing the incidents have not been clearly defined and therefore are subject to interpretation both by the person completing the form and the person collecting and analysing the information. For instance, illegal entry may be a forced entry into a school building or simply someone walking through the grounds; vandalism may be a window broken accidentally by children playing or by a thief to gain entry. Another example is the mode of entry: in some cases, only the initial point of entry is indicated, in others the offender's progress through the school is detailed.

Also there was a considerable number of forms with certain items not completed and there did not appear to be a consistent pattern of follow-up to obtain this information. Two significant items frequently not completed or completed very sketchily were "Mode of Entry" and "Particulars of Damage to Buildings". Other items included on the form were almost impossible for the schools to answer; for example the actual time of the incident and the costs of damage. A number of recommendations about the method of collecting statistics are given in Part VI.

Similar difficulties of terminology and reporting practices were frequently mentioned in the literature, particularly in studies attempting to measure the amount of school-related crime and to identify trends. However, despite problems of definition and measurement which make comparison difficult, a similar pattern of results has been found in the N.S.W. study (summary of findings p.27) as in other studies. Therefore, while there must be some doubt about the accuracy and reliability of the data, overall some important conclusions can be made when the results are considered in the light of the comments of school principals and the literature on school vandalism and crime.

The Extent of the Problem

The problem of illegal entry and vandalism to schools as reported, does not appear to be widespread in New South Wales; less than 40% of schools reported any incidents at all during the period of the study and of these almost half reported only one incident. Throughout the state, only the 3.8% of schools who reported more than five incidents would appear to have a serious problem. There are significant variations between the metropolitan and country areas, within metropolitan areas and between different types of schools for which explanations must be sought. One possible explanation is that the variations are due, not to factors affecting the particular school area but result from different reporting policies of schools. It is apparent from the discussions with school principals that most schools experience a certain amount of minor nuisance vandalism that it is not consistently reported; although, principals differed as to what they meant by "minor". However, there is no evidence that more serious incidents, including incidents of actual entry or theft, are not being reported. The under-reporting of minor incidents certainly affects the rate for individual schools and for particular areas. Estimates from principals of the number of incidents not been reported ranged from one or two a year to several each week. In the survey reported by Sturman (1978) it was estimated that there were two and a half times as many incidents of damage occurring as were reported to the Works Department. This, however, was based on only ten schools in one area.

It is considered likely that school policies about reporting are affected by the number of incidents as well as the seriousness of individual incidents. For instance, if there are several incidents a week, principals may decide to report everything so that the cost can be recouped or security can be increased; or they may decide to report only the most serious and costly to save the time and effort involved in the reporting procedure, or to

protect the school's reputation. Variations in the rate of illegal entry and vandalism in particular areas, may be due as much to the reporting policies of individual schools in the area as to the actual size of the problem.

Overall, the pattern of illegal entry and vandalism over the state, as shown by the data and the interviews, must be considered to be a fair indication of the extent of the problem. The most serious problem exists in certain Sydney metropolitan areas which, during the study period, had the highest rate of reported incidents per number of schools. Again, there is considerable variation within these areas, partly due to individual school policies on reporting but also, it is suggested, to the particular situation of some schools. The problem most seriously affects secondary schools which, in both metropolitan and country areas, have a much higher rate of reporting than primary schools (Table 1.2).

Similar results have been found in other surveys of school-related crime. For example, the U.S. Safe School Study Report found that the major problem was in the cities. One other interesting finding from this study was that, within metropolitan areas, the greatest problem was in the suburban rather than urban (inner-city areas). Of the school principals interviewed in the U.S. study 75% reported only a minor problem, 17% only a moderately serious problem and 8% a very serious problem (15% of city schools and 6% of small town or rural schools). Again the problem was most serious in secondary schools.

It is not possible from the data, which covers only one year, to establish whether or not the problem is increasing in N.S.W. However, the majority of principals interviewed stated that, apart from occasional upsurges, the pattern of illegal entry and vandalism did not vary greatly from year to year. The evidence from the literature is inconclusive on this point.

Types of Offences

The categorisation of incidents into four types - illegal entry, vandalism, theft, arson - presented a problem in the analysis of the data as the terms were obviously widely interpreted. Many incidents involved a number of features and it was frequently difficult to identify the precise nature of an incident from the information supplied on the report form. Again, most other studies have encountered similar difficulties, pointing to the need for a more precise terminology and better guidelines for reporting.

From the data, it was determined that just over half of the reported incidents involved some vandalism and just under half involved theft. When reporting incidents, principals usually marked the "vandalism" category on the form to indicate that there had been damage to school property. This may have included accidental damage or damage caused as a means of gaining entry, as well as the "wanton and malicious" type of damage usually implied by the word vandalism. It is interesting that only a small proportion of reported incidents were of vandalism alone with no accompanying break-in or theft. The actual proportion is probably higher as generally principals indicated that minor acts of vandalism were not reported; however, it was difficult to obtain a consensus of opinion as to what was a minor offence. Usually it appeared to have been decided on the question of cost rather than the nature of the offence.

Although theft was recorded in less than half of the incidents reported, it is likely that the actual proportion where theft was the motive was much higher. For instance, many of the attempted illegal entries and illegal entries, into the grounds (Table 2.1) would have been thwarted break-in attempts. Principals were almost unanimously of the opinion that most illegal entries, and the resulting damage, were for the purposes of stealing. In Cohen's terminology therefore, most school vandalism can be described as "acquisitive". This is supported by the finding that most of the damage reported is consistent with forced entry (Table 5.1).

In regard to the other categories of vandalism discussed by Cohen, there is evidence from the interviews particularly, that incidents of all types occur from time to time. For instance, most of the minor damage not reported involves damage to the outside of buildings and to the school grounds which, in some cases may be deliberate, but may also result from children playing or local residents walking through the school. Also, there may be a small amount of malicious or vindictive vandalism motivated by frustration or the desire for revenge. Incidents of this type are usually fairly obvious and spectacular but may also be quite minor and difficult to distinguish from accidental damage. The question of cause and motivation will be returned to again in the discussion on security and preventive measures.

One type of offence of particular concern is arson and the statistical and descriptive information required on these incidents is not adequately covered by the Illegal Entry Report, nor is it certain that all such incidents are reported in this way, particularly those where the direct cause is uncertain, that is whether it is deliberate or accidental. Although the number of these offences is small compared to the other types, arson is seen as the most "serious" offence both in terms of cost and disruption to education.

The Pattern of Offences

It was found that incidents of illegal entry and vandalism were most likely to occur on weekends and holidays which is consistent with findings from other studies. Schools with a more serious problem may experience incidents regularly during the week but generally the pattern was for offences to take place over the weekend and be discovered on Monday morning. Some principals reported a problem after late-night shopping on Thursdays particularly if the school was located in a commercial area. There was no evidence from the data or the interviews that theft or vandalism occurred to any great extent during school hours; most incidents involved forced entry although some of the incidents where the method of entry was not known may have been during the school day. However, one of the difficulties of accurately analysing the time pattern was again the inconsistency in the manner of reporting. It may be that petty theft and minor vandalism in schooltime is not viewed as a breach of security and therefore not reported. Another factor considered important in determining motive is the section of the school that is the target. It was found that the administration area was particularly at risk.

Generally, the design of the form is not adequate for the recording of descriptive information about an incident such as the various sections of the school involved and the methods of entry particularly if there were multiple points of entry. These, in fact, were the items on the form most frequently not completed. This problem applies also to the information on equipment and property damaged or stolen. There appeared to be a multiplicity of forms used by schools for recording this information and there must be doubt about the relevance of some of the items for security. In the interviews, many of the principals expressed frustration about being asked to supply information on costs which was simply not available to them.

The information on the type of damage resulting from incidents of illegal entry was interesting in that relatively few reported incidents involved deliberate and senseless damage, rather most damage was caused during the forced entry. There were a number of incidents of serious internal damage to schools (apart from the cases of arson) but again usually only very sketchy information was supplied in the report. Similarly, the details on items stolen was not supplied in any standard way although the information that was available supports the conclusion that theft rather than vandalism is the primary motive for school illegal entries; for instance a certain degree of planning would be required to steal large pieces of electrical equipment. In other cases of course it would appear to be a question of taking whatever came to hand particularly if no money could be found.

Costs of Illegal Entry and Vandalism

It has proved almost impossible to calculate the actual costs resulting from incidents of illegal entry and vandalism to schools. At best, a rough estimate based on information supplied for incidents reported puts the minimum cost of repairs to building and equipment and replacement of stolen equipment at about \$600,000 for the year of the study. To this must be added the costs from minor incidents not reported (including a large amount of broken glass) and more significantly, the cost of damage resulting from incidents of arson ranging from minor damage to the total destruction of a school.

The number of such incidents is small in proportion to other types of incidents but the cost is obviously much greater. For instance, in three cases of arson reported, the costs were estimated at \$18,000, \$20,000 and \$60,000. The U.S. Senate Subcommittee Report (1974) gave the following breakdown of how the school vandalism dollar is consumed: equipment theft 15.4%, property destruction 19.6%, glass breakage 25.4%, fire damage 39.6%. On this basis, the annual costs of illegal entry and vandalism would be around \$1 million dollars in N.S.W.

Information on costs becomes important when measures for prevention and security are being considered. If a large part of the cost results from fire damage then perhaps more should be

spent on firealarms and firefighting equipment and less on security equipment and services. On the other hand, perhaps more should be spent on preventing access to schools in the first place. Unfortunately, there appears to have been very little attention paid by the authorities here or overseas, to the question of the cost effectiveness of security measures and, until more detailed and accurate information on costs is available, this situation will not change.

Security measures and Strategies for Prevention

There are four main types of security measures in use in N.S.W. schools: external security lighting, burglar alarms, strong rooms, and security service personnel. One objective of this study was to evaluate the effectiveness of these measures in preventing illegal entries and vandalism. However, it was not possible to achieve this from the data available; not only for the reasons of inconsistency in reporting mentioned earlier but also, because the use of the security measure was not related to the situation at the time of the incident, particularly in regard to the place and the method of entry. The principals interviewed gave varying opinions on the deterrent effects of these measures and/or their usefulness in detecting offenders. Generally, their effect could not be isolated from other factors contributing to the incident such as the design of the school buildings and the school's location, and the motivation of the offender. Therefore, it is not possible to conclude whether one security measure is more effective than another in deterring would-be-thieves and vandals.

Many of the schools surveyed had adopted special measures to deter intruders and protect property. These included removing areas of scrub, making "dark corners" more visible, blocking off points of easy access (e.g. nailing up ground floor windows, erecting security gates within the schools), systems for key control, internal lighting at night, neighbourhood watchers; all these measures are aimed at reducing opportunity for offences to be committed. Some schools with a serious vandalism problem had taken a wider view and were looking at social and educational measures such as encouraging the use of the school by the community, reviewing the administration of the school and fostering "school spirit".

The great difficulty with assessing security measures and deciding on strategies is the very low rate of detection and apprehension of offenders involved. It was not possible, for example, to determine if schools which regularly used a security service, had a greater rate of detection of offenders than schools which did not. The principals interviewed had varying opinions, based on their own knowledge and experience, of the identity of school intruders. Generally they thought that those most often responsible were local children and teenagers, unemployed youths and ex-students rather than current pupils of the school. Pupils playing in the grounds both in and outside of school hours may have been responsible for most of the accidental damage but not for vandalising and stealing. In the literature on vandalism, there has been considerable discussion of the social and psychological characteristics of vandals. However these findings may not necessarily apply to the type of person whose motive is theft rather than damage. Until more offenders are caught few conclusions can be made about the school vandal.

Very little information was obtainable, either from the Illegal Entry Reports or the school interviews about the environmental or situational variables surrounding the target which have become the focus of much of the research on school related crime. These include the external (design, location) and internal (school population, method of administration, educational achievements) environmental variables of the individual school. Until data on these factors can be collected and analysed on a much wider scale than was attempted here, questions on effectiveness of security measures and strategies for prevention of illegal entry and vandalism must remain open.

PART VI: CONCLUSIONS AND RECOMMENDATIONS

The main conclusions from the findings are summarised below but it should be emphasised again that this study was of reported incidents and not of all incidents occurring at schools. Therefore, the conclusions and the subsequent recommendations are general rather than specific.

CONCLUSIONS

1. The major problem facing N.S.W. schools is not vandalism as such but illegal entries and attempted illegal entries for the purposes of theft; damage to buildings and property often results from these incidents.
2. The problem is not evenly distributed throughout the state but is principally a serious problem only for particular schools in certain metropolitan areas.
3. There is evidence (from this study and other research) that factors exist in some areas and within individual schools that contribute to high levels of offences against schools and that more investigation of these factors is needed before effective strategies for prevention can be determined.
4. The use and effectiveness of security measures cannot be considered without reference to the design and location of the school, the type of offence and the state of security at the time of the offence.
5. As there is so little knowledge about the identity of offenders, the emphasis must necessarily be on determining effective strategies for preventing the offence (reducing the opportunity) rather than on apprehending the offender.
6. Overall, the present system of reporting incidents of illegal entry and vandalism is not adequate to answer questions about the extent and cost of the problem, effective security measures, appropriate school design and location; all essential factors in determining strategies for prevention.

RECOMMENDATIONS

This study had three main objectives (see Part I) and the conclusions and the recommendations which follow are related to how well it has been possible to achieve these objectives.

First Objective: To evaluate the Department of Education's collection of statistical information relating to actual occurrences of vandalism in schools.

It was found that data on vandalism could not be analysed separately from data on other types of incidents and therefore the study included all reported offences against schools. There are a number of inadequacies in the statistical collection caused by the present system of reporting by schools.

- (i) the lack of a consistent policy for reporting: school principals exercise a considerable amount of discretion particularly in regard to the reporting of incidents.
- (ii) the manner of reporting: there is great variation in the terminology used and in the interpretation of critical terms such as vandalism and so on. Also as there is such a range of incidents occurring there appears to be a need for a different method of reporting for different categories of incidents. For example, the Illegal Entry Report is not adequate for reporting major fire damage and is too cumbersome and time-consuming for reporting everyday minor incidents. There is also great variation in the manner of supplying supplementary information such as details and costs of items stolen.
- (iii) the design of the form: this presents considerable problems for the statistical analysis of data, particularly in regard to the need for data to be coded for computing. Also, data on some items cannot be supplied by schools and there is some doubt about the relevancy of other items to considerations of security and overall policy formulation. The form does

not allow for sufficient descriptive reporting of the circumstances of an incident and of damage resulting from it.

- (iv) the procedure for follow-up of incidents: there does not appear to be any consistent follow up, particularly in regard to obtaining information on costs, or on police action to investigate the incident and apprehend offenders.

Recommendations

1. Guidelines should be prepared and issued to schools on the types of incidents that must be reported and the manner of reporting; important terms to be precisely defined.
2. The report form should be redesigned to allow direct coding of factual data for computer analysis, while allowing for sufficient descriptive reporting of the incident. Note: It is not proposed to make specific recommendations here as to how the form should be redesigned as this could be more appropriately undertaken by officers of the Education Department. However, two suggestions are that
 - (a) a plan of the school be submitted with each incident report indicating the point(s) of entry, and sections of the school where damage occurred
 - (b) a checklist of the common types of damage and of school equipment commonly stolen should be provided with each form so that reporting is consistent.
3. Separate forms or systems of reporting should be designed for different categories of incidents. For example:
 - (a) a general report form for incidents of illegal entry and attempted illegal entry
 - (b) a special report form for incidents of major damage (above a certain estimated cost)
 - (c) a separate system of reporting incidents of arson (in addition to information supplied on the general report if associated with an illegal entry)
 - (d) a diary system of recording details of minor incidents (strictly defined) to be maintained by schools and a report submitted to the Department, for example, at the end of each term unless circumstances warrant otherwise.
4. A formal follow-up procedure should be devised for obtaining information on costs, stolen items, police and court action that is not available at the time of first reporting the incident.

Second Objective: To determine the use of the collection for policy formulation

It was concluded from this study that the major problem facing schools is illegal entry and theft rather than vandalism, and that the size of the problem varies considerably from place to place and school to school. These are both critical issues in the formulation of policy when decisions made about the need for security may conflict with educational objectives including the type of environment necessary for learning to take place. Under the present system, as has been stated, the Department is not being supplied with accurate and reliable information of sufficient detail on which to base policy decisions particularly those relating to strategies for prevention - physical, social and educational - which have been discussed.

Obviously, there is only a limited amount that schools can do to solve the social problems that lead to crime but a great deal more could be done to protect schools and prevent crime if adequate data was available. In particular, there is insufficient information on:

- (a) the cost of illegal entries and vandalism to schools in terms of property damage and theft of equipment.

- (b) the social cost in term of disruption to education and the effect on the image of the school as seen by staff, students and the community.
- (c) the identity of offenders and their motivation
- (d) design factors in school buildings which contribute to the problem
- (e) socio-economic characteristics of the area in which the school is located and from which it draws its students.

This situation would be partially remedied by the redesign of the reporting system along the lines already recommended but further steps should also be taken.

Recommendations

1. Objectives should be formulated for the collection and analysis of data on offences against schools so that decisions about school design and security can be based on fact rather than assumption.
2. A questionnaire should be sent to all schools requesting information on the nature and extent of the problem in each school, characteristics of the school and its environment and policies followed by the school in dealing with any problem that may exist.
Note: The interviews with school principals conducted as part of this study proved to be a very valuable source of information.
3. A detailed investigation should be undertaken in individual schools consistently reporting a serious problem this should include all factors shown to be relevant to the problem: social, educational, physical and environmental.

Third Objective: To identify factors associated with security problems in schools and to evaluate the effectiveness of existing security measures.

Again, as with every other aspect of this problem, the information being collected is not adequate to answer questions about security. There is a considerable lack of detail about the exact nature of incidents occurring in schools; the method of entry, place of entry, time of day and so on. In particular there is very little information on the state of security in the school around the time an incident occurs. It is not enough to know that a school has a burgler alarm installed; it is also necessary to know where the alarm is installed and whether it was in operation at the time.

Also, individual schools appear to a large extent to be making their own decisions about the need for internal and external security measures; for example, the use of internal lighting at night, the hiring of security personnel, use of strong rooms for valuable equipment etc. Unfortunately there is insufficient data for determining the cost-effectiveness of different types of security measures yet it would seem to be important that the cost of security is not greater than the likely cost of damage or loss.

Recommendations

1. A survey should be conducted of security measures (external and internal) in use in schools throughout the state.
Note this could be in conjunction with the questionnaire suggested above or carried out separately.
2. An evaluation should be made of the various security measures available in relation to cost, design factors and materials, school location, internal school environment, number and type of incidents occurring and the cost of such incidents, in order to determine the cost-effectiveness of security measures.

Finally, two important points should be made again. First, that overseas research has found a similar situation of inconsistencies and unreliability in the reporting of school-related offences and that no comprehensive solutions have yet been found for obtaining adequate information on either the nature and extent of the problem or how to prevent it. Second, the problem of vandalism and other school crime should not be completely isolated from the problem existing in whole community.

**DEPARTMENT OF EDUCATION
ILLEGAL ENTRY REPORT FORM**

COMPLETE
FORM IN
TRIPLICATE

OFFICE USE

P.S.C.

Please forward original to Area office through the usual channels, and the duplicate direct to the Security Control Officer, Box 357, P.O., Potts Point, 2011. Retain the third copy at the School.

School Name:

Phone No.

Administrative Area:

Please tick the appropriate squares and answer all questions

SECTION OF SCHOOL INVOLVED	NATURE OF OCCURRENCE			
	ILLEGAL ENTRY	VANDALISM	THEFT	ARSON
Principal's Office	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Administration Block	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Store room (s)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Staffroom (s)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Canteen	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Library	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Science Room (s)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Home Science/Sewing Room (s)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Manual Arts Room (s)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other - Please state	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Time and Date of Occurrence:

a.m./p.m.

Date / /19

WEEK DAY

WEEKEND

PUBLIC HOLIDAY

SCHOOL VACATION

Mode of Entry: (Give full details if possible)

Found By:

Name

Address

Time

Date

Reported to Police at:

By:

Name of Investigating Officer:

Previous Similar Entry?

Yes

No

Particulars of Damage to Buildings (if applicable)

Interior

Exterior

Action Taken to have Repairs Effected:

(a) Reported to Public Works Dept.

Yes

No

(b) Local Contract

Yes

Cost of Repairs if known: \$

Description and Value of Equipment/Property Damaged and/or Stolen:

Donated Equipment

TOTAL COST: \$

Departmental Equipment

TOTAL COST: \$

Personal Property

TOTAL COST: \$

Other

Please attach to original and duplicate of this report a separate list for each category of equipment/property damaged or stolen to include—Description, Serial No., Date purchased, Gross Cost, Departmental Subsidy (if any) and Net Cost.

Is a Burglar alarm installed at the school? Yes No

Security Service Employed. Yes No

Flood Lighting installed? Yes No

Strong Room available? Yes No

PRINCIPAL'S REMARKS - and any other relevant information available:

Signed:

Principal:

Date:

/ /19

ILLEGAL ENTRY STUDY

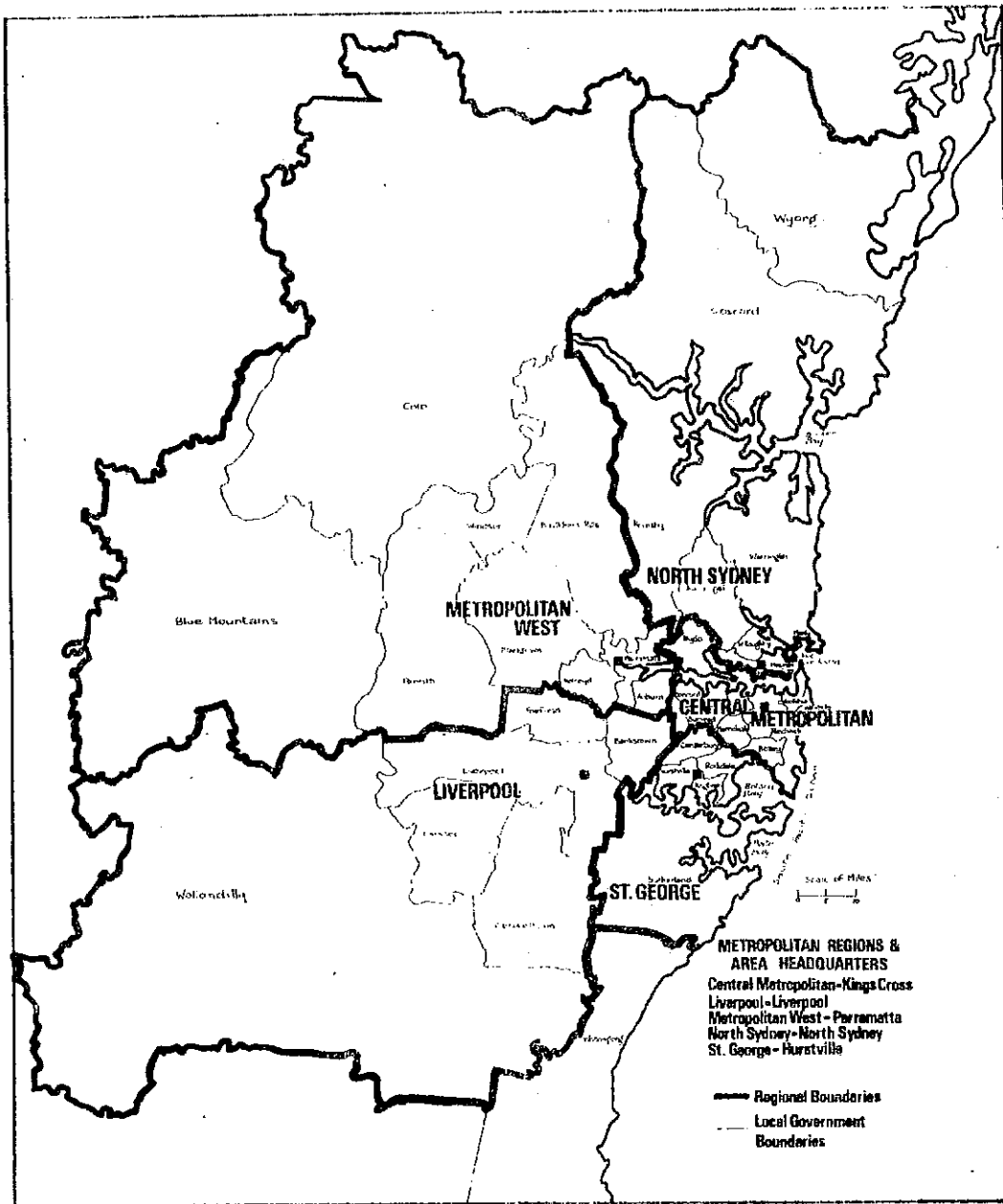
REVISED QUESTIONS FOR CODING FROM "ILLEGAL ENTRY REPORTS"

- Q.1 Serial Number.....
- Q.2 Type of School.....
 1 Infants/Primary/S.S.P.
 2 Secondary
 3 Central
 4 Other
- Q.3 School Area Code.....
 1 Central Metropolitan
 2 Liverpool
 3 Metropolitan West
 4 North Sydney
 5 St. George
 6 Hunter
 7 North Coast
 8 North West
 9 Riverina
 10 South Coast
 11 Western
- Q.4 School Code.....
- Q.5 Date of Report.....
- Q.6 Was offence reported to police.....
 1 Yes
 2 No
 3 Not Stated
- Q.7 Who detected offence.....
 1 Member of school staff
 2 Cleaner/General Assistant/Caretaker
 3 Police/Security/Fire Brigade
 4 Other
 5 Name only
 6 Not stated
- Q.8 Time offence detected (To nearest hour)(01-24, 99 not known/not stated)
- Q.9 Date offence detected (99/99/99 not known/not stated).....
- Q.10 Type of Offence.....
 1 an illegal entry to a building
 2 an attempted illegal entry to building
 3 an entry to the grounds only
 4 not certain/not stated
- Q.11 Mode of entry to building (code 1 in relevant box/boxes)
- | | |
|--------------------------------|--------------------------|
| Not relevant..... | <input type="checkbox"/> |
| School open..... | <input type="checkbox"/> |
| Door - open/not locked..... | <input type="checkbox"/> |
| - forced/broken..... | <input type="checkbox"/> |
| - other..... | <input type="checkbox"/> |
| - not specified..... | <input type="checkbox"/> |
| Window - open/not locked..... | <input type="checkbox"/> |
| - forced/broken..... | <input type="checkbox"/> |
| - louvres/glass removed..... | <input type="checkbox"/> |
| - other..... | <input type="checkbox"/> |
| - not specified..... | <input type="checkbox"/> |
| Canteen roller shutter..... | <input type="checkbox"/> |
| - Other..... | <input type="checkbox"/> |
| - Not specified/not known..... | <input type="checkbox"/> |

APPENDIX 1 (b) (continued)

- Q. 12 **Damage to school (code 1 in relevant boxes)**
- A. School surrounds**
- Fences/gates.....
- Outside furniture/equipment.....
- Other(specify).....
- Cleaning only.....
- B. Buildings**
- Broken Glass.....
- Door/Door frames.....
- Window/Window frames.....
- Protective screen/wire mesh.....
- Locks/latches.....
- Walls/ceiling(include cleaning).....
- Floor/floor covering(include cleaning).....
- Roof/guttering.....
- Other(specify).....
- Unspecified damage.....
- C. Property**
- Furniture/fitings.....
- Equipment/supplies.....
- Other(specify).....
- Unspecified damage.....
- Q. 13 **Equipment/Property stolen(code 1 in relevant box/boxes)**
- Electrical - sound/recording/T.V.; PA speakers/supplies
 other(power tools, fans etc.).....
- Cameras/supplies.....
- Outside furniture/equipment(including sports).....
- Inside furnitute/equipment.....
- Class supplies/equipment.....
- Money.....
- Food.....
- Other(specify).....
- Unspecified.....
- Q. 14 **Cost of equipment/property damaged or stolen**
- Donated.....
- Departmental.....
- Personal.....
- Canteen.....
- Not specified.....
- Q. 15 **Suspects.....**
- 1 Not stated
- 2 No suspects
- 3 Suspects mentioned
- 4 Suspects apprehended/charged/cautioned

APPENDIX II (a)



APPENDIX III

TABLE I

AREA/INSPECTORATE	Total Number of Schools		Number of Schools which Submitted I.E.R.'s		Total Number of I.E.R.'s		Number of I.E.R.'s Submitted per School										
	I/P	Total	I/P	Total	I/P	Total	One	Two	Three	Six to	Over						
	Sec.	Cent.	Sec.	Cent.	Sec.	Cent.	No.	%	No.	%	No.	%	No.	%	No.	%	
Central Metropolitan																	
Ashfield	13	4	17	10.5	9	3	12	12.8	19	13	32	10.2	4	4	3	1	
Burwood	16	5	21	13.0	8	4	12	12.8	11	11	22	7.0	7	4	1	1	
Hunters Hill	15	5	20	12.3	6	3	9	9.6	35	4	39	12.5	4	1	2	1	
Marrickville	9	5	14	8.6	6	5	11	11.7	25	26	51	16.3	1	2	4	4	
Randwick	17	7	24	14.8	11	7	18	19.1	58	36	94	30.0	5	3	3	4	
Ryde	13	5	18	11.1	8	2	10	10.6	11	14	25	8.0	5	3	2	2	
Sydney City	20	5	25	15.4	7	4	11	11.7	14	11	25	8.0	5	1	5	1	
Woollahra	13	3	16	9.9	5	3	8	8.5	14	5	19	6.1	5	1	2	1	
C.M. Infants	7	-	7	4.3	3	-	3	3.2	6	-	6	1.9	1	1	1	-	
TOTAL	123	39	162	100.0	63	31	94	100.0	193	120	313	100.0	37	19	20	14	4
Liverpool	12	3	15	9.0	8	2	10	9.0	12	3	15	4.6	8	1	1	-	-
Bankstown	6	3	9	5.4	5	1	6	5.4	7	11	18	5.5	3	2	-	-	1
Birrong	8	4	12	7.2	7	4	11	9.9	13	11	24	7.3	4	3	4	-	-
Cabramatta	20	4	24	14.3	4	2	6	5.4	5	2	7	2.1	5	1	-	-	-
Camden	21	5	26	15.6	11	5	16	14.4	26	14	40	12.2	5	3	7	1	-
Campbelltown	12	4	16	9.6	11	2	13	11.7	25	2	27	8.2	7	3	2	1	-
East Hills	15	4	19	11.4	12	3	15	13.5	49	11	60	18.2	5	4	2	3	1
Fairfield	19	5	24	14.3	12	5	17	15.3	28	19	47	14.3	10	1	3	3	-
Liverpool	16	6	22	13.2	12	5	17	15.3	67	24	91	27.7	4	3	5	2	3
Miller	129	38	167	100.0	82	29	111	100.0	232	97	329	100.0	51	21	24	10	5

Appendix III - Table I ...

	Total Number of Schools		Number of Schools which Submitted I.E.R.'s		Total Number of I.E.R.'s Submitted		Number of I.E.R.'s Submitted per School										
	I/P	Total	I/P	Total	I/P	Total	One	Six to Over									
	Sec.	Gen.	Sec.	Gen.	Sec.	Gen.	Two	Three									
	No.	%	No.	%	No.	%	to five	to ten									
AREA INSPECTORATE																	
<u>Metropolitan West</u>																	
Blacktown North	14	4	18	7.7	10	3	13	10.7	35	23	58	15.3	4	2	3	3	1
Blacktown South	13	4	17	7.2	7	2	9	7.4	23	7	30	7.9	3	-	4	2	-
Castle Hill	14	4	18	7.7	5	3	8	6.6	10	8	18	4.7	3	2	3	-	-
Granville	11	3	14	6.0	9	2	11	9.1	20	4	24	6.3	7	-	3	1	-
Merrylands	11	3	14	6.0	6	2	8	6.6	7	4	11	2.9	5	5	-	-	-
Mount Druitt	9	4	13	5.5	9	3	12	9.9	49	24	73	19.3	3	1	2	2	4
Parramatta	18	6	24	10.2	9	3	12	9.9	18	8	26	6.9	5	3	4	-	-
Pendale Hill	13	3	16	6.8	6	-	6	5.0	14	-	14	3.7	3	-	3	-	-
Penrith	27	5	32	13.6	11	3	14	11.6	24	6	30	7.9	5	4	5	-	-
Shalvey	7	2	9	3.8	6	2	8	6.6	42	10	52	13.7	1	-	3	3	1
St. Marys	20	4	24	10.2	9	3	12	9.9	16	15	31	8.2	4	3	4	1	-
Windsor	32	4	36	15.3	7	1	8	6.6	8	4	12	3.2	6	1	1	-	-
TOTAL	189	46	235	100.0	94	27	121	100.0	266	113	379	100.0	49	19	35	12	6
<u>North Sydney</u>																	
Avalon	12	4	16	7.6	9	4	13	11.7	39	23	62	22.9	5	1	2	4	1
Beecroft	17	4	21	10.0	7	2	9	8.1	8	3	11	4.1	7	2	-	-	-
Chatswood	7	2	9	4.3	6	2	8	7.2	9	10	19	7.0	5	1	1	1	-
Frenchs Forest	14	4	18	8.6	5	3	8	7.2	11	13	24	8.9	2	1	4	1	-
Gordon	16	3	19	9.0	5	1	6	5.4	8	2	10	3.7	2	1	-	-	-
Gosford	25	4	29	13.8	10	2	12	10.8	23	3	26	9.6	5	3	4	-	-
Hornsby	19	4	23	11.0	12	4	16	14.4	24	12	36	13.3	6	-	2	1	-
Manly	14	4	18	8.6	10	4	14	12.6	21	7	28	10.3	8	2	3	1	-
North Sydney	19	6	25	11.9	9	4	13	11.7	18	13	31	11.4	5	1	3	1	-
Wyong	27	5	32	15.2	8	4	12	10.8	15	9	24	8.9	7	1	3	-	-
TOTAL	170	40	210	100.0	81	30	111	100.0	176	95	271	100.0	52	2	22	9	1

Appendix III - Table I,...

	Total Number of Schools				Number of Schools which Submitted I.E.R.'s				Total Number of I.E.R.'s Submitted				Number of I.E.R.'s Submitted per School						
	I/P		Total		I/P		Total		I/P		Total		One Two		Three to five		Six to Over ten		
	Sec.	Gen.	No.	%	Sec.	Gen.	No.	%	Sec.	Gen.	No.	%	Sec.	Gen.	No.	%	Sec.	Gen.	
AREA INSPECTORATE																			
St. George																			
Arncliffe	11	2	13	10.1	6	1	-	7	9.5	13	1	-	14	7.8	4	1	2	-	-
Cronulla	18	5	23	17.8	10	1	-	11	14.9	13	1	-	14	7.8	8	3	-	-	-
Hurstville	12	5	17	13.2	8	4	-	12	16.2	17	9	-	26	14.4	6	2	4	-	-
Kogarah	15	3	18	13.9	7	2	-	9	12.2	21	6	-	27	15.0	3	1	5	-	-
Lakemba	11	5	16	12.4	7	2	-	9	12.2	26	7	-	33	18.3	-	2	7	-	-
Sutherland	18	4	22	17.1	10	4	-	14	18.9	17	14	-	31	17.2	5	6	2	1	-
Sylvania	16	4	20	15.5	8	4	-	12	16.2	14	21	-	35	19.4	6	3	2	-	-
TOTAL	101	28	129	100.0	56	18	-	74	100.0	121	59	-	180	100.0	32	18	22	1	1
Hunter																			
Great Lakes	25	4	30	11.6	6	2	1	9	12.3	11	4	1	16	10.1	5	2	2	-	-
Lake Macquarie	32	5	37	14.3	7	3	-	10	13.7	16	5	-	21	13.2	6	-	3	1	-
Maitland	38	4	42	16.2	6	2	-	8	11.0	9	5	-	14	8.8	5	1	2	-	-
Muswellbrook	32	3	36	13.9	4	2	-	6	8.2	5	8	-	13	8.2	3	1	2	-	-
Newcastle Central	22	4	26	10.0	9	3	-	12	16.4	15	5	-	20	12.6	6	4	2	-	-
Newcastle North	25	4	29	11.2	5	3	-	8	11.0	12	6	-	18	11.3	5	1	1	1	-
Newcastle South	23	4	27	10.4	11	4	-	15	20.5	34	15	-	49	30.8	6	1	4	4	-
Newcastle West	28	4	32	12.4	3	2	-	5	6.8	4	4	-	8	5.0	3	1	1	-	-
TOTAL	225	32	259	100.0	51	21	1	73	100.0	106	52	1	159	100.0	39	11	17	6	-
North Coast																			
Casino	41	2	46	17.6	1	2	2	5	11.9	1	3	5	7	9.2	3	2	-	-	-
Coffs Harbour	24	5	30	11.5	4	4	-	8	19.0	5	12	-	17	22.4	4	2	2	-	-
Grafton	28	3	32	12.3	1	3	1	5	11.9	1	6	1	8	10.5	2	3	-	-	-
Kempsey	32	3	35	13.4	5	2	-	7	16.7	6	4	-	10	13.2	5	1	1	-	-
Lismore	41	4	46	17.6	4	4	-	8	19.0	6	9	-	15	19.7	4	2	2	-	-

Appendix III - Table I...

AREA INSPECTORATE	Total Number of Schools			Number of Schools which Submitted I.E.R.'s			Total number of IER's Submitted			Number of I.E.R.'s Submitted per School							
	I/P	Sec.	Total	I/P	Sec.	Total	I/P	Sec.	Total	One	Two	Three	Six to Over				
														No.	%	No.	%
Murwillumbah	35	3	38	14,6	2	2	4	9,5	2	7	9	11,8	2	1	1	-	-
Taree	30	3	34	13,0	3	2	5	11,9	3	7	10	13,2	3	1	1	-	-
TOTAL	231	23	261	100,0	20	19	3	42	100,0	24	48	76	100,0	23	12	7	-
North West																	
Armidaale	20	2	24	15,6	4	2	1	7	21,9	4	6	2	12	26,1	4	1	2
Coonabarabran	9	3	19	12,3	4	2	2	6	18,8	7	2	1	8	17,4	5	1	-
Gunnedah	24	2	27	17,5	2	1	1	4	12,5	3	2	2	7	15,2	1	3	-
Inverell	16	4	23	14,9	2	3	2	5	15,6	2	4	6	13,0	4	1	-	-
Moree	17	3	23	14,9	2	1	2	3	9,4	3	1	4	8,7	2	1	-	-
Tamworth North	18	2	24	15,6	2	2	2	2	6,3	2	2	2	4,3	2	-	-	-
Tamworth South	11	3	14	9,1	3	2	2	5	15,6	4	3	7	15,2	3	2	-	-
TOTAL	115	19	154	100,0	17	9	6	32	100,0	23	16	7	46	100,0	21	8	3
Riverina																	
Albury	23	5	28	13,5	6	4	2	10	20,0	48	10	58	45,0	7	-	2	1
Broken Hill	9	1	10	4,8	1	1	2	2	4,0	4	1	5	3,9	1	-	1	-
Deniliquin	24	3	30	14,5	3	2	2	7	14,0	5	4	2	11	8,5	3	4	-
Griffith	23	3	27	13,0	2	1	2	3	6,0	2	4	6	4,7	2	-	1	-
Narrandera	21	3	28	13,5	2	2	1	5	10,0	3	5	1	9	7,0	3	1	1
Temora	20	3	27	13,0	2	2	1	5	10,0	2	2	1	5	3,9	5	-	-
Tumut	27	4	32	15,5	5	4	1	10	20,0	6	4	4	14	10,8	8	1	1
Wagga Wagga	21	3	25	12,1	6	2	2	8	16,0	9	12	21	16,3	5	-	2	1
TOTAL	168	25	207	100,0	27	18	5	50	100,0	99	42	8	129	100,0	34	6	5

Appendix III - Table 1....

AREA INSPECTORATE	Total Number of Schools		Number of Schools which Submitted I.E.R.'s		Total Numbers of I.E.R.'s Submitted		Number of I.E.R.'s Submitted per School												
	I/P	Sec.	I/P	Sec.	I/P	Sec.	One	Two	Three	Four	Five	Six to Over							
	Cent.	No.	Cent.	No.	Cent.	No.	Cent.	No.	Cent.	No.	Cent.	No.	Cent.						
South Coast																			
Bega	25	4	1	50	15.8	3	4	7	8.6	6	5	11	5.3	5	1	1	-		
Bowral	27	3	2	50	13.8	6	3	9	11.1	8	9	17	8.2	5	2	2	-		
Cooma	17	3	2	22	10.1	3	2	7	8.6	4	5	10	4.8	4	3	-	-		
Corrimal	21	3	-	24	11.1	8	2	10	12.3	12	10	22	10.6	6	1	2	1		
Depto	11	4	2	15	6.9	7	1	8	9.9	30	12	42	20.3	1	2	2	2		
Goulburn	24	3	2	27	12.4	4	2	6	7.4	7	2	9	4.3	4	1	1	-		
Nowra	21	3	2	24	11.1	6	2	8	9.9	8	6	14	6.8	5	-	3	-		
Shellharbour	14	4	2	18	8.3	8	2	10	12.3	32	7	39	18.8	5	-	1	3		
Wollongong	22	5	2	27	12.4	11	5	16	19.8	31	12	43	20.8	5	3	7	1		
TOTAL	182	32	3	217	100.0	56	23	281	100.0	138	66	207	100.0	40	13	19	7	2	
Western																			
Bathurst	34	4	2	58	17.5	7	4	11	22.5	7	5	12	13.6	10	1	-	-	-	
Dubbo North	14	2	1	17	7.8	2	2	4	8.2	5	2	7	8.0	3	-	1	-	-	
Dubbo South	16	5	3	24	11.1	3	3	2	8	16.3	3	10	17.0	6	-	1	1	-	
Far West	10	2	3	15	6.9	1	1	2	4.1	12	4	16	18.2	-	-	1	-	1	
Forbes	28	5	4	37	17.1	2	2	1	5	10.2	4	2	7	8.0	4	-	1	-	
Lithgow	28	3	2	33	15.2	5	3	1	9	18.4	8	8	20.5	3	3	3	-	-	
Orange	26	3	2	51	14.3	3	2	1	4	8.2	6	7	8.0	3	-	1	-	-	
Wellington	14	2	6	22	10.1	2	1	3	6	12.2	2	1	6.8	6	-	-	-	-	
TOTAL	170	26	21	217	100.0	25	16	8	49	100.0	47	32	98	100.0	35	4	8	1	
TOTAL METROPOLITAN	712	191	-	903	40.7	376	135	511	61.0	988	484	1472	67.6	221	104	123	46	17	
TOTAL COUNTRY	1091	157	67	1315	59.3	196	106	25	327	39.0	417	256	705	32.4	192	54	60	17	4
TOTAL STATE	1803	348	67	2218	100.0	572	241	25	838	100.0	1405	740	2177	100.0	413	158	183	63	21

APPENDIX III: Table 2

Section of School Entered X Time of Incident

<u>Section of School</u>	<u>Weekday</u>		<u>Weekend</u>		<u>School Holiday</u>		<u>Public Holiday</u>		<u>TOTAL*</u>	
	No.	%	No.	%	No.	%	No.	%	No.	%
<u>ILLEGAL ENTRY</u>										
Administration	297	38.5	342	44.4	92	11.9	40	5.2	771	100.0
Staff Rooms	127	30.2	214	51.0	47	11.2	32	7.6	420	100.0
Science/Arts	72	21.9	182	55.3	49	14.9	26	7.9	329	100.0
Library	77	33.0	102	43.8	42	18.0	12	5.2	233	100.0
Canteen	98	32.6	157	52.2	26	8.6	20	6.6	301	100.0
Storerooms	121	34.2	171	48.3	43	12.1	19	5.4	354	100.0
Other	281	28.0	535	53.4	115	11.5	71	7.1	1002	100.0
<u>THEFT</u>										
Administration	141	37.9	167	44.9	38	10.2	26	7.0	372	100.0
Staff Rooms	65	32.3	109	54.2	13	6.5	14	7.0	201	100.0
Science/Arts	40	25.5	77	49.0	28	17.8	12	7.6	157	100.0
Library	40	31.3	47	36.7	22	17.2	19	14.8	128	100.0
Canteen	64	31.1	110	53.4	16	7.8	16	7.8	206	100.0
Storerooms	74	35.1	101	47.9	25	11.9	11	5.2	211	100.0
Other	177	30.1	304	51.7	62	10.5	45	7.7	588	100.0
<u>VANDALISM</u>										
Administration	125	31.5	199	50.1	53	13.4	20	5.0	397	100.0
Staff Rooms	52	28.3	97	52.7	23	12.5	12	6.5	184	100.0
Science/Arts	39	22.9	96	56.5	27	15.9	8	4.7	170	100.0
Library	40	31.0	59	45.7	25	19.4	5	3.9	129	100.0
Canteen	41	24.4	101	60.1	16	9.5	10	6.0	168	100.0
Storerooms	53	33.8	82	52.2	15	9.6	7	4.5	157	100.0
Other	208	25.5	461	56.6	95	11.7	51	6.3	815	100.0

* more than the total number as shown in Table 2.4 because the "Time of Entries" are not mutually exclusive.

APPENDIX III: Table 3

Type of Incident

Security Measures	Illegal Entry		Attempted Ill. Entry		Entry to Grounds		Not Known		TOTAL	
	No.	%	No.	%	No.	%	No.	%	No.	%
Burglar Alarm	84	5.3	9	7.4	28	10.4	10	4.9	131	6.0
Security Service	31	2.0	1	0.8	0	0.0	2	1.0	34	1.6
Flood Lighting	358	22.6	22	18.2	49	18.2	54	26.6	483	22.2
Strong Room	178	11.2	22	18.2	38	14.1	20	9.9	258	11.9
BA/SS	4	0.3	0	0.0	5	1.9	1	0.5	10	0.5
BA/FL	56	3.5	6	5.0	12	4.5	12	5.9	86	4.0
BA/SR	44	2.8	2	1.7	10	3.7	4	2.0	60	2.8
SS/FL	17	1.1	1	0.8	1	0.4	1	0.5	20	0.9
SS/SR	23	1.5	5	4.1	5	1.9	5	2.5	38	1.7
FI/SR	156	9.8	7	5.8	37	13.8	16	7.9	216	9.9
BA/SS/FL	14	0.9	1	0.8	2	0.7	0	0.0	17	0.8
BA/SS/SR	5	0.3	1	0.8	2	0.7	1	0.5	9	0.4
BA/FL/SR	19	1.2	2	1.7	2	0.7	4	2.0	27	1.2
SS/FL/SR	8	0.5	2	1.7	0	0.0	3	1.5	13	0.6
BA/SS/FI/SR	4	0.3	1	0.8	3	1.1	4	2.0	12	0.6
None/Not known	583	36.8	39	32.2	75	27.9	66	32.5	763	35.0
TOTAL	1584	72.8	121	5.6	269	12.4	203	9.3	2177	100.0

BA = Burglar Alarm

SS = Security Service

FL = Flood Lighting

SR = Strong Room.

APPENDIX III: Table 4

<u>Type of Damage</u>	<u>No. of times Reported</u>	<u>Percentage of Total Damage Reports</u>	<u>Percentage of IERS Reporting this Type</u>
<u>School Grounds</u>			
Fences/Gates	30	0.9	1.4
Outside furniture/equipment	65	1.9	3.0
Other	66	1.9	3.0
Cleaning only required	36	1.0	1.7
Sub-total	197	5.7	
<u>Buildings</u>			
Broken glass	699	20.2	32.1
Door/door frames	461	13.4	21.2
Windows/frames	534	15.5	24.5
Screen/mesh	115	3.3	5.3
Lock/latches	450	13.0	20.7
	2259	65.4	
Roof/guttering	177	1.7	8.1
Walls/ceiling	120	5.1	5.5
Floor/floor coverings	60	3.5	2.8
Other	176	5.1	8.1
Unspecified	27	0.8	1.2
	560	16.2	
Sub-total	2819	81.6	
<u>Property</u>			
Furniture/fittings	207	6.0	9.5
Equipment/class supplies	122	3.5	5.6
Other	90	2.6	4.1
Unspecified	19	0.6	0.9
Sub-total	438	12.7	
TOTAL	3454	100.0	

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