Further information may be obtained from:
The Assistant Director (Research),
Australian Institute of Criminology,
P.O. Box 28,
WODEN, A.C.T., Australia, 2606

Dear Attorney-General,

I have the honour to submit to you the Sixth Annual Report of the Criminology Research Council for the period ended 30 June 1978.

Yours sincerely,

F.J. Mahony,
Chairman,
Criminology Research Council

Senator the Honourable P.D. Durack,
Attorney-General,
Parliament House,
CANBERRA, A.C.T. 2600.
##Contents

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Introduction</td>
<td>1</td>
</tr>
<tr>
<td>Membership</td>
<td>2</td>
</tr>
<tr>
<td>Criminology Research Fund</td>
<td>3</td>
</tr>
<tr>
<td>Meetings</td>
<td>3</td>
</tr>
<tr>
<td>Research Projects Funded</td>
<td>3</td>
</tr>
<tr>
<td>Research Reports Received</td>
<td>5</td>
</tr>
<tr>
<td>Research in Progress</td>
<td>8</td>
</tr>
<tr>
<td>Research Projects Terminated</td>
<td>8</td>
</tr>
<tr>
<td>Previously Completed Research Projects</td>
<td>9</td>
</tr>
<tr>
<td>Council Policy</td>
<td>10</td>
</tr>
<tr>
<td>Appreciation</td>
<td>11</td>
</tr>
<tr>
<td>Finance</td>
<td>12</td>
</tr>
</tbody>
</table>
Introduction

The Criminology Research Council has met once each quarter since its first meeting on 20 December 1972. The Council was established pursuant to Section 34 of the Criminology Research Act 1971-73, and is responsible for the control and administration of the Criminology Research Fund. The Council is required to examine and determine the relative importance and urgency of criminological research projects for which expenditure of moneys from the Fund may be authorized by the Council. The Criminology Research Act also established the Australian Institute of Criminology, the staff of which provide professional advice and secretarial and administrative services to the Council.

Since its establishment the Council has provided funds for 48 separate research projects. Details of projects funded during the year 1977-78, completed during the year, in progress, terminated, and previously completed are provided in this report. It will be seen that they cover a wide range of subjects. Many are relatively long-term projects but others have been completed in less than 12 months. They range in cost to the Criminology Research Fund from a few hundred to several thousand dollars. Some have yielded results of immediate practical value while others have concluded with a plea for further research. Some have provoked wide public discussion while others have received little publicity.

These differences in the costs, duration, impact and effectiveness of criminological research are being kept under close scrutiny by the Council, but the Council does not claim to be able to select research projects which will necessarily be cheap, quick and effective in stimulating improved crime prevention or criminal justice services. There is unavoidably an element of chance in the provision of support for research as every project is, to a greater or lesser extent, a step into the unknown.

In the light of these considerations, the Council, after its first six years of operation, is confident that its work has made a significant contribution to criminological knowledge and in particular cases has been highly successful. One example is the evaluation of the Tasmanian Work Order Scheme which has aroused considerable interest throughout Australia and overseas. The reports of all completed projects undertaken with Council funds are lodged in the J.V. Barry Memorial Library of the Australian Institute of Criminology, but many have also been published in the form of books and journal articles. Altogether they comprise an impressive collection which the Council is confident will continue to grow in both volume and value in the future.

At each of its meetings during the year the Council received a detailed report on the preparations for the Sixth United Nations Congress on the Prevention of Crime and the Treatment of Offenders, to be held in Sydney in 1980, from the Australian Coordinator for the Congress, Mr P.R. Loof. These reports have encouraged the Council to keep the Congress agenda in mind in the selection of research projects for funding. The Council is closely concerned with the Congress as the Council membership forms the nucleus of the Australian Consultative Committees for the Congress. The fact that the Council membership has been adapted for this purpose illustrates the extent to which it may be seen as a successful exercise in cooperative federalism.
Membership

The Council consists of seven members, one representing the Commonwealth Government and one representing each State Government. Each member is appointed by the Attorney-General of Australia.

The members at the beginning of the year 1977-78 were as follows:

**Commonwealth Government**
- Mr F.J. Mahony, O.B.E.
  - Deputy Secretary
  - Attorney-General's Department

**New South Wales**
- Mr L.K. Downs, I.S.O.
  - Under-Secretary
  - Department of the Attorney-General and of Justice

**Victoria**
- Mr B.D. Buxton
  - Director-General
  - Social Welfare Department

**Queensland**
- Mr F.N. Albietz
  - Executive Officer
  - Legal Division
  - Department of Justice

**South Australia**
- Mr J.D. Claessen
  - Criminologist
  - Attorney-General's Department

**Western Australia**
- Mr R.M. Chirole
  - Under-Secretary
  - Crown Law Department

**Tasmania**
- Dr E. Cunningham Dax
  - Coordinator in Community Health
  - Mental Health Services Commission

For the first meeting of the year Mr K.J. Williams, Social Welfare Department of Victoria, deputised for Mr B.D. Buxton as the Victorian representative. For the third meeting of the year Ms P.M. Kelly, Attorney-General's Department of South Australia, deputised for Mr J.D. Claessen as the South Australian representative. For the fourth and fourth meetings of the year Mr A.L. Barnett, Department of the Attorney-General and of Justice, New South Wales, deputised for Mr L.K. Downs as the New South Wales representative.

Each State Government and the Commonwealth Government were represented at all meetings, with the exception of the third meeting when the representative of Queensland could not attend.

Criminology Research Fund

The Fund received a total of $63,700 during the year ended 30 June 1978 compared with $16,300 received in the previous year. The Commonwealth Government contributed $30,000 and each State made contributions at an agreed level on a pro rata population basis. The actual State contributions were as follows:

- **New South Wales**: $11,100 (plus $3,700 due in the previous year)
- **Victoria**: $8,400
- **Queensland**: $4,380
- **South Australia**: $2,880
- **Western Australia**: $2,280
- **Tasmania**: $960

An additional $590 was received — being the Council's share of the profits made from the Australian sales of the film *Four More Days*, the production of which was assisted by the Council in 1975.

Details of expenditure and income are shown in the Financial Statements at the end of this report.

Meetings

Four meetings of the Council were held during the year. These were on 28 September 1977, 7 December 1977, 8 March 1978 and 31 May 1978. Three of these meetings were held at the Australian Institute of Criminology, Canberra, and the fourth in Sydney.

At the meeting of 7 December 1977 Mr F.J. Mahony was unanimously re-elected to the position of Chairman.

At the meeting of 8 March 1978 the Council elected its three representatives on the Board of Management of the Australian Institute of Criminology. Those elected were Mr L.K. Downs, Dr E. Cunningham Dax and Mr J.D. Claessen.

Research Projects Funded

The Council awarded research grants to enable the following 12 projects to be undertaken or continued during the course of the year:

1. Public Attitudes to Various Types of Criminal Behaviour — Dr A.A.A. Landauer, Department of Psychology, University of Western Australia, and Dr D.A. Pocock, Forensic Pathologist, Queen Elizabeth II Medical Centre, Perth. A grant of $906 was made by the Council at its meeting on 28 September 1977 for the first year of this project. A survey is being conducted, initially in Western Australia, but later to be extended to other States, in the form of 20 descriptions of criminal incidents to which respondents are asked to specify appropriate penalties. The results will be used to quantify the public view of the seriousness of various crimes.
2. Recidivist Prisoners and Their Families - Dr K.M. Kellar, Medical Commissioner, Manual Health Services Commission, Tamworth. The Council at its meeting on 28 September 1977 made a grant of $17,450 for the first year of this project. This research aims to identify the features common to the childhood and family history of recidivist prisoners and to compare them with control groups. The research findings will be used to devise practical preventive methods involving prisoners' families which are applicable to children.

3. Social and Personal Impact of Pornography - Dr J.H. Court, School of Social Sciences, Flinders University of South Australia. A grant of $716 was approved by the Council for this project at its meeting on 7 December 1977. This project will investigate the influence of pornographic material on persons found guilty of sexual offences and the results will have implications for the legislative control of sexually explicit material.

4. Criminal Law in the Bedroom: A Study of the South Australian 'Rape in Marriage' Legislation - Professor D. Chapell and Mr P.A. Salimane, Department of Legal Studies, La Trobe University, Victoria. At its meeting on 8 March 1978 the Council made a grant of $2,061.69 for this project. This research will examine the impact of the Criminal Law Consolidation Act Amendment Act 1976 by interviewing key personnel in the criminal justice system and other persons concerned with law enforcement and domestic violence.

5. Recidivism Rates of Violent Offenders - Forensic Implications of the Development of Maggots in Cadavers - Dr J.H. Court, Police, Victoria. At its meeting on 31 May 1978 the Council made a grant of $3,091.60 for this project. This research involves the collection of samples from scenes of fires with a view to developing new and more precise analytical techniques for determining whether or not the fires were the result of arson.

6. The Identification of Petroleum Residues in Arson - Dr F.A. Bull, Department of Chemical Engineering, University of Melbourne, and Mr P.J. Thatcher, Forensic Scientist, Norman McCallum Forensic Science Laboratory, Melbourne. The Council at its meeting on 31 May 1978 made a grant of $500 for the first year of this project. This research involves the collection of samples from scenes of fires with a view to developing new and more precise analytical techniques for determining whether or not the fires were the result of arson.

7. Evaluation of S.O.F.T.L.Y. (The Social Options for Teenagers Like You) Program - Mr K.A. Maine, Director, Department for Community Welfare, Western Australia. This project was originally funded in the year 1976-77 and an additional grant of $13,494.70 was made by the Council at its meeting on 7 December 1977 for the final stage of this project.

8. School Program to Reduce Delinquent Behaviour - Ms Leonie Marnier (formerly Ms Leonie Emery), Research and Planning Branch, Department of Education, Adelaide. This project was originally funded in the year 1976-77 and an additional grant of $15,600 was made by the Council at its meeting on 7 December 1977 for the final stage of this project.

9. The Development of a Quantitative Index of the Fear of Crime - Mr R.W. Whitlent, Department of Sociology, Australian National University, Canberra. The Council at its meeting on 31 May 1978 made a grant of $10,600 for the first year of this project. This research aims to construct a statistically valid social indicator of the level of fear of crime in the community and will develop the work undertaken by the Japanese National Research Institute in Tokyo. With the assistance of the Director of the Australian Institute of Criminology, Mr W. Clifford, the grant will compile a literature review and conduct interviews in Adelaide and Canberra. The final results aim to provide a valuable complement to official criminal statistics.

Research Reports Received

1. Crime and Police in Port Moresby - Mr M.L. Mackellar, Magistrate of the District Court, Papua New Guinea. This report of 165 pages contains the detailed results of analyses of the geographical distribution of crime in Port Moresby, the ethnic origins of offenders, and the workloads of the courts. Police practices are also reviewed. The author's summary is as follows:

In 1976 Port Moresby had a serious crime problem. The nature of the crimes committed within the city was generally not serious, but each serious as murder, rape and robbery were rare. What made the problem serious was the vast number of individual petty offences which collectively produced a case loading so great that the established police and court resources could not cope with it, while the courts were clogged with minor cases, the more worrying offences of car theft and housebreaking largely went unrecorded. White middle-class people's sense of security was a result of the police force's effective suppression of petty crime in Port Moresby, the citizens themselves contributed to it in their own way by falling in many instances to take even the simplest and most brief precautions. While some residents of the city had repeatedly been
visitors of crime throughout that year, there were others who had never ever had any offences committed against them, and the probability of becoming a victim of crime was not evenly distributed throughout the city. There were high crime suburbs and low crime suburbs and whilst some were dangerous to live in, others were safe. Likewise there were high crime times and low crime times, and most offences tended to be committed during weekends.

Neither the declining efficiency in the police force nor the corresponding chaos in the administration of the courts can be attributed to the localisation process. Both police and courts were degrading under the previous administration and bad legal procedures and practice which then were inappropriate to the circumstances of Papua New Guinea. At Independence in 1975, the incoming independent Government inherited a decayed criminal justice system. However, although the crime problem is serious, the remedies are simple. All that is necessary is for the police to adopt the simple tactics of beat, blitz, check-point, saturation, injun horses and target and then, and for the residents to take a few simple precautions like keeping their doors locked. All this can be accomplished at no extra cost and can be implemented immediately. Costing nothing, would be a greater simplification of the process and procedures in the existing lower courts, with a corresponding innovation which would require some funding, of the expansion of police courts into all suburbs of Port Moresby. Further innovations which would require funding would be to work programmes for prisoners, weekend jail, community work schemes, probation and parole.

Port Moresby is a small city by world standards. It could easily be conversed into a low crime community and a good place in which to live.

2. Young Offenders in Victoria - Mr D. Challinger, Lecturer, Criminology Department, University of Melbourne. This report is in the form of a book of 204 pages published by the Victorian Association for the Care and Resettlement of Offenders. The book is essentially a detailed analysis of information concerning all juvenile offenders officially coming to police attention in Victoria in 1975. The total sample comprised 13,084 cases, of whom 4,364 were the subject of police warnings and were not required to appear in court. Where appropriate, comparisons are made with the results of similar research conducted in Victoria in 1966 and 1972. Chapters in the book deal with: the problem; the official picture; the sample; the offenders; the offenders' families; educational factors; the distribution of offenders; the offences; the delay; and the result of the police contact.

In a postscript Mr Challinger has written:

The results were interpreted as supporting the view that the subject's behaviour could easily be converted into a low crime community and a good place in which to live.

3. Police Stress — The Council provided funds for this project in 1976-77 acting on a submission from the Institute following discussions with Commissioners of Police. The project was supervised by the Institute and arrangements were made for a detailed literature review and a research proposal to be prepared under contract. A 137 page report Multifaceted Aspects of Stress in the Police Forces was prepared by Ms Marilyn J. Davidson and Dr Arthur Veno of the Psychology Department, University of Queensland. Honorary consultants to the project were Professor David Ferguson, School of Public Health and Tropical Medicine, University of Sydney, and Dr Don Byrne, Social Psychiatry Unit, Australian National University.

As indicated by the title of the report, both the literature review and research proposal are based on the assumption that there is not a single dimension of cause or manifestation of stress. The authors emphasise that: '... stress, health, job performance, family networks, and friendship networks, form an integrated whole for any individual. Thus the stress from one area can affect the individual which in turn may affect changes in the amount of stress in relationships in other areas. With regard to police, the job is placed as a high stress factor itself.' The research proposal envisages that measures be taken of physical health, personality, and job performance. A modified version of an American questionnaire is also proposed for use.

Copies of the report have been forwarded to all Commissioners of Police in Australia, but no decision has yet been made on whether or not the research will be undertaken.

4. The Effects of Role-Reversal in a Simulated Prison Experiment — Professor S.H. Lowbnd, Psychology Department, University of New South Wales. This research was a sequel to an earlier experiment which resulted in the production of a film Four More Days. This film, which was made with financial assistance from the Council, demonstrated that simulated prison regimes which were more democratic and less authoritarian were more effective in terms of inmate control and work output. The current research was designed to test the hypothesis that these results could not be explained by reference to the stereotypes associated with the assigned roles of prison officer or guard. The subjects were randomly assigned to either of these roles for the first two days of the four day experiment, at which time their roles were reversed. The results were interpreted as supporting the view that the subject's behaviour strongly reflects the objective social relations within the prison, and this was seen as providing further support for the proposition that officer/prisoner relations can be improved by the use of different styles of supervision.

5. Sexually Explicit Materials and Serious Crime — Dr J.H. Court, Senior Lecturer, Department of Psychology, Flinders University of South Australia. Dr Court received a small grant from the Council in 1976-77 in order to provide him with assistance with the analysis of materials he collected during a visit to the United States of America. He submitted seven short reports to the Council, the titles of which are:

1. Sex Crimes and Pornography: Reflections on the International Scene
2. Child Pornography: The Sexploitation of Children
3. Pornography as a Therapeutic Aid in Sex Problems
4. Rape and Pornography in Los Angeles
5. Pornography and Rape: Prouine and Fulfillment
6. Pornography: An Unfulfilled Dream
7. On the Prosecution of Pornography
These reports have assembled considerable evidence which supports the view that the availability of sexually explicit materials has essentially harmful consequences.

Research in Progress

In addition to the research projects listed earlier in this report, the following projects are in progress:

1. Multi-Problems Families – Dr E. Cunningham Dax, Coordinator in Community Health, Tasmania.


3. Gun Ownership in Australia – Associate Professor R. Harding, Law School, University of Western Australia, and Associate Professor G. Hawkint, Institute of Criminology, University of Sydney.

4. Prison Administration in New South Wales – Miss M. Sennock, Ph.D. student, Department of Government, University of Sydney.


6. Spatial Analysis of Juvenile Offending in the Brisbane Metropolitan Area – Mr V.L. Bartlett, Lecturer, Department of Education, University of Queensland.

7. Psychological, Social and Biological Origins and Control of Aggressive and Violent Behaviour – Professor T. Vinson, Professor of Behavioural Sciences, Faculty of Medicine, University of Newcastle, and Dr W. Hemphill, Principal Adviser, Maternal and Child Health, Health Commission of New South Wales.


9. The Use and Form of Psychiatric Reports in Sentencing – Mrs C.A. Warner, former Tutor, Faculty of Law, University of Tasmania.


11. A Study of the Principles of Sentencing as Enunciated by South Australian Appellate Courts – Mrs M.W. Treacher (formerly Miss M.W. Darton-Pearl), former Head of the Legal Affairs Section, Australian Institute of Criminology, Canberra.

12. A Manpower Analysis of Police Recruitment and Retention – Dr Glenn A. Withers, Research Fellow, Department of Economics, Australian National University, Canberra.

13. Patterns of Leadership in Penal Institutions – Mr F.D. Hayes, Assistant Director (Community Services), Department of Youth, Ethnic and Community Affairs, New South Wales.

14. The Welfare Role of the Police with Respect to Family Problems – Mrs L.E. Foreman, Lecturer, Criminology Department, University of Melbourne.

15. Avoiding Delay in Magistrates’ Courts – Mr E. Sikk, Magistrate, Attorney-General’s Department, Tasmania.

16. An Evaluation of the Suspended Sentence in South Australia – Department of Correctional Services, South Australia.

17. Thought Patterns of Juvenile Offenders – Ms Patrice Cooke, Director, Community Services Training College, Western Australia.

Research Projects Terminated

1. Evaluation of Civil Rehabilitation Committees of New South Wales – Mr E.C. Sisler, former President, Civil Rehabilitation Committees. A grant of $12,500 was made by the Council for this project in 1974-75. The Civil Rehabilitation Committee used the bulk of this money to employ a research officer for a period of one year. This person prepared a brief interim report in June 1975, but, notwithstanding repeated requests from the Council, no final report was received. At its meeting on 7 December 1977, the Council reluctantly decided to terminate this project.

2. Evaluation of Driver Improvement and Rehabilitation Scheme – Mr M.F. Farquhar, Chairman of the Bench of Street-Safety Magistrates of New South Wales. This project was granted $14,000 in 1975-76 and a further $16,000 in 1976-77. During this period useful interim reports were received by the Council. While recognising the importance of this project, the Council was unable to make a further grant in the current year. The Council has written to the Minister of Justice for New South Wales expressing the hope that further funding might be provided by the Government of New South Wales.

Previously Completed Research Projects

1. Delinquency in Planned Urban Areas – Dr P.R. Wilson, Reader in Sociology, University of Queensland.

2. A Survey of Juvenile Offenders, Victoria – Mr D. Challinger, Lecturer, Criminology Department, University of Melbourne.

3. A Survey of Juvenile Offenders, South Australia – Mr G. Bruff, Acting Director-General of Community Welfare, South Australia.
Institutional Staff Training Procedures — Mr R. Sanson-Fisher, Clinical Psychologist/Supervisor, Nyandi Treatment and Research Centre for Adolescents, Western Australia.

Migrant Crime in Australia — Mr R. Francis, Senior Lecturer in Psychology, La Trobe University, Victoria, and Mr A. Casei, Research Assistant, School of Behavioural Sciences, Macquarie University, New South Wales.

Evaluation of the Tasmanian Work Order Scheme — Mr J.G. Mockay, Principal, Probation and Parole Service, Attorney-General’s Department, Tasmania.

Evaluation of the Western Australian Prison System — Dr J.E. Thomas, Senior Lecturer in Adult Education, University of Hull, England.

The Children’s Court Hearing — Mr D. Challinger, Lecturer, Criminology Department, University of Melbourne.

A Study of Community-Based Treatment for Young Offenders — Mr R. Sanson-Fisher, Department of Psychiatry, Parr Medical Centre, University of Western Australia.

Crime and the Hobart Bridge Disaster — Mr E.V. Knowles, Commissioner of Police, Tasmania.

Behavioural Effects of Three Simulated Prison Environments — Professor S.H. Lovibond, Psychology Department, University of New South Wales.

Robbery Prevention and Detection Study — Director of New South Wales Bureau of Crime Statistics and Research.

Council Policy

Of the nine new research projects for which the Council has provided funds in the year, two were concerned with aspects of public attitudes to criminal behaviour and two were in the field of forensic sciences. Thus the Council has further applied its policy of covering as far as possible all aspects of crime and the administration of justice in Australia rather than concentrating its efforts on one or two particular areas. When the total number of projects supported by the Council since 1972 is examined, it appears that there is a preponderance of research into aspects of criminal behaviour and the operation of correctional programs. In the year under review, efforts have been made to rectify this imbalance.

One of the projects funded during the year, the project on recidivism rates of violent offenders, was initiated by the Council itself. This is in line with Council policy to move towards adopting a proactive, as opposed to a reactive, stance. Apart from this research the Council has identified a number of other areas in which it believes research is needed. These include the management of Aboriginal offenders, the significance of architectural design to criminal behaviour, and the relationship between alcohol and crime. The feasibility of funding research in these and other areas will be explored in the future. In identifying areas of potentially useful research, the Council is assisted by the advice it receives from the staff of the Australian Institute of Criminology and also takes into account the research being undertaken by the Institute. In general, research undertaken by the Institute is national and comparative in nature, whereas that funded by the Council tends to be located in particular areas and may involve more basic data-gathering. The two types of research thus tend to complement each other.

The income to the Criminology Research Fund in 1977-78 from the Governments of the Commonwealth and the States was higher than in the previous year, but still considerably lower than the income received in each of its first three years of operation. This financial constraint has forced the Council to restrict its funding to projects which it considered to have the highest priority. It recognises that other worthwhile and potentially useful applications have had to be rejected. In one significant case the Council was unable to provide funds for the continuation of a major project that it had supported for two years. In its report for the previous year the Council stated that its income was ‘inadequate to fund research to meet the challenge of the increasing cost of crime to the community’. The Council regretfully reports that this continues to be the case.

Appreciation

The Council wishes to express its appreciation to the Director of the Australian Institute of Criminology, Mr W. Clifford, for his cooperation and assistance. The Council has also been greatly assisted in its work by Mr D. Biles, Assistant Director (Research), who is the Institute’s Adviser to the Council.

The Council also records its appreciation of the administrative and secretarial services provided to it by the staff of the Australian Institute of Criminology.
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* An amount of $3,700 relating to the year ended 30 June 1977 was received on 29 July 1977.
The Honourable the Attorney-General,
Parliament House,
CANBERRA, A.C.T. 2600.

Dear Sir,

The Criminology Research Council

In compliance with section 43(2) of the Criminology Research Act 1971 the Criminology Research Council has submitted for my report financial statements comprising a Statement of Receipts and Payments for the year ended 30 June 1978 and a Statement of Assets as at 30 June 1978. Copies of the statements which have been prepared in the form approved pursuant to section 43(1) of the Act are attached for your information.

In terms of section 43(2) of the Act I now report that the accompanying financial statements are in agreement with the accounts and records of the Council and in my opinion —

(a) the statements are based on proper accounts and records; and
(b) the receipt, expenditure and investment of moneys, and the acquisition and disposal of assets, by the Council during the year have been in accordance with the Act.

Yours faithfully,

T.R. Rees,
Acting Auditor-General
END