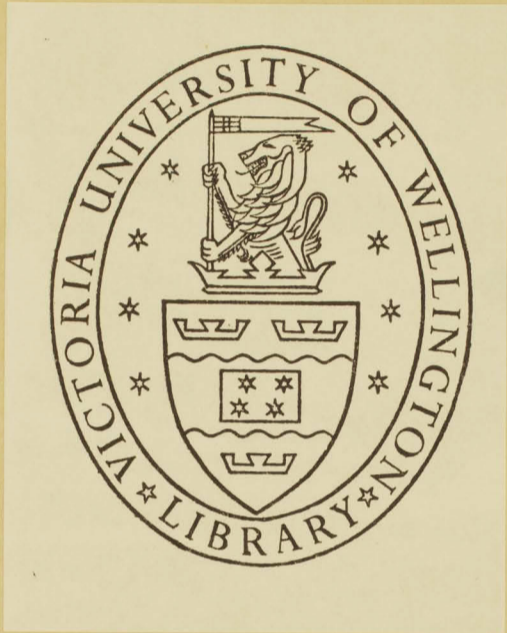


Rx **JO** JOHNS, A. T.

Periodic detention in the community.





RESEARCH PAPER IN CRIMINOLOGY

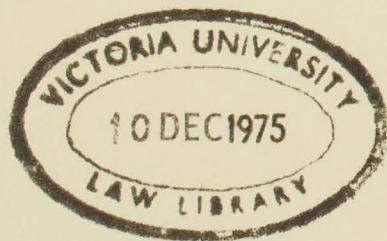
FOR LL.M DEGREE

PERIODIC DETENTION IN THE

COMMUNITY

A.T. JOHNS,
VICTORIA UNIVERSITY OF WELLINGTON,
WELLINGTON, NEW ZEALAND.

1975.



333,991

1.

*What is community participation in relation to
Periodic Detention?*

*If you're really lucky it is a thank you at the
end of the day, but usually a letter of thanks
for work done".*

- Victor, 18 year old, periodic detention detainee.

INTRODUCTION

Periodic Detention is a rapidly expanding form of punishment. There were nearly five times as many people sentenced to periodic detention in 1974 than there were in 1970.⁽¹⁾ With over 1200⁽²⁾ offenders attending throughout the country on any Saturday it is a significant and distinctive facet of the New Zealand penal system.

The first experimental centre was opened in Parnell, Auckland, in 1963. It was restricted to a small number of offenders in the 15-20 (inclusive) age group and designed as residential detention on Friday and Saturday nights with some weekday evening activity.

In the twelve years since then many developments have occurred. There are now a total of 32 periodic detention work centres (the term used in the Act) throughout New Zealand. These range from the 'Parnell type', through centres with a wide age range (from 16 years and over), to centres restricted to offenders over 21 years of age that involve 9 hours detention a week and are as large as 200 detainees on strength.

With the sentence now well established it is felt opportune to take a fairly close look at (or at least start to) one

(1) Report of the Department of Justice 1975

Cf. 1974: Prison receptions	4809
Released on Probation during 1974	5647
Sentenced to Periodic Detention	3010

(2) 'Evening Post' stated that on June 13 there were 1300 on periodic detention.

aspect of periodic detention. Often bandied around in Criminology, in relation to non-custodial and semi-custodial penalties, is the concept of 'community participation'. It is this aspect that is this papers concern. The primary aim of the paper will be to begin to explore the dimensions of 'community participation' in the periodic detention sentence.

To gain insight into the context of such participation some fundamental knowledge of the operation of the sentence is required. It will be from this base that the dimensions of community participation will be referred to.

It is intended that minimal reference will be made to the differing philosophies purported to be behind varying types and individual centres - for example, different philosophies between Youth and Adult Centres. Frankly, I submit most insight can be gained from the examination of actual procedures.

Material for the paper was gathered by: (1)

- a) A questionnaire to all Centres requesting basic information on each Centre's operation and specific details concerning staffing.
- b) A questionnaire to all Centres requesting detailed information over a period of one week on each Centre's work projects and activity programmes.

(1) Number of responses:

- For a) 29 full responses; 3 partial responses
b) 29 full responses: 3 partial responses
c) 26 responses.

- c) A questionnaire (administered after receiving completed replies to the above questionnaires) seeking to understand how Wardens of periodic detention work centres feel about contact between the detainees in their Centres and members of the community.⁽²⁾

Nine of these questionnaires were administered by the researcher personally.

- d) Interviews with nine Wardens of periodic detention work centres.⁽²⁾ (4 Youth; 2 Wide Range; 3 Adult).
- e) Visits to ten centres.
- f) Experience (and bias) from over two and a half years as an assistant warden at a Periodic Detention Work Centre.

As can be observed the focus of questioning was limited to the Centres and their staff. Also included was the Advisory Committees. The views of the general public, detainees or 'Justice Department' were not sought.

* * *

Being interested primarily in some overview of periodic detention and respecting the confidences freely given me by Wardens this paper deliberately avoids disclosure of specific information such as persons names and goes to some pains to submerge the identity⁽¹⁾ of particular centres.

Appreciation is hereby expressed to the Wardens, all of whom gave freely of a considerable amount of time. Special note need be made of those who warmly received me to visit.

-
- (1) Where Centre identity is disclosed the information has been taken from public documents.
- (2) Unfortunately much of the detailed material gained from these sources has not been included in this paper.

After initial doubts by some Wardens, subsequent intense interest has been most demanding. Hopefully this paper will go some way to satisfy some of the demand, but unfortunately time does not permit me to do full justice, in this paper, to the material gathered.

THE OPERATIONAL FRAMEWORK

Provision for the sentence of periodic detention was first made in New Zealand in 1962, in an amendment to the Criminal Justice Act.⁽¹⁾ This provided for offenders aged not less than fifteen and under twenty-one. In 1966 an amendment to the Act was passed making this sentence available also for adults.

This sentence, which cannot exceed a 12 month term, may be imposed on any person convicted of an offence punishable by imprisonment.⁽²⁾ Before sentencing a person to periodic detention a court must consider reports by a probation officer and a medical practitioner.⁽³⁾ Upon sentence the court may order, as part of the sentence, that the person be placed on probation.⁽⁴⁾

The sentence of residential periodic detention cannot be imposed on any person under twenty-one years of age if that person has previously been sentenced to detention in a detention centre, borstal training or imprisonment for a term of a month or more.⁽⁵⁾ Prior to this recent⁽⁵⁾ amendment a group of persons having previous institutional experience but remaining under twenty-one years had no place - other than via the device of a community work order⁽⁶⁾ - within the Periodic Detention Scheme. They are now provided for.

(1) Section references are to the Criminal Justice Amendment Act 1962.

(2) s. 9 (1); s. 10 (as amended) - non payment of fines.

(3) s. 15

(4) s. 11 (as amended)

(5) Criminal Justice Amendment 1975, s. 17.

(6) In practice some offenders with previous institutional experience were sentenced to do community work under probation and the probation officer directed the offender to do the community work through periodic detention.

At the same time it need be noted that this amendment adds to a trend for more persons under twenty-one to be sentenced to a non-residential environment. (In passing I mention that there is perhaps a developing place for a distinct entity of non-residential Youth Centres.)

The recent amendment also directs the Court not to sentence an offender to periodic detention if an appropriate centre (age, sex, previous record being relevant) is not within reasonable distance.⁽¹⁾

When imposing the sentence the Court must either specify the number of occasions in each week on which the offender is required to report at the work centre or direct him to report when required by the Warden. Periods of custody may vary in length, but no one period is to be longer than sixty hours. In practice periods of custody are determined by the Wardens within wide guidelines by the Courts.⁽²⁾ Within the sentence considerable freedom is given to the Warden and his powers are considerable.⁽³⁾

(1) "(1A) No Court shall sentence any person to periodic detention unless the work centre, appropriate to his age, sex, and record of previous sentences, at which he would be required to report is, having regard to the means of transport available to him, within reasonable distance of his place of residence."

(2) Auckland Court sentencing to Youth Centre:
"That the defendant place himself in the custody of the Warden ... for forty hours on one such occasion (the weekend period) in each week and four hours on any other such occasions in each week as may be specified by the Warden."

Wellington Court sentencing to non-residential Youth Centre:
"That the defendant place himself in the custody of the Warden of that Centre for up to 9 hours on one such occasion in each week and 4 hours on any other such occasions as may from time to time be specified by the Warden of that Centre"

(3) See s. 16, s. 17, s. 18, s. 19, s. 21.

There are at present three distinct types of Centre established in New Zealand for the periodic detention of offenders (if age range be the basis of distinction).

They are:

- a) Youth Centre⁽¹⁾ - (15-20 years inclusive)
- b) Wide Range Centre - (16 years and over)
- c) Adult Centre - (21 years and over)

Youth Centres

There are twelve periodic detention work centres catering specifically within the 15-20 years (inclusive) age range. Though they generally span this age range two centres are included which diverge: - one centre with a 15 to 18 years age range; one centre with a 17 to 21 years age range. (From my general observations⁽²⁾ a tendency was evident discouraging 15 year old attendance).

For the week under survey in the questionnaire (23rd to 29th June) six Youth Centres were non-residential. The high proportion of non-residential centres was explainable by the fact that four centres were in the throes of a change of Warden. The other two Centres were developing towards becoming residential sometime in 1976. Unexpected though this situation was it does provide the stimulus, opportunity and some data for considering the possibility of establishing distinct non-residential Youth Centres.

(1) Usual residential/non-residential distinction unsuitable here. See 'Youth Centres' below.

(2) Supported by the fact that 4 Wardens listed 16 years as their lowest receiving age. One centre has the range 17 to 21 years.

Unfortunately time does not permit much discussion on this matter, but it should be borne in mind throughout. I merely note:

- a) Many Wardens are inclined to the view that the concept of separating those offenders above and those under twenty-one is valid.
- b) Many Wardens are inclined to the view that residential Youth Centres are not suitable for all youths - particularly older youth offenders, perhaps with children of their own.
- c) The non-residential Youth Centre staff require less of their time and programme be spent on domestic tasks and the administration thereof. This can mean (for example, if numbers attending are not substantially increased) time to actually develop intense programmes which are at least as broad and probably more flexible than those of residential centres - within a much shorter period of custody.

SIZE

A small fairly personal unit appears to be a feature of Youth Centres. Averaging the number of detainees in attendance⁽¹⁾ over a period of five months⁽²⁾ the residential centres show a range between 13 and 19 detainees in attendance.

(1) The question asked : "Number of Detainees in attendance on: (i.e. Number of detainees who actually present themselves at Centres)"
A rate of between 10% to 30% rate of non-attendance was observed.

(2) Figures taken for February 1st, March 1st, April 5th, May 3rd, June 7th.

The non-residential centres, while three demonstrated fluctuations in numbers attending over the 5 months surveyed (due to the fact that a couple of centres reduced their numbers considerably while awaiting the installation of a new warden and a new Centre was opened), generally followed the same pattern as residential. One centre was a consistent exception to this pattern of centres having approximately 15 - 20 detainees. Its 5 month average was 28 and on one of the 5 days for which attendance was surveyed it had as many as 33 in attendance.

HOURS

As averted to earlier considerable freedom is given to the Warden as to periods of attendance that will be demanded of detainees. In practice the vast majority of detainees at residential Youth Centres attend similar hours. Detainees are in custody between 7 o'clock or 7-30 on Friday evening until between 10 o'clock and 11 o'clock on Sunday morning.⁽¹⁾ Weekday attendance is from 2 to 4 hours on a Wednesday evening. Discrepancy in practice appears in the imposition of penalty periods.^{(2) (3) (4)} While fully realising that each Warden must be given considerable discretion to impose penalties as a means of maintaining the required standards of centre discipline any overuse or extension for other purposes need be questioned.

(1) Note: Court order generally provides "for forty hours on one such occasion (the weekend period)." See earlier footnote.

(2) ^{ie} Extra periods of reporting to Work Centres for individual detainees. Though generally not indicated in the survey such periods usually Centre maintenance or menial tasks away from the Centre.

(3) Acknowledging that probably very few detainees receive the maximum indicated.

(4) See Diagram as to penalties (at the end).

One warden states that:

"Unemployed detainees who do not appear to be making sufficient effort to obtain employment attend each (day) = Total 60 Hours".

I would suggest such a concern is within the ambit of a probation order⁽¹⁾ and should not be dealt with within that of periodic detention.

Several centres recall detainees on Sunday afternoon for penalty periods. The intervening short period of liberty circumvents the Courts' limitation of "forty hours on one such occasion" and the gap makes the detainee eligible for four more hours of custody. This practice also needs examination. If it be the intention that forty hours be the maximum period of custody over the weekend, so as to allow all detainees some period at liberty, in the community, that should be abided by. If that not be intended, why not increase the forty hours in all orders so that the penalty period can be served immediately after usual Sunday periods of attendance where desired.

Non-residential centres follow a pattern of Saturday attendance of between 9 and 11 hours and Wednesday evening attendance of between 2 to 4 hours. Penalty periods are imposed on weekdays.

(1) If the detainee be not on probation I would suggest this still remains outside the Wardens sphere.

WIDE RANGE CENTRES:

There are thirteen¹ non-residential work centres for offenders aged 16 years and over throughout New Zealand. To be herein referred to as "Wide Range Centres" they are a recent but mushrooming facet of periodic detention. They are primarily present in provincial cities. Within this type is included the first periodic detention centre for women which began operation in Auckland this year.

SIZE: In the survey no consistency in size of centre that might suggest an intent towards small fairly personal units was evident.² Rather, no particular pattern is apparent. The centre range in size from being similar to the Youth Centres up to a centre which on one of the days recorded had 80 detainees in attendance.

HOURS: All the Wide Range centres require 9 hours³ attendance on Saturdays. The two smallest centres demand additional attendance on two weekday (Wednesday and Friday) evenings. Seven of the remainder of the Centres require attendance for a couple of hours on one weekday evening. Of these, two centres run an alternative programme on two of the weekdays. Only one centre with a one weekday requirement operates on a Friday evening. The remaining four centres are limited to Saturday detention.

Two of the Centres impose penalty periods on Sundays.

¹ One centre stated to be an 'Adult' Centre is included within Wide Range as it accepts detainees from 16 years of age. (40% of its detainees are under 21 years).

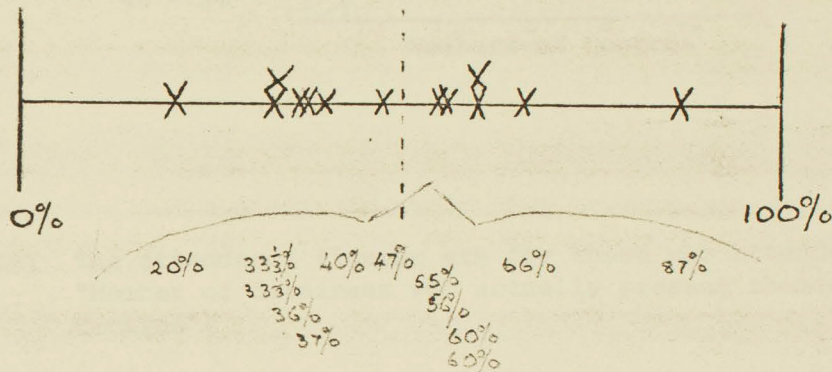
² With perhaps three exceptions (including the Women's Centre). See Diagrams as to Numbers in attendance.

³ - One centre stated 9½ hrs.
- One centre requires the additional attendance of 1 hour on Friday and 2 hrs on Sunday for those being inducted. See Diagram as to hours of attendance.

THOSE As indicated earlier offenders aged 16 and over are accepted by
 UNDER Wide Range centres. Within the wide age range detainees under 21 make
 21 years up a significant portion. It is most common amongst such centres for
 between one third and two thirds of their detainees to be within the
 16 - 20 year age range.

1

PERCENTAGE UNDER 21 YEARS:

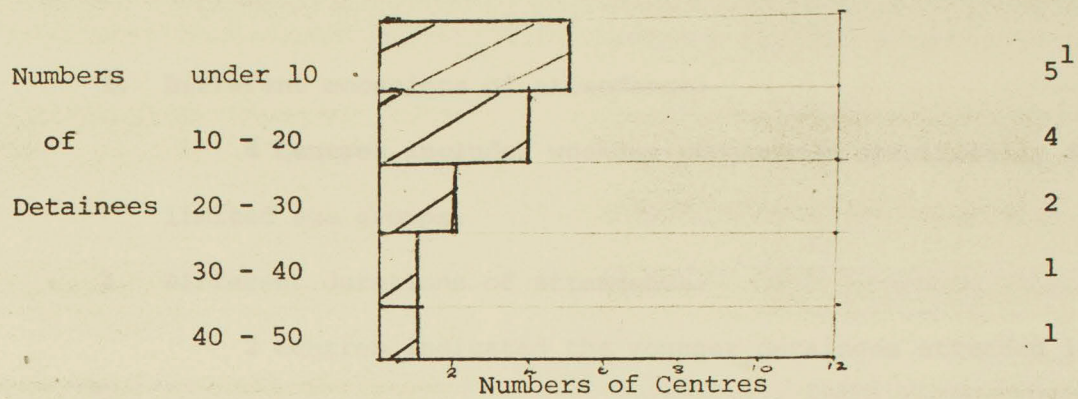


Though perhaps initiated as Wide Range Centres because the locations did not appear to have sufficient 'demand' for separate Adult and Youth Centres, they now continue on with the 'demand' proven and escalating.

¹ Each Wide Range centre's percentage of detainees attending under 21 (compiled by averaging 5 attendances on: February 1st; March 1st; April 5th; May 3rd; June 7th, 1975) is represented on the line.

² Note: there is a Youth Centre in same City.

NUMBER UNDER 21 YEARS IN ATTENDANCE:



(Note: The attendance figures are for those who attended (i.e. "Number of detainees who actually present themselves at Centres")

A 10% - 30% discrepancy between the theoretical roll figures and actual attendance was observed).

Not even allowing for 15 year olds or the fact that the figures above are based on 'actual' not 'theoretical' attendance, it is clear that if the Residential Youth Work Centre be an ideal, several new such centres are urgently required. (Of point of hesitation may be that the Courts more readily sentence offenders to non-residential than residential periodic detention centres).

¹ One a new growing centre.
One having a Youth Centre in same City.

² The number sentenced to the particular Centre.

When asked "Do you distinguish between detainees by age?" seven¹ of the thirteen Wardens of Wide Range centres stated "No". Within the remaining six centres the distinctions involved were varied:²

1. Different occasions of attendance:

4 Centres included weekday programmes specifically for limited age groups.

2. Different durations of attendance:

2 Centres indicated the younger detainees attended long hours over a week.

3. Different gangs:

3 Wardens indicated they worked detainees under 21 in separate groups (One further distinguished between 16-17 and 18-21).

4. Different work:

One noted that older detainees were sometimes given the lighter work.

5. Each an individual:

One centre had an "individual programme" for which "age could be determining factor".

¹ One of these centres noting any such distinction was not possible because of distances some detainees have to travel.

One of these had 87% detainees under 21 years anyway.

Question asked:

"i) Do you distinguish between detainees by age?:
(for example, perhaps distinguishing by differences in hours of attendance for different ages, differences in programmes, and so on).

Yes/No (delete inapplicable)

ii) If "yes" what age(s)?

iii) If "yes" please explain how they are treated differently: for example, perhaps different hours of attendance and different programmes.

Give details"

Though evenly divided amongst those which did and those centres which did not distinguish by age, when the distinction does occur it is apparently generally based on a belief that some distinction between the treatment of juvenile and adult offenders is valid. On the other hand it need be equally acknowledged that those not distinguishing between ages may also have a basis for their practice. As one Warden stated:

"In work parties a youth is often worked with an older mature man (for the benefit of the Youth)."

Though time does not permit any detailed insight in this paper into the question of the validity of a juvenile/adult distinction examination of the concept need immediately be carried out.

It was originally basic to the periodic detention philosophy that young or inexperienced offenders should be kept separate from experienced criminals.¹ With recent legislation removing more of the age distinction,² the practice at some³ Adult centres of receiving under 21 year old offenders who have been ordered merely to do community work, and the proliferation of wide range centres the trend appears to be away from this philosophy. Frankly I fear this movement may be accountable as mere 'drift' and administrative expediency. If so, this should not be the basis of the future of periodic detention.

¹ Barnett, Periodic Detention in New Zealand: Its History and Underlying Philosophy. (V.U.W. LL.M Research Paper, 1971) fig. 9.

² A movement more towards a residential/non-residential distinction.

³ 3 of 6 surveyed.

The 'trend' towards large impersonal centres need also be examined. Periodic Detention has justly noted, on numerous occasions, the compact and autonomy of individual wardens. With increases in scale the personal impact of these persons, whom from my observations were generally dedicated, interesting and sometimes pleasantly eccentric personalities, will be reduced.

Fortunately, in my view, each distinct centre has remained basically under the control of one man - the Warden. Any movement, and such is implied in this years Justice Department Report,¹ that persons in charge of individual centres may be subordinate to some other Warden need be carefully examined.

¹ Report of the Department of Justice (1975), pg. 12.

ADULT CENTRES:

The 1967¹ extension to the periodic detention scheme initially stimulated new non-residential centres admitting only those who were 21 years and over.² Later the Wide Range Centres were established. It is those centres limited to 21 year old and over that have been here categorised 'Adult' centres.³

(Unforeseen originally was the problem of definition created by the attendance of those under 21 year olds on Community Work orders. This exception to the requirement of being over 20 years is acknowledged and extent of to some degree unknown⁴).

All the Adult Centres have high musters.⁵ One can surmise that the numbers in attendance depend more on offender population apprehended in the area and the local Courts attitude to periodic detention, than any establishment limits. Clearly Adult centres are in danger of becoming, if not already, impersonal⁶ institutions.

¹ The objects of the 1967 extension were to "provide an alternative punishment for some offenders who would otherwise be sentenced to imprisonment, to reduce our prison population and to provide activity that will be punitive but will also evoke, where possible, a constructive response from the offender". - Report of the Department of Justice (1967).

² A 63 yr. old is recorded.

³ One centre stated to be an 'Adult' Centre is included within Wide Range as it accepts detainees from 16 years of age (40% of its detainees are under 21 years).

⁴ 1 Centre noted 3 Community Workers under 21 years - all 20 year olds.
1 Centre noted nearly half the muster being Community Workers, at least a third of these being under 21.
1 Centre noted 25-30 Community Workers.

⁵ See Diagram number in attendance.

⁶ Alluded to in 1975 Justice Department Report.

The centres operate on the basis of 9 hours of attendance every Saturday. All but two centres are limited to these 9 hours. The smallest centre requires an additional 2½ hours on Friday evening. In one centre the Warden who feels (quote) "Just Saturday has not enough bit in it" uses his discretion as to hours of attendance in a novel way. Detainees attend between 9 and 17 hours on (quote) "a reward or punishment basis". (In practice approximately 25% attend only 9 hrs).

COMMUNITY PARTICIPATION

... "the principle of community involvement in the treatment of offenders is an important one, and in periodic detention it has worked with great efficiency - Justice Department (1964)¹.

Often the concept of 'community participation' is used and lauded. Nearly always upon reflection the dimensions are elusive. The range of meanings embraced in this concept is immense:

From: the mere retention of an offender in his usual environment for a period which he may have otherwise been confined to a penal institution.

To: active and non-specific public influence to 'assist' the offender.

* * *

("It's TIME all of us realize that citizen involvement, not solely probation, parole, or correctional agency action, is needed to really rehabilitate law offenders".

- Philip Stein quoted in Federal Probation March, 1975.²)

¹ Department of Justice (1964) "Crime and the Community", pg. 21.

² Pg. 42.

The intent of the remainder of this paper is to do no more than explore dimensions of community participation in the periodic detention sentence. Hopefully some trends and possible explanations will be pointed up. With these some of the practical realities of this type of non-custodial or semi-custodial community based "treatment"¹, related to the community participation, will be evident.

NOTE

The terms "community participation"; "community involvement" and

DEFINITION: "community contact" generally refer in this paper to all interactions between the detainee and other persons. In places it will be clear the terms are intended to have a more restricted meaning (- usually then : all people, excepting staff of the periodic detention centres).

The presumption is that every contact is community contact. The aim is to look at the range and dimensions thereof.

¹ Penal Policy in New Zealand (1970) pg. 6.

THE OPERATORS

1. THE STAFF:⁽¹⁾

By far the most important dimensions of community participation, in duration at least, are those staff - detainee and detainee - detainee.

The information contained below concerning staff was gathered during this research but the actual quantity or intensity of detainee - staff contact (interaction) was not pursued.

AGE: Some generalisations of limited significance⁽²⁾ can be adduced from the material gathered as to the staffs ages. The Wardens are generally over 45 and assistants⁽³⁾ generally under 35 years of age. Surprisingly perhaps, 14% of the assistant wardens were under 26 years old.

Wardens of Adult Centres are generally (66%) over 50 years old and half the assistants in their thirties (20% over 40 years; 27% under 31 years). In the Wide Range Centres the Wardens are generally more youthful than those at Adult Centres with half being in their forties (only 16% over 50 years) with an older group of assistants but with half once more in their thirties (34% over 40 years; 13% under 31 years). In relation to the ages of Wardens the Youth Centres reveal a pattern

(1) Limited to periodic detention work centre staff i.e. excludes e.g. Probation Officer.

(2) Mainly due to limit of sample

	<u>Youth</u>	<u>Wide Range</u>	<u>Adult</u>
Wardens	10	13	6
Assistant Wardens	14	45	26

(3) Assistants and Deputies.

somewhere between that of Adult and Wide Range Centres with 40% over 50 years and 70% over 40 years. Assistants at Youth Centres do not follow the pattern of half being in their thirties, being generally older than forty (43% over 40 years) or, interestingly, younger (43% under 31 years).

While not meaning to neglect or degrade Matrons in this Women's Year, it need only be recorded that their husband's ages followed theirs.

Any speculation into the reasons for this pattern would be hazardous⁽¹⁾ but certainly an effect of this pattern is that detainees generally experience staff of different ages and at differing periods of their lives. Of special note is the youthfulness of assistant wardens - particularly at Youth Centres⁽²⁾.

SEX: Staffing of periodic detention centres is the domain of the male. Besides the Matrons, the only woman recorded was the Warden of the Women's Centre. The sex of each staff member was not specifically⁽³⁾ sought in the questionnaires but it appears⁽⁴⁾ that all deputy and assistant wardens were men. In practice, certainly in Wellington, advertisements seek only men for these positions. I would suggest that the assumptions that women are not suitable for this type of work be examined.

(1) Suggestions as to: Warden's maturity - Need to have established their own family and status prior to being appointed Warden.

: Assistant's youthfulness - The position is a good and lucrative part-time job for those in the energetic 'first house and second mortgage' era of their lives.

(2) 43% under 31 years.

(3) Therefore possibility of fact of womanhood being submerged.

(4) From questionnaire and observation.

So heavily laden with prejudice is this idea that the reader probably at first labels this suggestion as absurd. (To my knowledge at least one centre has employed women on a temporary part-time basis with the full functions⁽¹⁾ of an assistant warden. I don't see why not. I see potential advantages.)

OCCUPATIONS,
EXPERIENCE
AND
TRAINING:

While occupations listed⁽²⁾ by all staff in reply to the questionnaire ranged from a wrestler to an airline pilot they primarily emphasised manual and tradesman experience. Throughout, the staff responses in this category indicated the gaining of trade certificates and experience in supervision. Several had experience in the instruction of others. The Wardens of the Wide Range Centres, in particular, listed considerable trade experience - usually in the building industry.

Although the initial phrase that oversight of Periodic Detention Centres should be by a "Sergeant Major type of person" is, to say the least hackneyed, it still has relevance today particularly in relation to Youth Centre's Wardens. The early appointments to the position of Warden involved an ex-naval officer, an ex-police constable, two ex-army majors; an ex-prison officer and minister of religion. This trend has persisted with only two (2/9)⁽²⁾ Youth Wardens not having indicated substantial experience in the Forces, Penal Institutions⁽⁴⁾ or Police. These two include the minister and the other worked for the Prisoners Aid and Rehabilitation Society for several years.

(1) Including supervising work parties.

(2) See Appendix : Occupations, Experience and Training.

(3) Two out of nine. One Youth Centre unknown. Two Acting Wardens are excluded.

(4) See Appendix : Occupations, Experience and Training as to what this includes.

As alluded to earlier the emphasis with Wardens at Wide Range Centres is trade experience with only four (4/13)⁽¹⁾ having experience in the Forces, Penal Institutions or Police.

Though a limited sample, the Adult Centre Warden's pattern appears to fall somewhere between Youth and Wide Range. Four (4/6)⁽²⁾ listed experience which was dominated by the Forces, Penal Institutions or the Police. Trade experience is descriptive of the remainder.

The broad category of 'commerce and administration' was well represented. In relation to Wardens, in particular, this should not be emphasised as approximately half included under the sub-group 'management' represented Pre-Release Hostel Warden experience. Assistant Wardens are heavily represented under this head.

Limited numbers listed social work or teaching. University education was seldom indicated.

When the staff were asked to indicate their special interests a vast array was given. Very dominant were sports activities and 'handyman' pursuits. Considerable concern was also shown with voluntary organisations. Very infrequently listed were interests such as Music, Art, Education, Reading or Politics.

SPECIAL
INTERESTS:

-
- (1) Four out of thirteen.
(Five if include Traffic Officer.)
- (2) Four out of six.
One unknown.

COMMENT:

It is interesting to speculate if the above pattern reflects the intended type of function and activity of centres and perceived interests of detainees. Certainly the projects and activities (see below) strongly correlate with the above occupational and life experiences of staff.

* * *

The overall emphasis on the 'Regulatory' category amongst Wardens need be reflected upon. Though Wide Range Centres suggest a trend away from this group recent appointments to Youth Centres actually reinforce the observation.

At the outset the administration of the periodic detention scheme was specifically separated from the established penal institutions. One wonders if this avoidance should extend to some degree to personnel with institutional backgrounds.

* * *

I would suggest any changes in direction, if desired, will have to be initiated at this level - the staff (Wardens more particularly).

SUMMARY:

This major dimension of community participation is characterized by:

- i) A relatively narrow range of job experiences emphasised by trade and manual skills.

- ii) A relatively narrow range of interests emphasising sporting rather than cultural pursuits.
- iii) A dominance of regulatory experiences (amongst Wardens in particular).
- iv) And a diverse range of ages.

2. THE ADVISORY COMMITTEE

" ... an effective link in bringing community participation in a judicial and rehabilitative process."

- Gibson⁽¹⁾

The Advisory Committee system is an important but limited dimension of community participation. From the beginnings of periodic detention whenever a centre is to be established in a new locality an Advisory Committee under the chairmanship of a stipendiary magistrate is first called together. The first committee apparently saw its active role as of an ephemeral nature with the function of establishing the centre⁽²⁾. Subsequently Advisory Committees have become a permanent feature of the periodic detention scheme with now twenty⁽³⁾ throughout the country.

(1) R.E. Gibson, Periodic Detention in New Zealand (1973), pg 9

(2) Barnett, op.cit, 19

(3) Note: One Advisory Committee can serve up to 4 centres.

The Advisory Committees are created with representatives from various sections of public and private life appointed by the Minister of Justice. Consistently throughout the committees⁽¹⁾ those sections represented are the courts, Department of Justice, the Police, Social Welfare Department, and the trade union movement. Usually some representatives from amongst employers, church social services, local bodies, lawyers or service clubs are members. Occasionally education, the Maori community or the Prisoners Aid and Rehabilitation Society is represented. It is rare that individuals are members on a 'general good citizen' basis⁽²⁾.

Though not specifically sought, the number of women members appears to be very low⁽³⁾. Generally committees have no women members. I hesitatingly reveal this as I do not suggest the Minister in making appointments get on the 'put a woman in' bandwagon, but nevertheless the matter needs reflection.

The calibre of members is extremely high with generally 'key' citizens for example, Mayors, and Councillors, District Probation Officers, Club Presidents - dominating.

(1) The questions were asked:

- a) Name
- b) Approximate age
- c) Occupation and experience
- d) (i) Is the person representative of particular group, interest, or organisation? Yes/No
- (ii) If "Yes", state which group, interest or organisation.

(2) Those included were generally retired businessmen.
A doctor and carrier were also mentioned.

(3) From the questionnaire and observation. 5% of members were listed in the questionnaire with indicators that they were women. (4 at one centre and 5 throughout the remainder of the Committees).

The ages of members probably demonstrates no more than the seniority in experience of these citizens - with 63% of the Chairmen (Magistrates) being over 55 years and 54% of other members being in their fifties (1).

The functions of the committee are "primarily advisory"(2). They are involved to varying degrees in approving work programmes, appointments, and general policy. For the wardens they are valuable consultative links into the community. Advisory Committees appear to be good for public relations(3), and supportive(4) for the Wardens.

The Committees met on between nil to four occasions a year(5).

Only rarely do any members have any personal contact with Centre projects or activities while detainees are present.(6) Detainee - Advisory Committee direct contact is rare.

Though a valuable 'link' in bringing community participation into the periodic detention system one deludes oneself if one sees it as any more than a limited link - limited basically to advice and the intangible, but important, 'support' for the concept and Warden. (In stating this I do in no way suggest the link was perceived as anything other so limited).

(1) 80% of other members being over 45 years.

(2) Barnett, op.cit, 20. Gibson, op.cit, 9. They are advisory in relation to the Justice Department as well as to the work centres themselves.

(3) Barnett, op.cit, pg 20 : reference by Dr. Robson.

(4) 1966 Justice Department Report: "support" and "interest".

(5) See Diagrams: Meetings.

(6) See Diagrams: Participation.

SUMMARY:

Advisory Committees are:

- (i) psychologically significant to a public concept of periodic detention,
- (ii) administratively sound,
- (iii) supportive and a backstop to Wardens (particularly initially),
- (iv) important in establishing guidelines.

While these are all dimensions of community participation they are of very limited or immediate significance to detainees.

PROJECTS and ACTIVITIES

Another dimension of community participation is the projects and activities undertaken.

Within section 18 of the Criminal Justice Act 1962 the width of activities is to some extent specified. During the periods in custody the offender participates "in such activities (physical or mental) attending such classes or groups, or undergoing such instruction as the Warden considers conducive to that person's reformation and training"⁽¹⁾.

Provision is made for work both within and outside the work centre. The outside work envisaged must, according to the Act, be at any hospital, charitable or educational institution, at the home of any old, infirm, or handicapped person, or at any Crown or public body land. Care has been taken to provide that no detainee shall do such outside work if this would mean that he would take the place of any regular employee of the institutions or bodies mentioned⁽²⁾.

* * *

In introducing the scheme in 1963 the Justice Department stated:

"(The detainees) will do manual work on improving the property and in various public institutions. The programme will also include compulsory educational classes, lectures, physical education and counselling".

(1) s. 18 (1)

(2) s. 18 (3) See J.A. Seymour, "Periodic Detention in New Zealand".
B.J. Crimol. Vol 9, pp 182-187 (April, 1969).

Today, The Periodic Detention Manual (published 1975) states:

"Work Projects⁽¹⁾:

The principal aim of periodic detention is that detainees should without remuneration engage in approved work in the community".

"Activities Programme:⁽²⁾

The Warden is responsible for selecting, arranging and supervising his particular programme. This type of activity could include guest speakers, group discussions and counselling, educational exercises, films, quizzes, drawing, play reading etc. Programmes should be, of course, of interest to detainees and should be as animated and stimulating as possible, to assist in the rehabilitation of the detainees."

* * *

METHOD:

While always bearing in mind the below comments are based on a detailed survey⁽³⁾ for only one week⁽⁴⁾, interviews and the researchers general observations it is now intended to fairly meticulously outline the activities and projects involved in the survey.

YOUTH CENTRES⁽⁵⁾:

1. Weekday Evening Activities -

All Youth detainees attended their centres on Wednesday

(1) pg. 16

(2) pg. 15

(3) NOTE: See Appendix: METHODS

(4) But noting the questionnaire stressed that the warden "indicate and explain the ways the programme for that week is exceptional or irregular."

(5) Sample: 10 Youth Centres (6 are residential).

evening from between 2 to 4 hours.⁽¹⁾ (Average 2.7 hours).
The evening was largely taken up with one specific structured
activity from amongst: group discussions,⁽²⁾ films,⁽³⁾
guest speakers,⁽⁴⁾ debate⁽⁵⁾ and toymaking⁽⁶⁾.

Only one centre had a distinctly two part programme
with group discussions first and a guest speaker later.
Another centre undertook an alternative programme (toymaking/
discussion). Two wardens made reference to individual
counselling on a continuing basis.

Little time was devoted to games, chores and centre
maintenance.

Thus the evening was characterised by verbal communication
(including listening). A vast majority of activities were
structured.

SIDER
TACT:

In assessing for weekdays the quality and quantity of
detainee contact with the community (other than staff and the
work centre) an interesting picture emerges. No activities
involved leaving the Centre. Two centres indicated no
outside participants. One indicated six. Throughout the
Centres 16 persons (other than staff) were listed as
participating in the weekday activities. Of these all but

(1) See Diagrams - breakdown of hours

(2) 4 indicated (1 other listed for 10 mins)

(3) 1 indicated

(4) 5 indicated - Topics: Race Relations, Weather,
Feminism, Health.

(5) 1 indicated

(6) 1 indicated.

two⁽¹⁾ apparently attended the centres in the capacity of speaker, discussion leader, debater, or toymaker. (Four were sociology students; 3 probation officers; 2 medical students and one a policeman.)

It would seem to me that the following aspects arise:

- a) that the total number of participants is few;
- b) that they generally come singly, a few in small groups, but always well outnumbered by the detainee group they will interact with;
- c) that they come for a structured activity;
- d) that they normally come in the context of a role.

Each of these factors could filter detainee experiences by nature being limited and selective - being formal and presentation orientated.

2. Friday Evening Activities -

The three or four hours on Friday prior to bed in the 6 residential work centres were dominated, in all but one centre, by domestic chores and free time, and characterized by negligible outsider participation.

-
- (1) a) Both at same centre:
 - A visitor, a Community Worker, merely "joined" discussion.
 - A friend of a detainee "popped in to give a message".
 - b) 4 sociology students (Teachers College) who debated at one centre should perhaps be recognised as not confined to the capacity of 'debater', even though that was the sole activity that evening, as it is understood (from interview and the other days details) that they spent some days at the centre fully participating (as part of a practical placement) in centre activities.

The one exceptional centre "exercised" in a gymnasium for a couple of hours with six student "hosts" who subsequently entertained the detainees in their student social room for a further hour with coffee, pool and table tennis.

All but one of the remainder of these centres provided a discussion⁽¹⁾ or educational⁽¹⁾ activity of between a half to 2 hours. Within these 5 'remainder' centres only three outside 'contacts' were indicated. Two of these involved teachers⁽²⁾ and the other a short visit by a Minister. Otherwise chores, television⁽³⁾ and recreation⁽⁴⁾ were the order of the day.

Again the nature of contact is limited and selective.

(1) "Group discussion" for $\frac{1}{2}$ hour; "Group Counselling" for an hour; evening discussion and education programme for $1\frac{1}{4}$ hours.

One centre - 15-18 year old range - specified English and Geography lessons for 2 hours.

(2) At same centre.

(3) The television news compulsory in one Centre.

(4) Cards, 8 ball, reading listed.

3) Saturday Evening Activities.

Following dinner on Saturday evening the 6 residential centres generally settled down (except for kitchen clean-up tasks) to a period of 'freetime' of games or television.¹ This was interspersed for 1 to 2 hours in 4 of the 6 centres, with structured full-centre activities - group discussion,² or gymnasium recreation.³ (Reference was also made to continuing individual counselling⁴).

The evening was the prerogative of the staff and detainees. No 'outsider' called to present anything (other than a returned football player⁵). Two centres, while venturing out to gymnasium facilities, apparently did not involve others. Non-centre contact was limited fleeting limited apparently to that experienced while walking through the streets⁶ or riding to the facilities mentioned above.

4) Sunday Morning Activities.

Sunday morning is from the survey,⁷ the domain of domestic chores and, from observation, for detainees the hope of a speedy release. Progress to these ends was not 'interrupted' through any outsider participation.

¹ In one centre 4 detainees did a couple of hours of woodwork.

² "group discussion"; "group counselling".

³ In 2 centres: A Polytech. gym;
The Boystown facilities.

⁴ 2 Centres.

⁵ The only recorded visitor to a Centre was a football coach who "returned a player". Time: 5 minutes.

⁶ Indicated in survey.

⁷ Only one centre indicated anything other than items such as bed-making, tidying up, breakfast, dishes. That centre indicated a half hour free-time and continuing individual counselling.

5) Saturday Activities.

Analysis of the day-time activities (prior to dinner on Saturday) in the residential Youth Centres and all day (prior to dismissal¹) for non-residential Youth Centres shows an emphasis on the word 'work' in their titles.

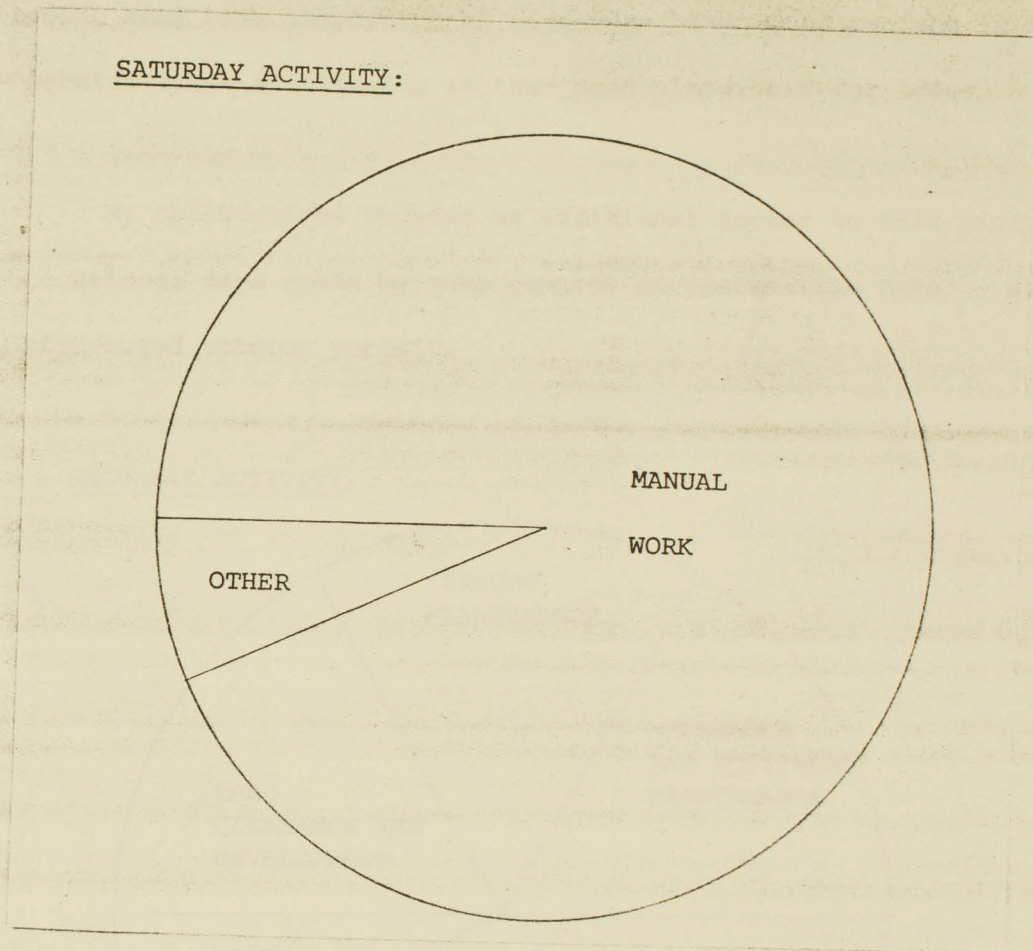


DIAGRAM 1: Manual Work and Other Activities.

'OTHER'

The 'OTHER' was half made up by one group of detainees walking to and from and travelling on a ferry. Though taking half a day this activity does not appear to have been specifically recreationally orientated as manual work was pursued at the end of the travels.

¹ Was not ignored as an activity despite being perhaps only 'travel to work'. (See Appendix : Methods).

The remainder was made up as follows: a) A detainee in one centre spending half the day playing soccer; b) One group at one centre, having completed their work task, spending the afternoon initially watching sport and then visiting the assistant warden's flat for cards, television and "talking with" his flatmates; c) In the same centre another group spent some time inspecting an adventure playground project in advance to working there and viewing another such playground for ideas.

My observations suggest an additional factor to this picture is occasional days spent by some centres on "Recreation Days" - usually a structured outdoor pursuit.

SATURDAY ACTIVITY:

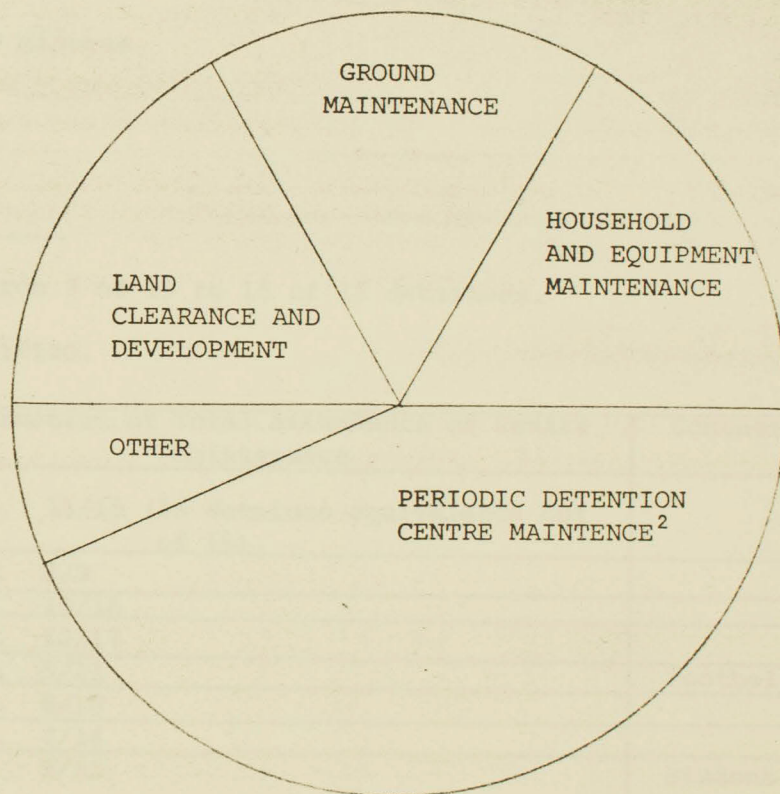


DIAGRAM 2: Components of Activities

¹ Data not disclosed with any accuracy.

² See Appendix : a) Method of Categorization ...
b) Method of Quantification ...

³ Kitchen Hands	11
Erect Glasshouse	2
Lay Blocks	2
Lawns, Gardening, Tidying,	
General, other	46
	<u>61</u>

WORK: The work was primarily of an unskilled nature. Besides one painting project and repairs in a Playcentre, tasks away from the centres were dominated by lawnmowing - scrub cutting type activities.

All but one centre involved detainees in centre maintenance.¹ If the one exceptional Centre is discounted just over half² the 'working day' was spent on Centre maintenance. Perhaps there is something in what one warden quoted to me (twice): "Charity begins at home - that's my theory".

OUTSIDER CONTACT' A striking correlation between being at the Centre and negligible outsider participation is once more demonstrated.³ Throughout the Centres the only indications of outsider contact with the 61 detainee equivalents⁴ was a student who spent the day at a centre and a football coach visiting for 10 minutes.

¹ From 3 of 13 to 15 of 15 detainees.

² 61/120.

³

Fraction of Total Attendance of Centre Maintenance	Contact Indicated at Centre
1. 15/15 (15 detainee equivalents out of 15).	NIL
2. 3/3	NIL
3. 10/16	NIL
4. 10/17	NIL
5. 5/11	Football Coach : 10 mins
6. 8/18	NIL
7. 4/14	NIL
8. 3/13	Student worked with detainees for the day.
9. 3/13	NIL
10. NIL/30	-

⁴ See Appendix : Method of Quantification ...

Outsider participation, while increased when detainees¹ went about their work away from the centres, was not substantial:

Table 1:

DETAINEE CONTACTS INDICATED WITH PERSONS OTHER THAN STAFF OF WORK CENTRES DURING SATURDAY

Nature of Contact ²	Duration or Clarification of Contact	Number of Such Contacts	
A. <u>Fleeting:</u>	i) Being observed - spoke briefly	1	
	ii) Ex-detainee (spoke to warden only)	1	
	iii) Continual but fleeting contact with I.H.C. children	10	
	iv) Shopkeepers serving detainees	4	
	v) Spectators at sport infrequently chatted to detainees	?	
	vi) General public on public ferry journey	?	
B. A 'chat'	a) Over morning/ afternoon tea	i) 5 minutes and under	3
		ii) 10 minutes	6
	b) Over lunch	i) 10 minutes	4
		ii) 30 minutes	1
	c) Other times	i) 5 minutes and under	1
		ii) 10 minutes	3
		iii) 15 minutes	2
		iv) 1-2 hours	2* ³
	C. <u>Supervisory and Instructional</u>	i) 5 minutes and under	1
		ii) 10 minutes	1
		iii) 15 minutes	1
		iv) 30 minutes	1
v) 45 minutes		1*	
vi) ½ day		2*	
vii) ¾ day		1*	
D. <u>Working Alongside</u>	i) 15 minutes	1	
	ii) 2 hours	1*	
	iii) ½ day	3*	
	iv) ¾ day	3*	
	v) 1 day	11*	

¹ 89 detainee equivalents.

² Categories devised through my interpretation of the replies. See Appendix : METHODS

³ * Where more than 30 minutes.

Amongst the contact types of longer duration, - where less allowance need be made for neglect to enter details in response to the questionnaire - a pattern of detainees seldom being supervised or instructed by outsiders emerges. Working alongside detainees was more common, but it need be noted in this context that only two centres¹ (themselves containing 83% of all such contacts) indicated any outside person working alongside for more than half a day. Only 4 centres in total indicated working alongside participation.

With such a limited sample of contacts one is weary of making too many generalizations, but if contacts of 10 minutes or less be excluded, very few persons involved with the detainees fell outside the capacities of: i) Staff of the Establishments being worked at²
ii) Members of the Organisations being assisted³ or
iii) Occupants of the home being worked at.^{4 5}
(Those in the homes were listed as elderly or handicapped.⁶)

FOR WHOM
AND
WHERE
WORK

Once outside the Centres a diverse array of places of work was indicated with concentration upon the aged and handicapped or public works. Of the 20 projects (excluding Centre projects)⁷ on the day of the survey 6 involved work at private residents. (But note only 7% of total detainee man day equivalents are involved in work at private residences.)

¹ 7 at one centre; 6 at another.

² 12 recorded.

³ 11 recorded (Note: No 'Service Clubs' represented on the day in question).

⁴ 4 recorded.

⁵ Others involved:

- A neighbour who helped detainees gardening.
- Hockey player friend of assistant warden who chatted to detainees.
- Assistant wardens flatmates who chatted to detainees.
- 4 Students who were on a practical placement from Teachers College.
- 2 Neighbourhood boys chatted (15 mins).

⁶ See "For whom and where".

⁷ See complete list below.

Table 2:

FOR WHOM AND WHERE WORK¹

Crown and Local Authority Work:

Centre Maintenance
Police Station
Post Office
Schools
Council Reserve
Maritime Park
Hospital

Voluntary Social Services Work: (Organisations and Institutions)

Old People's Home
I.H.C. Workshop
I.H.C. Children's Home
Hospital and Orphanage
Playcentre
C.O.R.S.O.
Church
Local Theatre
Local Farmer Field Day

Private Home

Solo parent (invalid)
Elderly widow
Multiple Sclerous Victim
Old couple
Old Pensioner
Elderly Spinster

SUMMARY:

Saturday Activities data summary:

- i) Generally detainees were unassisted by any others in activities and work projects.
- ii) Unskilled manual work project dominated.
- iii) A large proportion of time is spent at the Centres and generally has negligible outsider participation.
- iv) When away from the Centre the number of 'contacts' is low.

¹ Those indicated in survey.

- v) When away from the Centre the work relationships dominate and appear to be the medium of most contact.
- vi) Contacts are generally limited to people in roles associated with the work to be done.
- vii) Generally detainees worked supervised by their staff. (Some worked unsupervised). Seldom do others supervise.¹

WIDE RANGE CENTRES:

- 1) Weekday Evening Activities (including Friday).

If attendance was required at all it was commonly for 2 hours, but outside this feature a variety of practices was evident:

- a) Four centres did not require any weekday evening attendance. In one of these instances, at least, the explanation was the considerable inconvenience such attendance would involve because of the great distances some detainees would have to travel.²

¹ This observation is further supported by that when Wardens were asked: "... what role would you prefer that members of the community took when working with detainees:

purely supervising
 supervising and minimally
 participating in the activity
 equally participating and
 supervising
 minimally supervising and
 participating
 participating on an equal
 footing with detainees

responses centered around participation on an equal footing with detainees as against a supervisory relationship.

² At least two centres which did have weekday evening programmes excused people on this ground. At one Youth Centre some detainees have travelled up to 40 miles to attend weekday programmes.

- b) At one centre differing groups of detainees attend on alternate Wednesday nights. The basis of the distinction was age. Those under 21 attending to hear guest speakers one week and those over 21 attending the other for "discussion with the Warden".
- c) Two other centres indicated their operation was limited to one night a week¹ with everyone attending. Films, speakers and discussion were the activities listed.
- d) Three centres indicated a diversity in weekday programmes distinguished generally on the basis of age.

Centre A	Wednesday	"Lectures" : 16-20 year olds
	Friday	Manual Work; "Maturer .. through their own preference are directed to manual work (furniture repairs, etc.)"
Centre B	Wednesday	Guest speaker; all detainees attend.
	Thursday	"Educational programme"; "Older men (above 40) aren't expected to attend".
Centre C	Tuesday	Physical Education; compulsory for youths.
	Wednesday (sometimes)	Speakers, Films, Instruction; all detainees attend.

¹ Wednesday or Thursday at one Friday at other.

- e) One centre distinguished between detainees on the basis of their own choice. Attendance could be either on Monday or Wednesday evenings. The former evening involved "Maori Culture" and the latter "Visiting Speakers, First Aid Courses, and once a month a cleanup".

- f) The two smallest centres involved a two night weekday programme. One guided by outside speakers on the Wednesday and Centre maintenance on the Friday. At the other a mixture of these activities was present on both nights.

SUMMARY:

Overall pattern:

- i) Diversity of procedures.
- ii) Frequency of attendance required appears dependent upon the interlinked variables -
 - a) Size of Centre: (Larger Centres more likely to be less frequent).
 - b) Age distinction: (Under 21 more likely to be required to attend).
(Largest Centres more likely to require only younger detainees to attend).
 - c) Distance detainee resides from Centre.

Speakers, Films, Cultural Activity, Discussion and some manual work were indicated as activities, with the particular week surveyed being dominated, probably per chance, by First Aid Courses. Only one programme involved leaving the Centre. Two centres indicated individual detainees¹ attended Technical Courses in lieu of periodic detention.

¹ 3 in total recorded.

OUTSIDER

Generally outsider community participation on weekdays followed 'CONTACT': similar lines to that of the Youth Centres with the number of participants being few and generally coming singly in the context of a role for a structured activity.

Two notable exceptions from this pattern need be recorded. In one centre the detainees were outnumbered 3 : 1 by members of the Maori Culture evening and another centre encouraged the full involvement of detainees friends in physical education activity. The Warden stated:

"A detainee can if he wishes bring along a friend and can also keep attending for as long after he terminates as he wishes."

2) Women's Centre

While not wishing to separate this Wide Range centre out¹ on sexist grounds one aspect of special and particular note² This is the orientation towards "each girl having an individual programme". The originators of the scheme felt³ that individual work better suits women. I suggest some reflection is needed into whether it better suits men as well. Though several centres, probably most, have incidents of unsupervised individual tasks they are certainly not the basic orientation.

(The Women's Centre has been included up until now but is not included from here on).

¹ It has been included above unless specifically noted as excluded.

² The below information is gleaned from public newspaper and magazine articles and a radio broadcast, thus identification was thought reasonable.

³ The New Zealand Women's Weekly, April 21, 1975.

3) Saturday Activities.

All Wide Range Centres for men¹ devote almost there entire Saturday Activities to manual work.

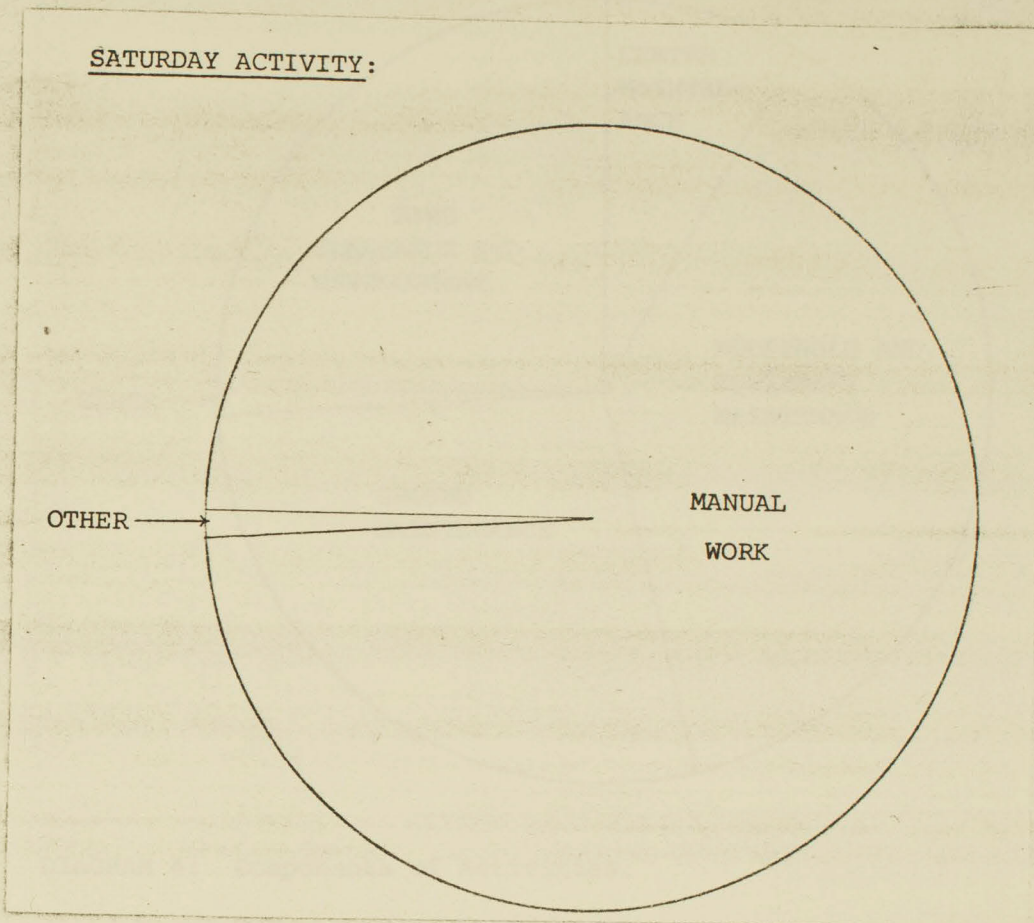


DIAGRAM 3: Manual Work and Other Activities.

OTHER: The 'OTHER' was contributed by a group in one Centre who spent the afternoon in "Group Discussion". All other groups in that centre spent from 15-30 minutes in group discussion at days end.

¹ The below calculations include all 12 Wide Range (men) centres. Wide Range Womens Centre is not included. Thanks to the patience and detailed considerations of all Wide Range Wardens this section can be relied on fairly confidently.

¹
SATURDAY ACTIVITY:

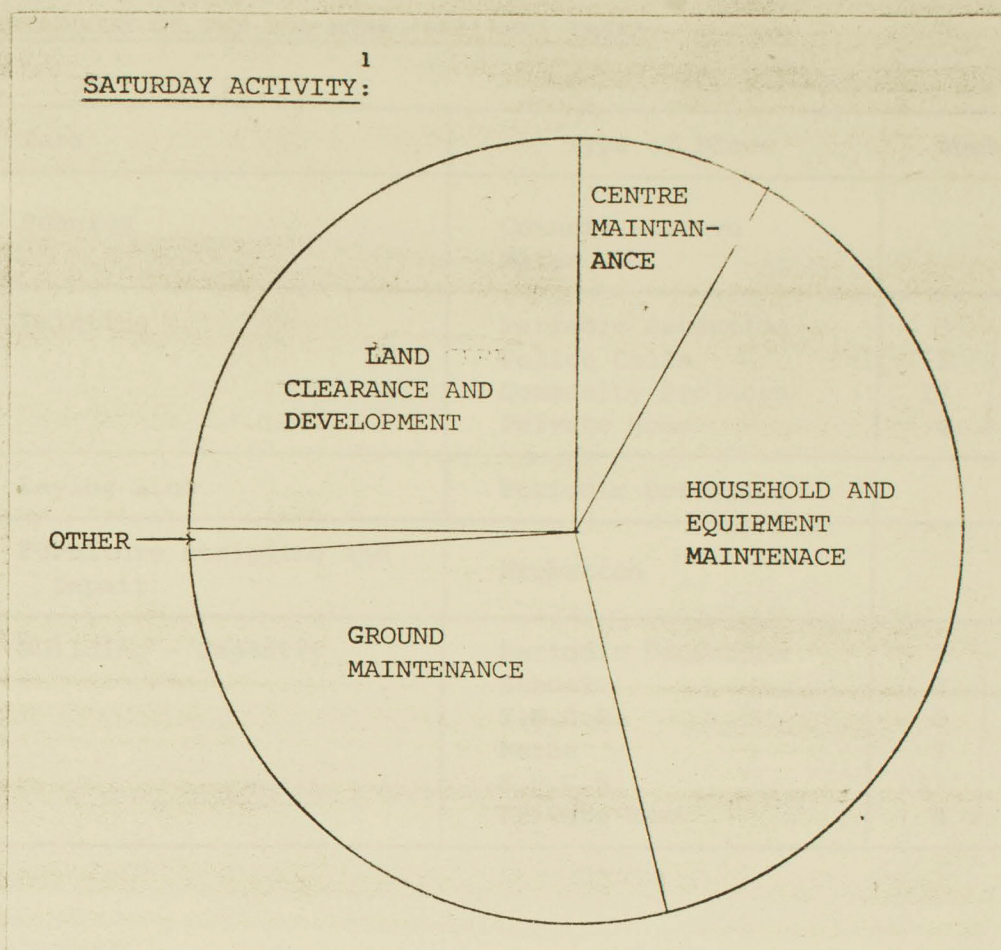


DIAGRAM 4: Components of Activities.

WORK: The work was primarily of an unskilled nature. Generally it appeared to require neither imagination nor responsibility.

¹ Total sample 408 man day equivalent.

As an example of inherent degree of inaccuracy the below is detailed:

458 detainees were indicated at roll calls, but only 408 man days were indicated in work projects. This is partially explained as 12 detainees had no job type indicated and therefore couldn't be included. The others are probably due to a failure to record all projects and/or all detainees at projects. (In one Centre 18 detainees were unaccounted for).

Table 3:

1

BREAKDOWN OF THE 20% MORE 'SKILLED' TASKS:

Task	Type of Place	Number (out of 408)
Fencing	Council Reserve Marae	15
Painting	Periodic Detention	3
	Police Cells	5
	Community Projects	17
	Private Home	4
		} 29
Laying Lino	Periodic Detention	2
Furniture stripping and repair	Probation	3
Building - Capentry	Periodic Detention	3
	School	3
	Y.M.C.A.	6
	Marae	7
	S.P.C.A.	11
	Private Home	4
		} 34

All other tasks (i.e. 80%) involved fall within one of: - Scrub Cleaning; Firewood or Coal bagging and delivery; Concreting.

Overwhelmingly 'community contact' was limited to:

- 1) a structured work project contact (supervision/working with/talking).
- 2) morning/afternoon tea/lunch (provision of these and a 'chat').

The only exceptions were those of being merely 'observed'; being served at a shop; a short game of pool an off-duty policeman played with detainees; and detainees assisting a stuck car.

¹ Fully acknowledging such definition is rather arbitrary.

As noted earlier no contact was introduced on a recreation or speaker basis during the Saturday.

Table 4:

DETAINEE CONTACTS INDICATED WITH PERSONS OTHER THAN STAFF OF WORK CENTRES
DURING SATURDAY

Nature of Contact	Duration of Clarification of Contact	Number of Such Contacts
A. <u>Fleeting</u>	i) Being observed - general public	500 +
	- nearby labourers	5
	ii) Greetings as pass-by	4
	iii) Bought smoko (no 'chat')	4
B. <u>A 'chat'</u>	a) Over morning/afternoon tea/over lunch	
	i) 5 minutes and under	14
	ii) 10 minutes	2
	iii) 15 minutes	50
	iv) 30 minutes	3
	v) 45 minutes	4* ¹
	b) Other times	
	i) 5 minutes and under	4
	ii) 10 minutes	3
	iii) 15 minutes	1
iv) 20 minutes	1	
C. <u>Supervisory and Instructional</u>	i) 5 minutes and under	3
	ii) 10 minutes	6
	iii) 15 minutes	4
	iv) 30 minutes	4
	v) 45 minutes	1*
	vi) ½ day	2*
	vii) ¾ day	1*
	viii) 1 day	4*
D. <u>Working Alongside</u>	a) Operated equipment	
	i) 30 minutes	1
	ii) 45 minutes	1*
	iii) ½ day	1*
	vi) ¾ day	1*
	vii) 1 day	2*
	b) <u>Work Alongside</u>	
	i) ¼ day	4*
	ii) ¾ day	15*
	iii) 1 day	46*

¹ Where more than 30 minutes.

Four Centres appear to make it the practice for detainees to return to their Centres for lunch. One result of this is the minimizing of outside contact.

Concentrating on the contacts of longer duration - in an anticipation they will have been more generally recorded - it can be noted that, similarly to the Youth Centres, a supervision function is seldom resided in an outsider. The primary nature of community participation is (besides 'chats' over refreshments) a 'working alongside one'. Looking more into this aspect (and remembering we are dealing with 408 detainee equivalents)¹ it need be noted that:

Of the 46 people who worked alongside all day all but 3 came from 2 (or the 12 Centres²

One other centre accounted for 12 of the other persons included under working alongside. Thus generally even this type of contact was limited to exceptional centres.

¹ See Appendix : METHODS.

² 33 at one centre; 9 the other centre.

Table 5:

CAPACITY IN WHICH CONTACT WITH DETAINEE IS HAD BY OUTSIDER

Capacity ¹	Contacts
A. <u>General public:</u> (excluding 'observers') <ul style="list-style-type: none"> i) <u>Passers-by</u> (1 minute) ii) <u>Children</u> passing-by iii) <u>Neighbour</u> chatted (1 minute) iv) <u>Driver</u> of broken down car was helped (10 minutes) v) <u>Visitor</u> to house helped detainees (10 minutes) vi) <u>Neighbour</u> worked alongside (2 hours) vii) 2 <u>Shopkeepers</u> served detainees viii) <u>Neighbour</u> brought morning and afternoon tea ix) <u>Neighbour</u> removed rubbish with own trailer x) <u>Visitor</u> to house shared afternoon tea. 	11
B. <u>Householders:</u>	21 + several ²
C. <u>Residents of Institutions:</u>	several ²
D. <u>Organisation Members:</u> <ul style="list-style-type: none"> i) Committee Members and family ii) Marae members iii) Service Clubs Other Voluntary Helpers	16 } 22 } 57 19 } 11
E. <u>Staff:</u> e.g. Institution staff and Parks and Reserves staff attached to the project. <ul style="list-style-type: none"> i) The 'Boss': (i.e. Director, Manager Foreman, Matron, Warden) ii) General Staff: 	12 } 30 } 42
F. Policeman	3
Probation Officer	4

¹ - N.B. The above total of capacities is not similar to that of total number of contacts. This is because if a person had for e.g. morning and afternoon tea of 15 mins each time it was recorded as 2 x 15 minutes.

- "Capacity in which they have contact with detainees" (Quote questionnaire).

² The word 'several' was used in one instance rather than indicating a number.

This above is given as some overall picture. Being limited to one day and with the inherent problems in the research method generalizations are probably of limited value. Be that as it may if one 'exceptional' centre¹ be excluded a pattern is evident among the remainder that detainees generally have contact primarily with staff of institutions or residents of homes at which they work. Only 3 Centres (other than the 'exceptional') indicated that any of their groups of detainees worked with groups of voluntary organisation² personnel.

GANISE
CONTACT: Generally it does not appear that wardens organise their programmes so that additional contacts - even highly selected contacts - are encouraged.³ Generally it appears that community participation is not specifically organised. Perhaps an argument contrary to this is suggested in the large number of private home projects (with there inherent contact factor with the residents). Though a third⁴ of the projects do involve private residences only 17% of the detainee equivalents were involved in such jobs.

As constantly noted generalizations are impregnated with exceptions. The above are no different:

- one small centre organises its programme so that most detainees are in limited groups of 1 to 3 and unsupervised (by the Warden or assistant). Outsiders are nearly always involved as workers, or conversational adjuncts.

¹ Involving: Committee Members 10
Marae members 22
Voluntary Helpers 11

² e.g. Jaycees,
Lions,
School Committees
'Volunteers'

³ Though this may be the case, when asked (in questionnaire) Wardens generally indicate a willingness to organise to include others (score .37).

⁴ 23/73.

-- one large centre also clearly organised contact. On the day of the survey it was involved in

- : A Marae project - 22 non-detainee helpers and a common hangi for lunch were involved.
- : A School project - 10 Committee members helping.
- : Another community project - with a Committee and team of children helping.
- : A Police vehicle cleaning task with a policeman assisting.
- : And a project helping, and being assisted throughout by, a paraplegic and his wife.

FOR WHOM As with youth a great variety of projects was indicated emphasising
AND WHERE public works and the aged and handicapped.

WORK:

Table 6:

FOR WHOM AND WHERE WORK¹

Crown and Local Authority Work:

Centre Maintenance
Police (e.g. Cells, wash vehicles, clean up)
Probation Office
Probation Hostel
Army Hall
Scenic Reserve (Lands and Survey)
State House (e.g. solo parent)
Wild Life Sanctuary
Plantation
Parks and Reserves
Museum
Airport
School

¹ Those indicated in survey.

Table 6: (Cont'd)

Voluntary Social Services Work:
(Organisations and Institutions)

Children's Home
Birthright
I.H.C. Hostel
Home for Aged
Residential Nursery
Disabled Riding School
Crippled Children Society
Y.M.C.A.
S.P.C.A.
Jaycees - Swimming Complex
Lions - Bagging Coal
Ambassadors for Christ Project
Arts and Crafts Centre
Marae
Church hall

Private Home:

Man with stroke
Solo parent
Widows house
Paraplegics house
Polio victim
Senior citizens homes - varying degrees of handicap.

ADULT CENTRES:

1) Weekday Evening Activities

Only two of the six Adult Centres¹ for which information is available have periods of attendance outside the nine hours on a Saturday.² These periods in both centres are entirely dedicated to centre maintenance or work projects similar to those of Saturdays. No non-work orientated activities form part of the Adult scheme.

¹ There are 7 in total.

² See Diagrams : hours.

2) Saturday Activities.

At the outset it is necessary to stress the risks taking much significance out of a sample limited to 5 centres and one Saturday - as¹ is the case here.

The day was devoted entirely to manual work.

SATURDAY ACTIVITY:

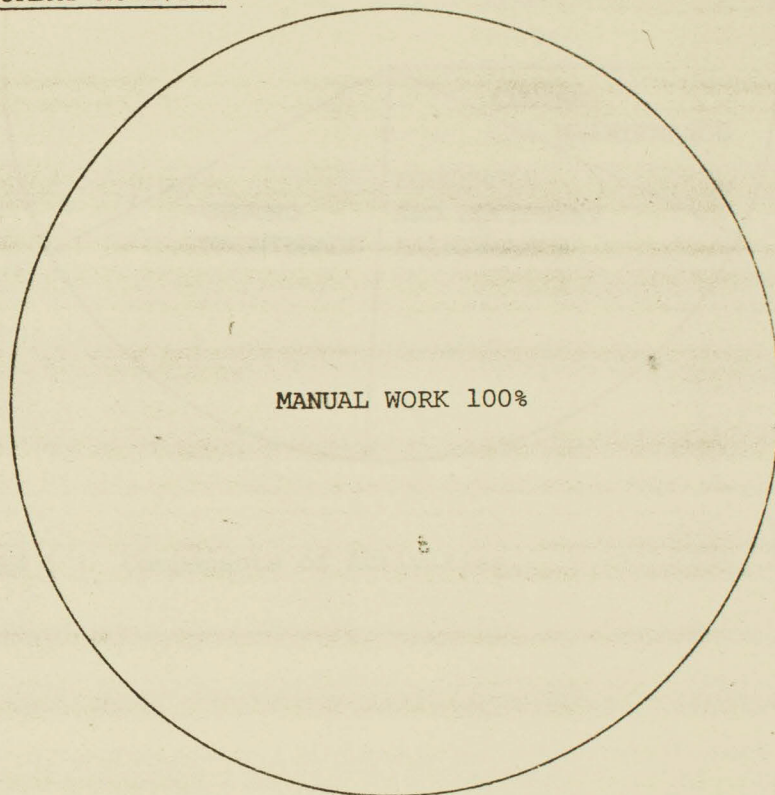


DIAGRAM 5: Manual Work and Other Activities.

¹ One Adult no reply at all.
One failed to complete this section.
One gave random sample of 5 out of 11 groups.

¹
SATURDAY ACTIVITY:

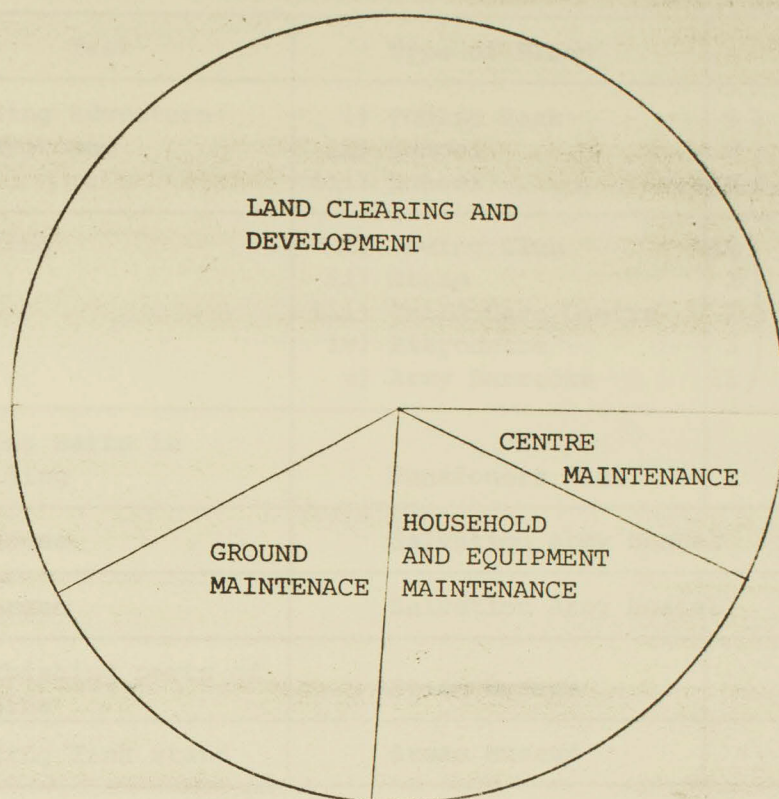


DIAGRAM 6 : Components of Activities.

As with the other types of centres the work was primarily of an unskilled manual nature.

¹ Total sample 221 man days equivalent.
Land Clearing and Development heavily influenced by 20% of total in one Centre doing tree planting in a State Forest.

Table 7:

1
BREAKDOWN OF THE 20% MORE 'SKILLED' TASKS:

Task	Type of Place	Number
Building Adventure Playground	i) Public Park	6
	ii) School	8
	iii) School	8
		22
Painting	i) Rowing Club	10
	ii) Steam	2
	iii) Child Care Centre	2
	iv) Playcentre	3
	v) Army Barracks	11
		29
Putting Batts in Ceiling	Pensioners Flat	1/2
Cookhouse	Salvation Army Hostel	1
Boilerman	Salvation Army Hostel	1
Refurbishing parts of Engine	Steam Museum	1
Building Tank stand	Steam Museum	1

All other (76%) tasks fall generally within one of: Scrubcutting
 - clearing type; Gardening; Demolition; Concreting.

Some hint of more use of individual skills and initiative is perhaps
 evident, but extreme caution with this suggestion is required because of -

¹ Actually 24%.

: the limited sample.

: 'Adventure Playground'¹, building is difficult to categorize.

It can involve considerable individual skills and initiative or be a menial manual task. Reference to the day in question actually reveals 8 of the 22 detainees were breaking concrete 6 others actually scrub cutting and step building, with the remaining 8 tasks not specified.

Table 8:

(NOTE : LIMITED SAMPLE)²

DETAINEE CONTACTS INDICATED WITH PERSONS OTHER THAN STAFF OF WORK

CENTRES DURING SATURDAY

Nature of Contact	Duration of Clarification of Contact	Number of Such Contacts
A. <u>Fleeting</u>	i) Observed - general public ii) Greetings as pass-by	3 1
B. <u>A 'chat'</u>		
a) Over morning/ afternoon tea	10 - 20 minutes	16 + several
b) Lunch	none referred to	
c) Other times	i) 5 - 10 minutes ii) 11 - 30 minutes	3 7
C. <u>Supervisory or Institutional</u>	i) 10 - 30 minutes ii) 1 day	3 ³ 4*
D. <u>Worked Alongside</u>	i) 30 minutes ii) 1/4 day iii) 1/2 day iv) 3/4 day v) 1 day	5 3* 9* 1* 14*

¹ None indicated in Wide Range

² Also Adults replies were generally observed to be less detailed than the others.

³ Where more than 30 minutes.

OUTSIDER

No striking divergence in community participation from that of

'CONTACT': Wide Range centres is noticed. (In fact if the total numbers of 'working alongside' contacts is taken as a percentage of total number of detainees attending the Adult and Wide Range Centres the figure is the same).¹

Table 9:

CAPACITY IN WHICH CONTACT WITH DETAINEE IS HAD BY OUTSIDER

Capacity	Contacts
A. <u>General public</u> (excluding 'observers') i) Passers-by ii) Ex-detainee iii) Child of detainee iv) Neighbour made tea	5
B. Householders	11 ² + several
C. Residents of Institutions	1
D. <u>Organisation Members</u> i) Head of Club or Committee ii) Club Member iii) Committee Members iv) Service Club v) Church	4 8 27 4 1 44
E. <u>Staff</u> ³ i) The 'Boss' ii) General Staff	7 10 17
F. Probation Officer	1

¹ 15%

² All from one Centre; 6 detainees involved.

³ See Table 5 for details of what is included.

The greater proportion of tasks devoted in Wide Range Centre to 'Household and Equipment Maintenance' and 'Ground Maintenance' suggests less detainees working at private residences in Adult Centres. This is in fact borne out as only one of the five centres referred to any such tasks.¹ It also helps explain reduced Adult 'Chat' contact. The sheer organisation of such private home projects is immense as large groups are not appropriate for such tasks. (As was indicated in both Youth and Wide Range where the number of such projects was fairly numerous but involved a small percentage of detainees). Adult Centres which are generally even larger (in numbers) have even less such tasks. This does mean the community contact is more limited - certainly in the important householder sphere.²

On the day surveyed Adult Centres revealed a greater emphasis in contact with organisation members. (Partial explanation is seen through the heavy weighting by one large Committee figure). More³ school projects were involved. Interestingly, as with Youth and Wide Range Centres service clubs were seldom mentioned as participators. (Youth 0; Wide Range 2; Adult 1).⁴

¹ 7 man days involved. (About 3% of Adult man days).

² Is some indication in the figures the contact actually shifts to be increased with Organisation members (44 Adult, 57 Wide Range).

³ 4 as against 2 for Wide Range.

⁴ This was borne out in interview where such groups were often suggested to be "not hard working enough" or "toffee-nosed".

Table 10:

FOR WHOM AND WHERE WORK¹

Crown and Local Authority Work:

Centre Maintenance

Army
Ministry of Transport
State Forest
Council Reserve
Park
Rowing Club
Schools

Voluntary Social Services Work:
(Organisations and Institutions)

Salvation Army Hostel
R.S.A. Veterans Home
Old Peoples Home
Child Care Centre
Y.M.C.A.
Steam Incorp.
Historical Society
St. Vincent du Paul
Transport Museum
Church
Play Centre

Private Home:

Pensioners

¹ Those indicated in survey.

CONCLUSION

Given an operational framework which resides in the community and is potentially flexible the possibilities for period detention centres to exploit the concept of community involvement are vast. The flexibility is limited as to places of work and the need for tasks unthreatening to regular employees.¹ These need not be major limitations.

In practice in the periodic detention sentence the elusive dimensions of community participation are various. They range through:

- i) The conceptual significance of the 'institution' being in the community.
- ii) The fact that the 'institution' by its very nature permits the continuation of normal community participation (for detainees and staff) during substantial period of the week.
- iii) The setting of the facilities being in the community.
- iv) Staffing possibilities: Community contact is made partly directly and indirectly through staff. Assistant wardens being part-time can bring to relationships with detainees a variety of job, family and life experiences, as distinct from, for instance, penal institution staff, where the institutional environment dominates.
- v) The detainee - detainee contact. Detainees come from a range of different age and background experiences.
- vi) Location of Activities: Being located in the general community a broad array of personnel and material facilities are available. Possibilities for usual or expanded activity are therefore immense.

¹ See "The Operational Framework".

vii) The possibilities of involvement through Activity: Almost limitless kinds of activities are possible through being in the general community.

carry on.

↳ Within this a pattern of emphasis on unskilled manual work has the possibility for involvement of others - being a non-threatening, common medium for communication. Though work is of itself a form of contact great emphasis on the action and efficiency of such work can, on the other hand, reduce the possibilities of participation of others.

Throughout this paper certain themes became prominent. At a conceptual level community participation is a strong theme. The Advisory Committees are the link in the development of this level. A similarly strong influence is the staff who are firmly based in the community as people.

Participation of people other than staff is a limited factor in the scheme. When such participation does occur its aspects have normally been preordained by the activity structure. Activities (weekday or weekend) or an outsiders relationship to the activity are the basis of the involvement. These factors limit the scope of the detainee - community relationships.

In practice work activity appears to be dominant with interaction being subordinate. The vast number of work projects isolated from other persons and the minimal numbers of detainees involved in tasks at private residences (an area of high participation risk) only need be noted.

'contaminated' by community participation and on the other hand
the detainees being 'reformed', 'rehabilitated', 'accepted', and
'educated' through a variety of community experiences then become
the basic dilemma.

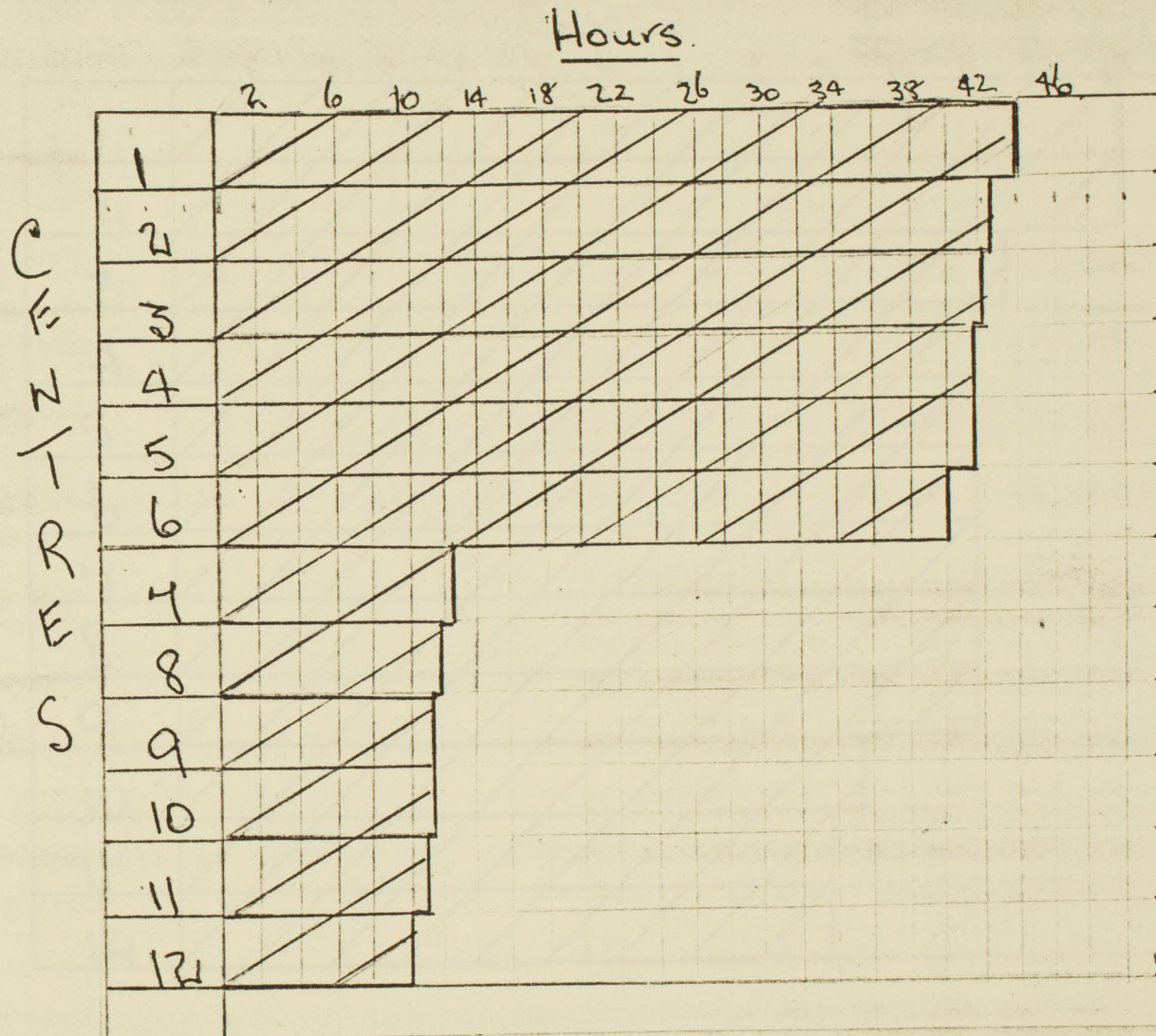
APPENDIX : A.T. JOHNS

"PERIODIC DETENTION IN THE
COMMUNITY"

DIAGRAMS

YOUTH CENTRES

HOURS OF ATTENDANCE PER WEEK*

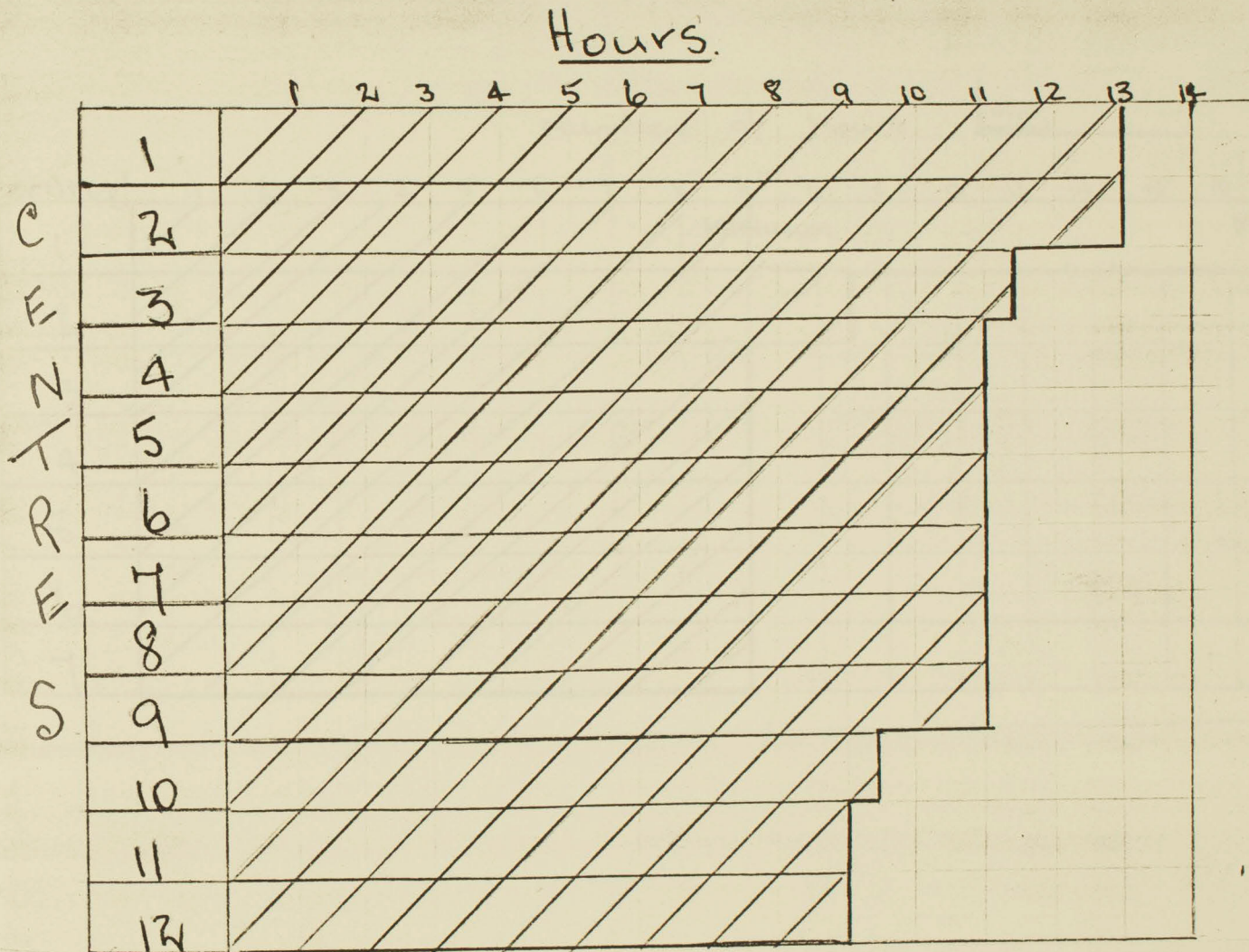


* Usual hours of Centre per week.

If Centre was non-residential for week 23 June to 29 June the reduced hours are recorded.

WIDE RANGE

HOURS OF ATTENDANCE PER WEEK



YOUTH CENTRES

COMPONENT PERIODS OF ATTENDANCE

In Hours

	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
C			4		5	24	11
E			2½		5½	24	10½
N			2		5	24	11
T			2½		5	24	10
R			2½		5	24	10
E			2		5	24	9
S			3½			9	
			3			9	
			3½			8	
			3½			8	
			2			9	
			2			8	

Wide Range

Component periods of attendance

Hours.

Wks.	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
1			2		2	9	
2			2		2	9	
3	2 1/2 or wed		2 1/2 or Mon			9	
4		2				9	
5			2 or 2			9	
6			2			9	
7			2			9	
8					1 1/2 - 2	9	
9			2 or 2		1 new detainee only	9	2 new detainees only
10						9 1/2	
11						9	
12						9	
13						9	

Adult Centres

Component periods of attendance.

Hours

Centres	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
1 ①			4		4	9	
2					2 1/2	9	
3						9	
4						9	
5						9	
6						9	
7						9	

① possible maximum.

Youth Centres

Individual penalties may involve:
(in hours)

	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
1							4
2	2			2			3 ³ / ₄
3							4
4							1
5	1 or 2	1 or 2	1 or 2	1 or 2	1 or 2	1 or 2	1 or 2
6		4					2
7	2 ¹ / ₂ or Fri				2 ¹ / ₂ or Mon		
8	4	4		4	4		
9	1-3						
10	1-3						
11	- UNKNOWN -						
12					3		

Wide Range

Individual penalties may involve:- in hours.

Centres	<u>Hours</u>						
	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
1	2		2				
2		FLEXIBLE					
3	2 hrs wkd		2 1/2 or Mon				
4					3		
5	Any	Weekday	excluding	Friday	2-4 hrs		
6					2		
7					2		
8			2-3				
9							2
10					4		
11			2		2		
12						9	
13		2-3					

Adult Centres

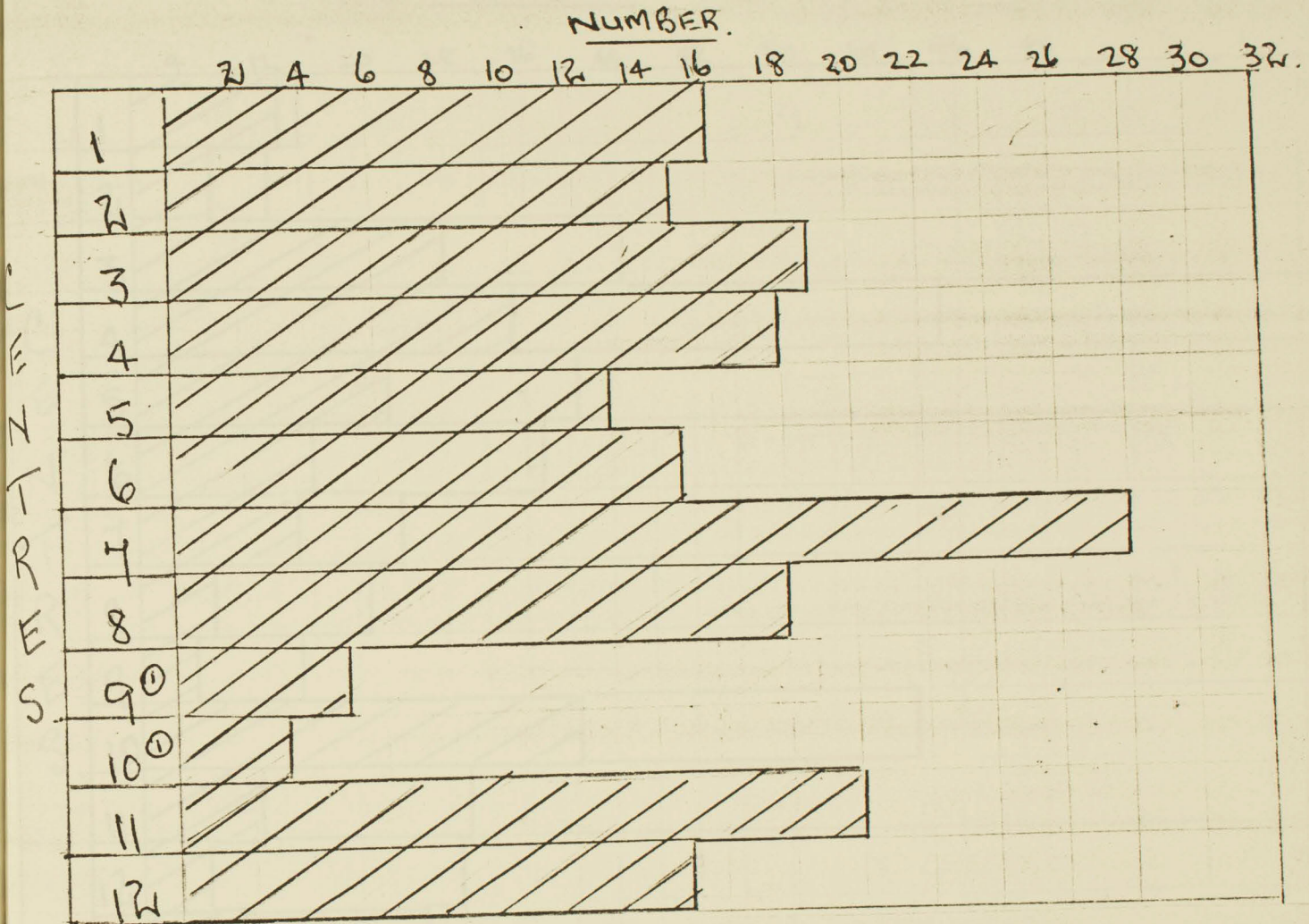
Individual penalties may involve in hours.

Hours

Centres	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
1					4 and keep back Sat		
2			4				
3					4		
4	UNKNOWN						
5			4				
6			2 1/2		2 1/2		
7			4				
8							

YOUTH CENTRES

NUMBER OF DETAINEES IN ATTENDANCE*



* i.e. Number of detainees who actually presented themselves at centres.

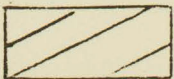
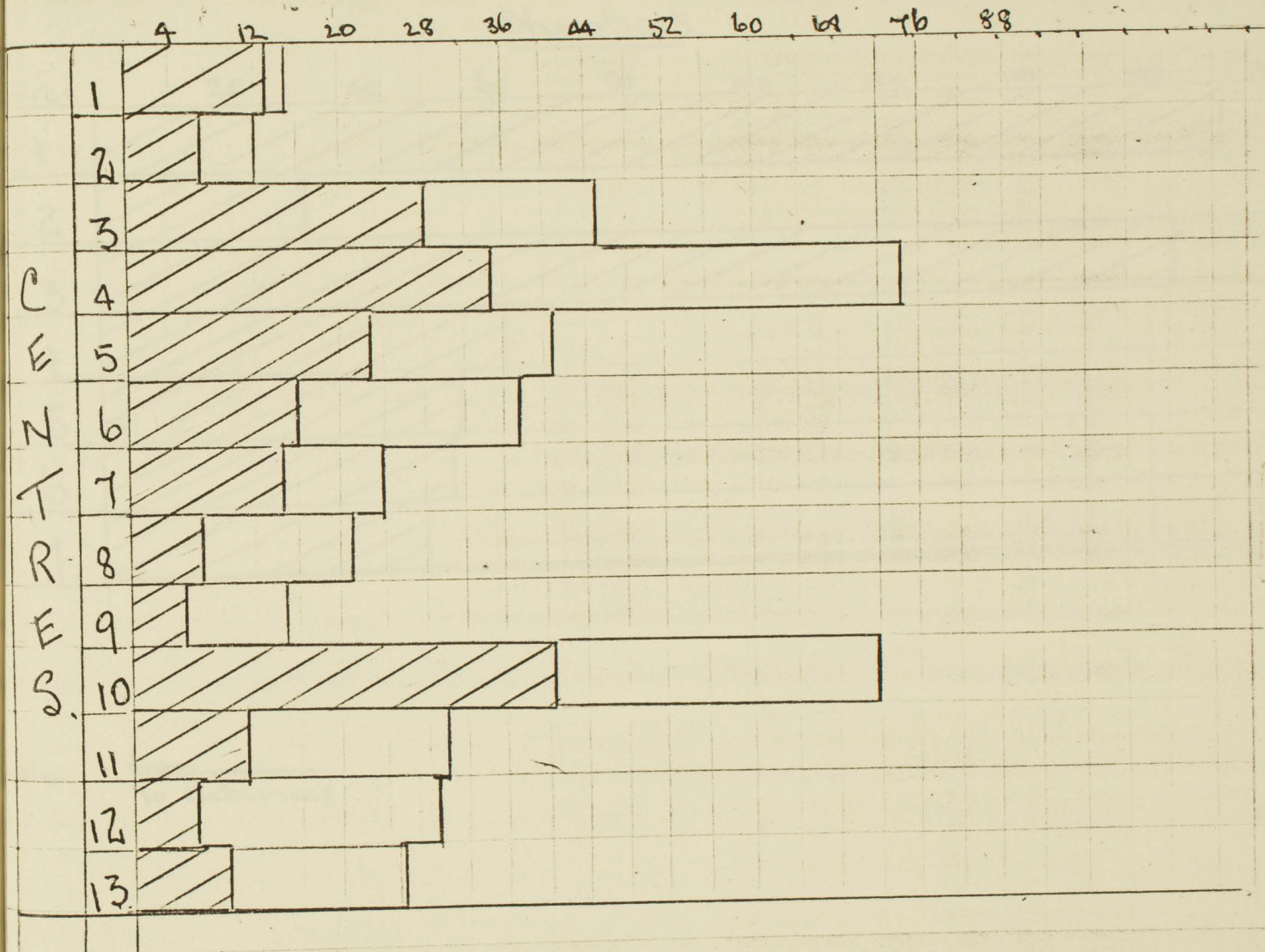
Calculation:- Numbers of detainees attending on February 1st, March 1st, April 5th, May 3rd and June 7th were averaged for each centre (except 9 and 10).

Note:- ¹ 9 and 10 represent the number attending on June 28th (Averaging on one instance would have been misleading, the other was not opened until June 7th).

WIDE RANGE CENTRES

NUMBER OF DETAINEES IN ATTENDANCE*
AND PROPORTION UNDER 21 YEARS

Number.



NUMBER UNDER 21 YEARS

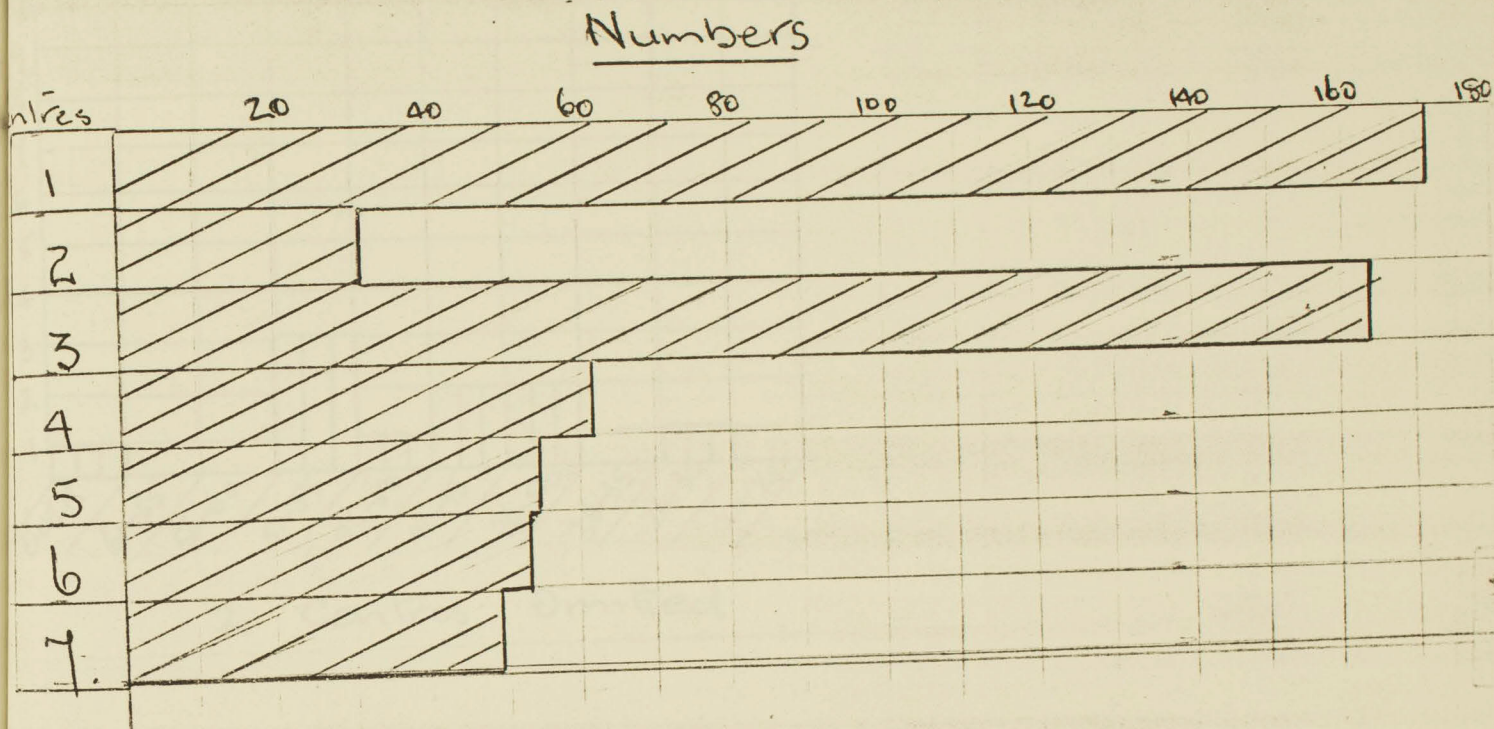
* i.e. Number of detainees who actually presented themselves at centres.

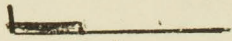
Calculation:- Numbers of detainees attending on February 1st, March 1st, April 5th, May 3rd and June 7th were averaged for each centre.

Note:- one centre was new and building up to full strength. The last total (not average) is recorded.

ADULT CENTRES

NUMBER OF DETAINEES IN ATTENDANCE



Scale  10 detainees

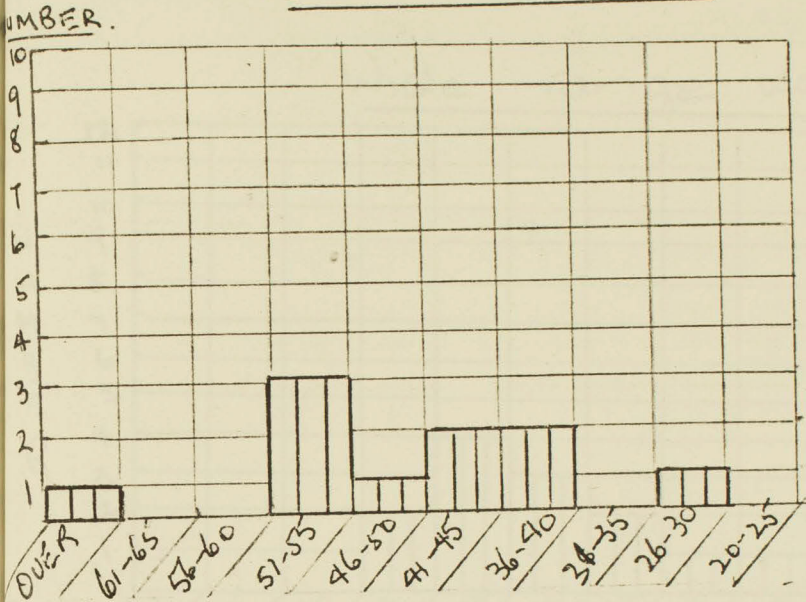
1. Lower recorded single day figure of attendance at Adult Centre 27.
Highest recorded single day figure of attendance at Adult Centre 186.
2. 3 Centres recorded community workers under 21 years old.

THE OPERATORS

WARDENS (and Acting Wardens)

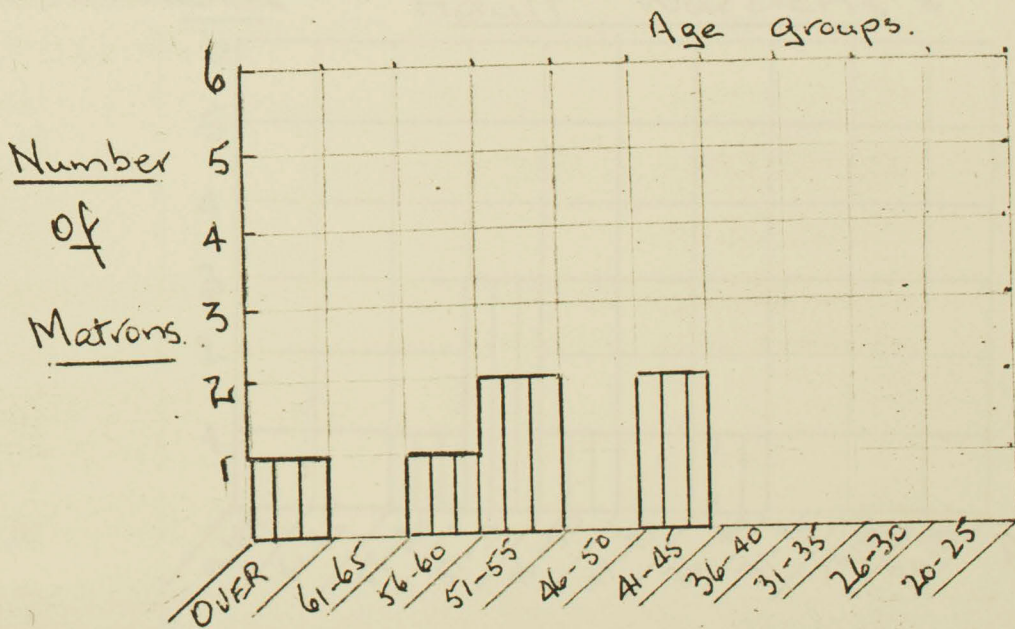
AGES

Youth wardens.



2 Centres Omitted

MATRONS*



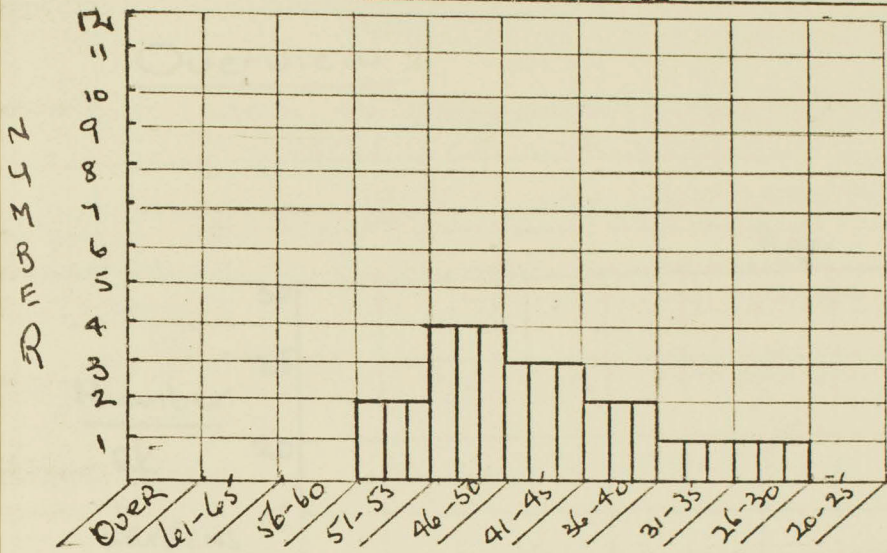
* 6 For 6 Residential Centres.

THE OPERATORS

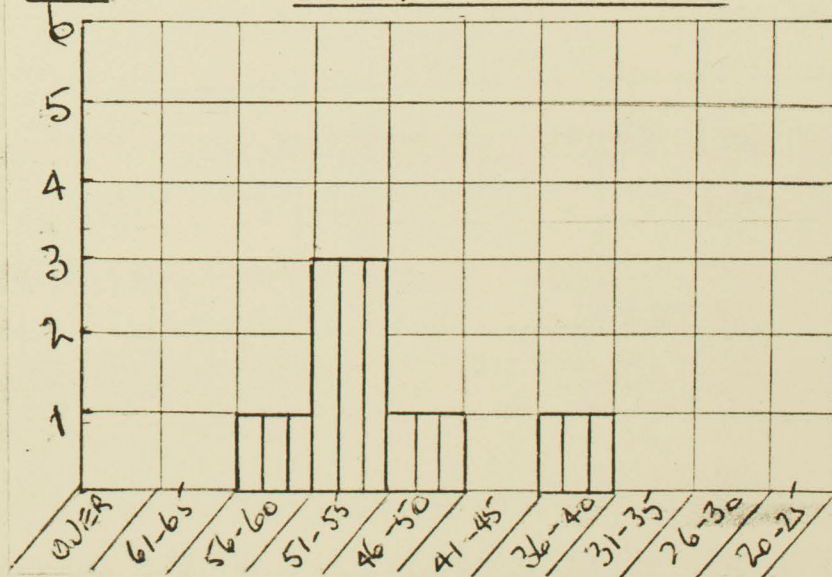
WARDENS (Cont'd)

AGES

Wide range wardens



Adult Wardens *

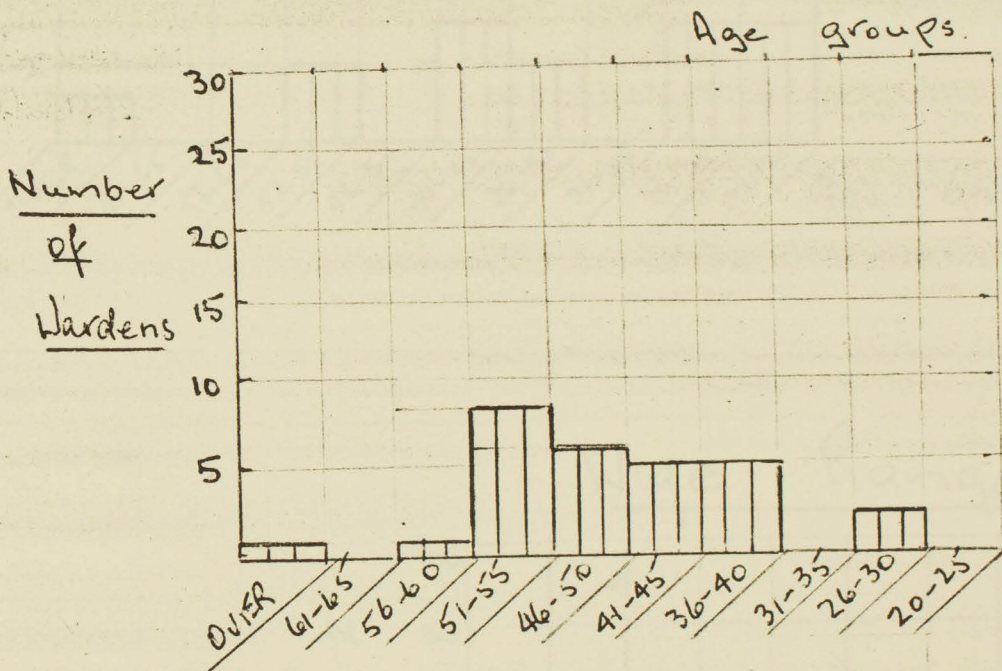


* 1 CENTRE OMITTED.

THE OPERATORS
WARDENS (cont'd)

AGES

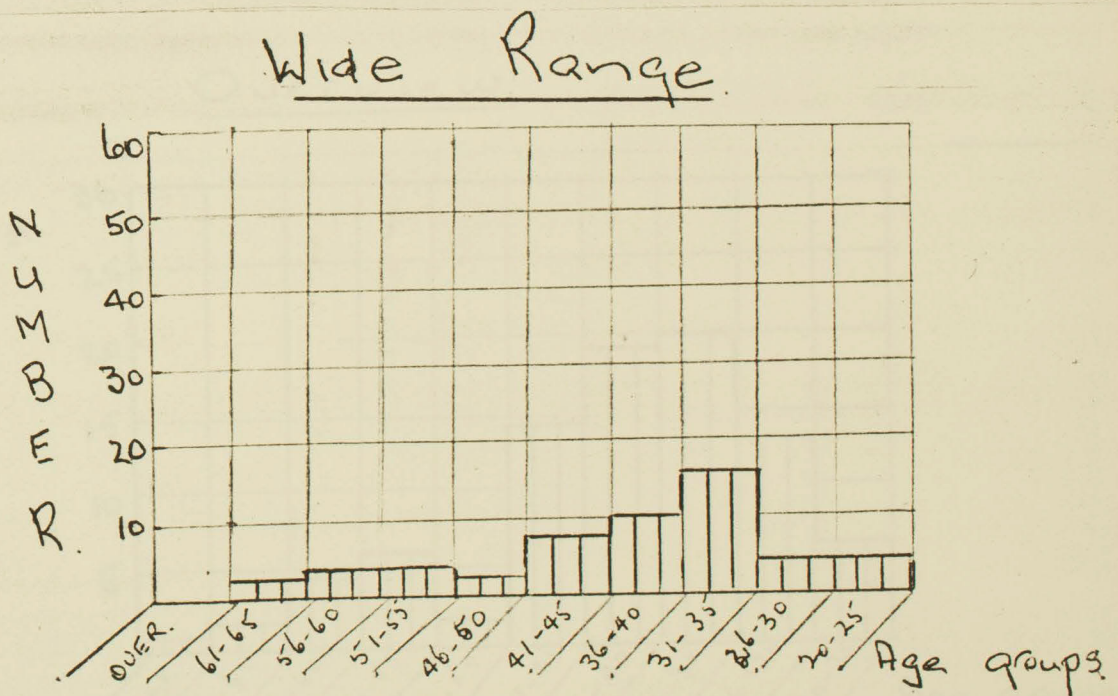
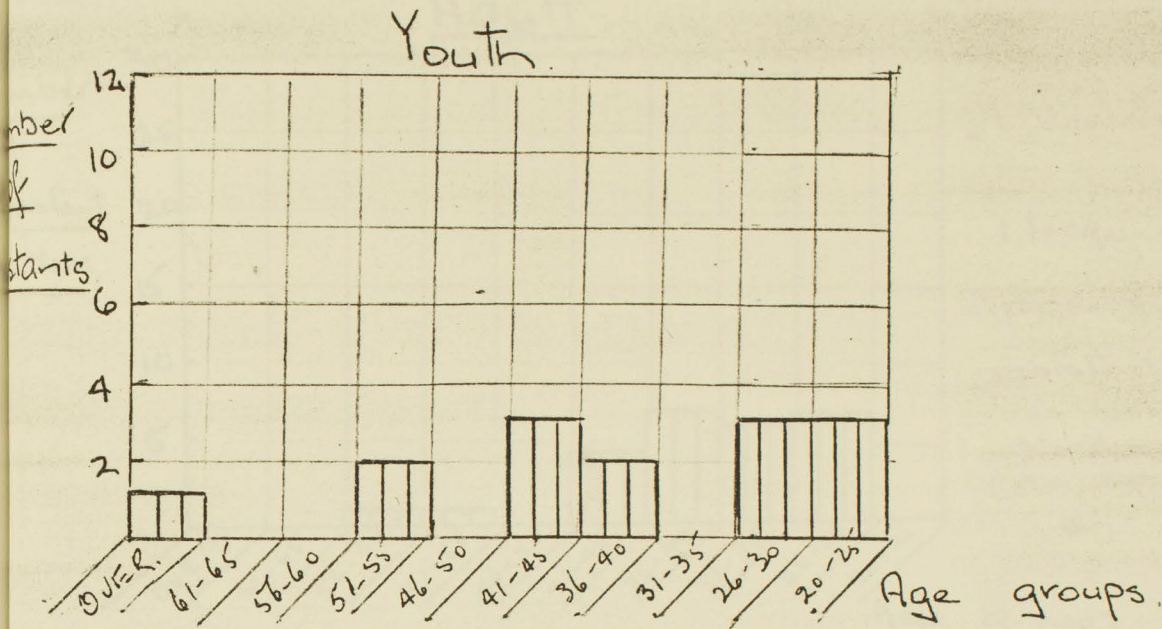
Overview:



THE OPERATORS

THE DEPUTY AND ASSISTANT WARDENS*

AGES



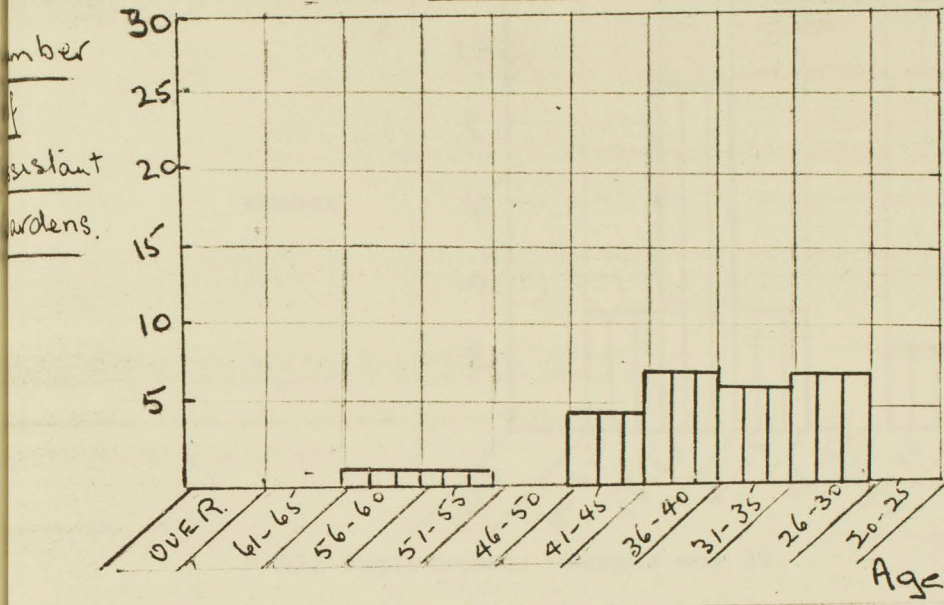
* Deputy and Assistant Wardens are not distinguished as analysis of the survey revealed confusion as to the terms. The great majority of persons above are assistant (part-time wage worker) wardens.

THE OPERATORS

THE DEPUTY & YOUTH, ASSISTANT WARDENS (Cont'd)

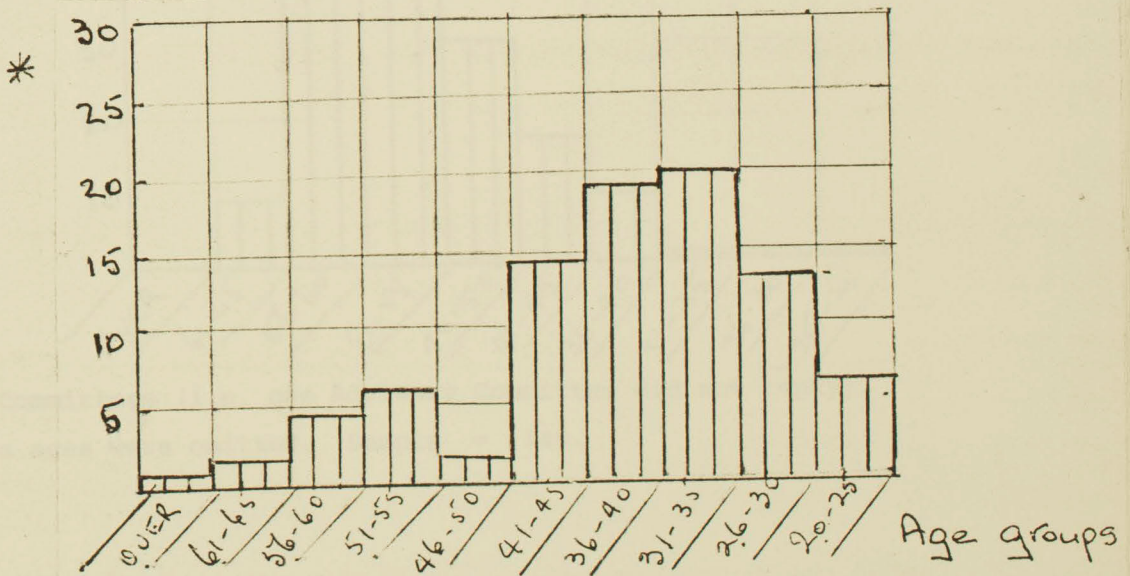
AGES

Adult



* 1 centres assistants omitted
 1 large centre took randomly 5 of the 12 assistants (to reduce time Warden need spend on questionnaire).

Overview

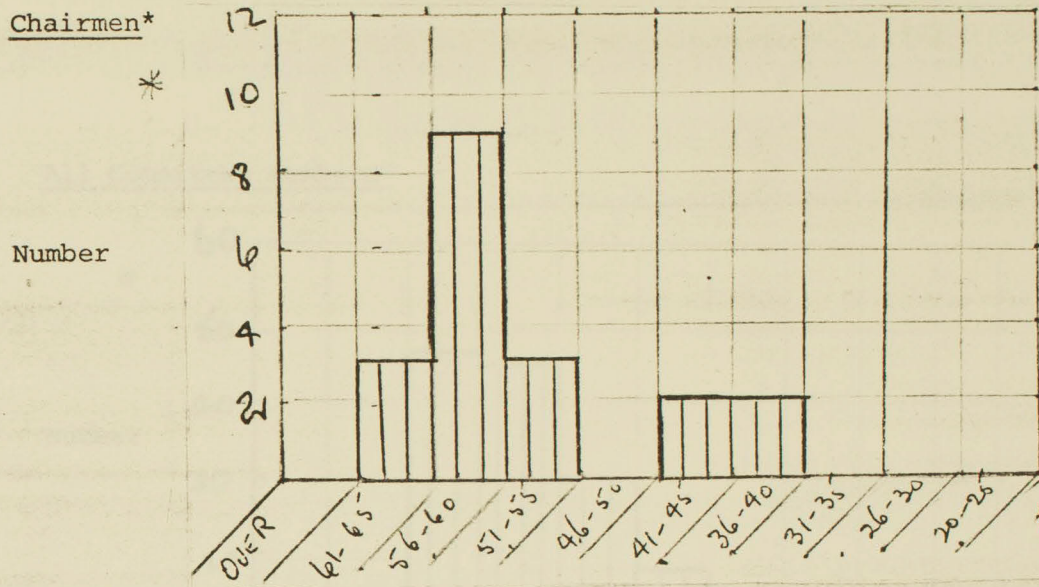


* NB: Error in scale if to be comparative to other graphs should be approx 90 (at top)

THE OPERATORS

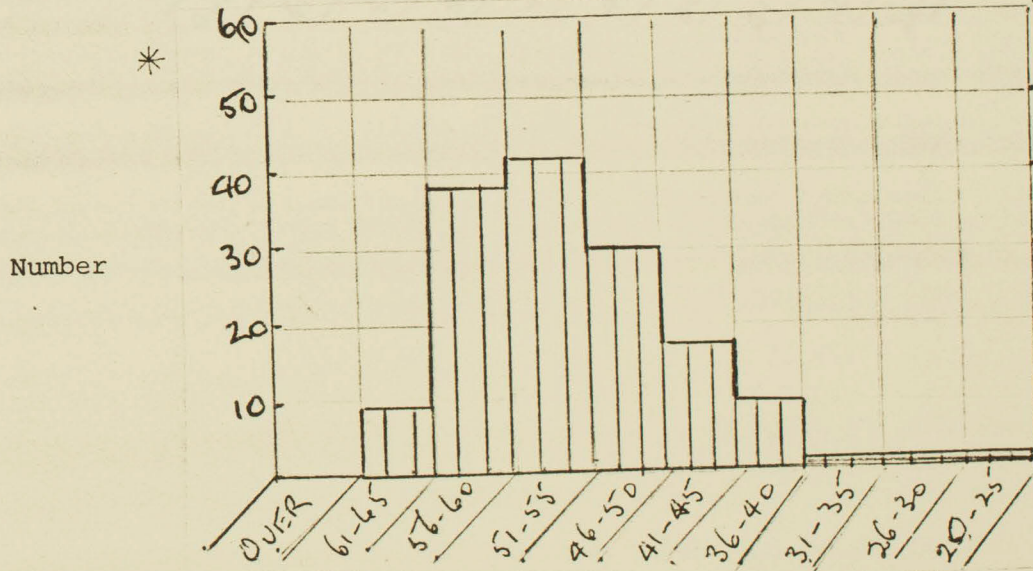
ADVISORY COMMITTEE

AGES



* All Magistrates; Sample was 19.

Committee Members



From 19 Committees (i.e. one Advisory Committee did not reply).
4 persons ages were omitted. Sample = 149.

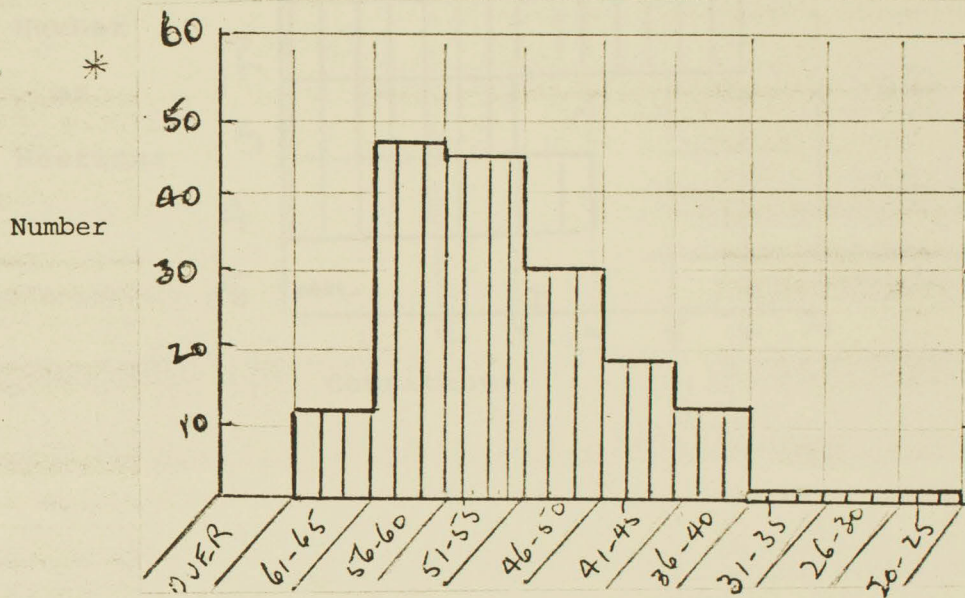
* NB : Error in scale if to be comparative to other graphs
Should be : 20
: 150

THE OPERATORS

ADVISORY COMMITTEE (Cont'd)

AGES

All Committee Members

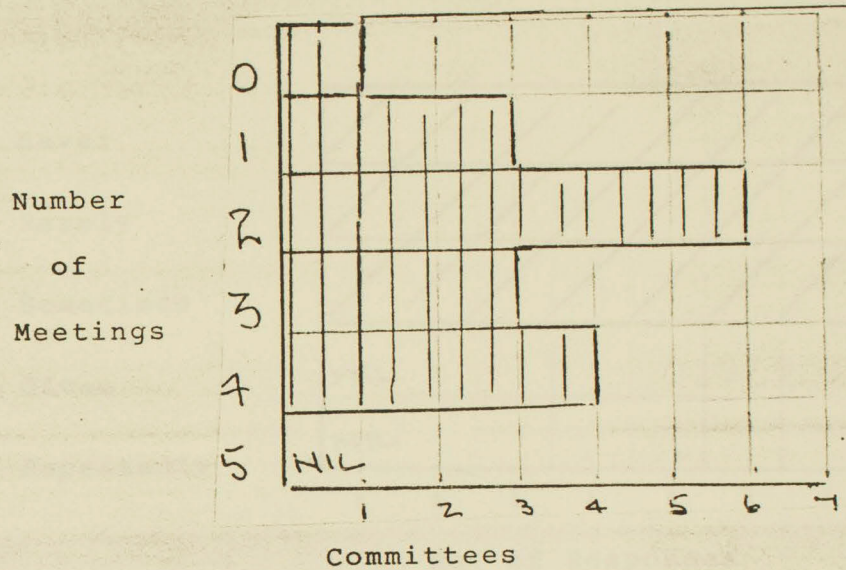


* NB: Error in scale if to be comparative to other graphs should be : 170

THE OPERATORS

ADVISORY COMMITTEE

MEETINGS IN A YEAR*



Footnote:-

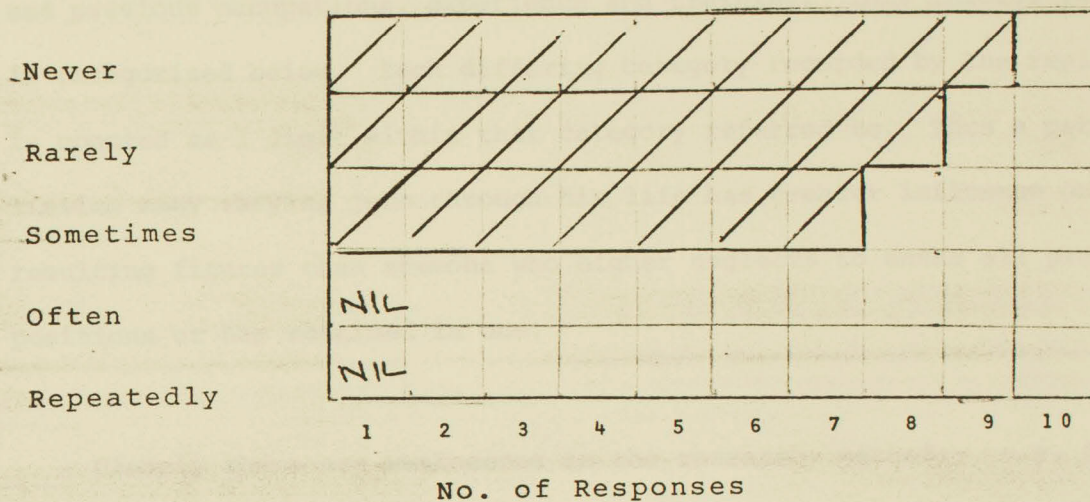
* (a) Question asked: "Approximate number of occasions your Advisory Committee met (between July 1, 1974 and June 30, 1975).

(b) 17 out of 20 Advisory Committees are represented.

PARTICIPATION

ADVISORY COMMITTEE

PARTICIPATION WITH DETAINEES*



Footnote:-

* (a) Question asked:- "Members of your Advisory Committee visit your Centre projects or activities while detainees are present."

NEVER
RARELY
SOMETIMES
OFTEN
REPEATEDLY

(b) 24 replies were received to this question, 2 other repliers had not been at Centre a year.

Comment: When interviewing Wardens some responses to this question were checked. There appeared to be a trend in over-estimating participation on the basis of "give the Committee the benefit of the doubt."

In one interview a Warden stated that Committee members had never visited, but justified his 'rarely' reply to the question on the grounds that "we can't condemn them." For another rarely involved three or four times in 3 years.

OCCUPATIONS, EXPERIENCE AND TRAINING

The questionnaire requested the staff to indicate their present¹ and previous occupations, experience and training. This information is categorised below. Each differing category recorded by the replier is counted as 1 digit within that category referred to. Thus a person listing many varying jobs through his life has greater influence on the resulting figures than someone who either neglects to enter all previous positions or has remained in one.

Clearly there are weaknesses in the research method:- e.g. in the categories devised, the generality of the answer requested, and the method of counting. While fully acknowledging these, some general picture is apparent.

¹ Omitted for Wardens and Deputies.

OCCUPATIONS, EXPERIENCE AND TRAINING*

A. Commerce and Administration

	<u>Warden</u>	<u>Matron</u>	<u>Assistant</u>
1 Management	15	7	15
Number of these - Institution Director * ²	{6}	{6}	{1}
2 Administration	3	3	26 * ³
3 Sales	4	1	11
Subtotal	22	11	52
<u>TOTAL</u>		<u>85</u>	

B. Manual Worker and Tradesman*⁴

30	2	59
<u>TOTAL</u>		<u>91</u>

C. Regulatory

1 Defence Forces* ⁵	9		11
(a) Regular	{9}		{9}
(b) Territorial			{2}
2 (a) Police	2		5
(b) Security Officer			3
(c) Traffic Officer	1		
(d) Maori Warden			1
3 Penal Institution Staff	8		6
Penal Institution teachers and Instructors	{3}		{1}
N.B. (Excluded is any previous experience at periodic detention). (Excluded is Pre Release Hostel).	{5}	{5}	
Subtotal	20		26
<u>TOTAL</u>		<u>46</u>	

Figures in {} represents component parts already included in black digit.

* From 29 Wardens, 6 Matrons, 95 Assistants.

*¹ and deputies.

*² Includes pre-release Hostel Warden and Matron.

*³ Includes one prison clerk.

*⁴ Any further breakdown, e.g. if supervisory function not ascertainable.

*⁵ Permanent force and Territorial excludes those listing war service.

	<u>Warden</u>	<u>Matron</u>	<u>Assistant</u>
D. <u>Social Work</u>	4		1
	} _____ }		
<u>TOTAL</u>		<u>5</u>	

E. <u>Teacher and Instructor</u>	10	1	14
Number of these:- ^{Panel} final			
Institution teachers and	{4}		{1}
Instructors	} _____ }		
<u>TOTAL</u>		<u>25</u>	

F. <u>Miscellaneous</u>			
(a) Nurse		3	1
(b) Minister of Religion	1		1
(c) Pilot			1
(d) Attendant I.H.C.			1

Academic Background

University Education*	3	-	11
Indicated by:			

*No other academic training indicated.

APPENDIX

METHODS

METHOD 1

Outline of Method in gaining information as to:

- i) Work Projects and Activities.
- ii) Community Participation.

METHOD:

The attached questionnaire and letter from J.H. Owen were sent to all Centres. Several complete copies of the questionnaire were included so that each staff member compiling the information might have reference to a copy. Additional "TO BE COMPLETED" sheets were included.

If upon receipt of the information any matters were unclear (which was seldom) a letter seeking clarification was sent.

When visiting the Centres and interviewing (subsequent to the questionnaire) observations were made to check the accuracy of the information received.

COLLECTION:

From the 32 Work Centres:

- i) 26 fully completed questionnaires were received.
(10 Youth; 12 Wide Range; 4 Adult).
- ii) 1 Adult Centre replied with details for 5 out of its 11 groups. (Replies were sought on the basis of the supervising assistant warden's time of appointment. The most recent, third, sixth, ninth and longest serving assistants were directed to reply.)
- iii) Of the 5 not returning completed copies:
 - 1 had a very low attendance and a description of general practice was received.
 - 1 wrote a general description of activities.
 - For 1 large centre a general impression was gained through interview.

- For 2 Centres no information was received.

ASSESSMENT OF 'CONTACTS':

Obviously with such a detailed questionnaire the accuracy and meaningfulness of the information received is open to question.

In an attempt to get some concept of the detail dimension the below list is included:

It represents ONE recording for EACH centre which completed the questionnaire. The one recording is that with the lowest recorded time element in the 'contact' reply columns.

Youth Centres:

	FUNCTION	TIME
1	"Shopkeeper Served"	2 minutes
2	"Provided hotwater"	2 minutes
3	"Introduction"	5 minutes
4	"Called to inspect proposed buildings"	5 minutes
5	Sociology Students	5 minutes
6	"House mother brought hot soup for detainees at lunch break. Talked with detainees and Assist. Warden as group."	10 minutes
7	"Equipment Rental Staff"	10 minutes
8	"Supervise and show how to make toys for underprivileged children. Cabinet maker by trade."	2 hours 15 minutes
9	'Nil' contact was listed. This was checked and it found to be the true position. (This centre had very low numbers and was non-residential).	
10	'Nil' contact was listed. This was also checked and verified. (This was a non-residential centre).	

Wide Range Centres:

FUNCTION	TIME
1 "Made cups of tea for detainees."	NIL
2 "Replied to greetings as they passed work party."	1 minute
3 "Thanked detainees for work undertaken."	2 minutes
4 "Had a chat."	2 minutes
5 "Briefly chatted to each occupant of house."	3 minutes each
6 "Passing-by - Detainees spoke to them."	5 minutes
7 "Supplied hot water for smoko."	5 minutes
8 "Spoke to Warden and detainees at the dump."	5 minutes
9 "Children spoke briefly to detainees working on fence."	5 minutes
10 "Explaining job to boys."	10 minutes
11 "Made the morning tea for detainees and laughed and made jokes."	10 minutes
12 "Mr and Mrs visit site to discuss project."	15 minutes

Adult Centres:

FUNCTION	TIME
1 "Said 'Hello' and drove to project."	2 minutes
2 "Chatted with owner about redocorating house."	3 minutes
3 "Looked at painting, spoke briefly to 3 detainees about the job."	5 minutes
4 "Supplied morning tea. Sat with and chatted with detainees."	10 minutes
5 "Morning tea supplied by School Committee."	30 minutes

Naturally within each reply some staff replies were not as detailed as others. Generally the detail was remarkable.

One other reply cannot be passed-by unrecorded:

"CAPACITY : Golfer

FUNCTION : A golfer from golf course shouted over to ask if any golf balls had been found. Answer: No.

TIME : Nil."

SAMPLE:

Two replies were completed for a week other than 23 June to 29 June.

¹
782 detainee work personnel were fully accounted* for in the questionnaires.

²
128 non-centre orientated work projects were indicated for Saturday 28th June.

CONCLUSION:

While emphasising THE SURVEY IS LIMITED TO ONE WEEK I would suggest, thanks to the patience and interest of staffs, the information is reasonably comprehensive. Assertions can be made with some confidence regarding 'Contacts' and Activities. This is particularly so as the 'Contacts' of prime concern in this paper - such as 'working alongside' - and 'Work and Activities' were even more likely to be recorded either on the basis of being of longer duration than those noted above or inherently more likely to be recorded.

FOOTNOTES

¹ Youth 155 Wide Range 397 Adult 230.

² Youth 20 Wide Range 73 Adult 35.

* A number listed at roll call were apparently not recorded subsequently in a project.

WORK PROJECTS AND ACTIVITIES PROGRAMMES
QUESTIONNAIRE

PURPOSE: To obtain a picture of Periodic Detention's operation over
one week " 23 JUNE to 29 JUNE

GENERAL INSTRUCTIONS:

i) Please complete "To be completed" sheets.

(An example is included in an attempt to assist, but not guide,
you)

ii) I suggest that you and your assistants take the example sheets out
on the job for reference - extras are provided to facilitate this.
I also suggest that during the day's work and activities you and
your assistants keep a note of the information required. Upon
returning to the Centre, or at day's end, complete the form
provided.

While fully realising the stresses and pressures at the end of
work periods I must emphasise that it is most important these
forms be carefully completed - if necessary please allow time
for this completion.

iii) Note: If the week outlined is exceptional or irregular please
indicate and explain on separate sheet.

iv) If you have a routine roster such as

First Saturday of month : Centre Maintenance
Second Saturday " " : something else
Third Saturday " " : something else
(and so on)

please indicate and outline on separate sheet.

Following is: an example of the Work Projects and Activities Programmes
Questionnaire;

: more specific instructions

J. 52

In reply please quote:

JHO/EMB

Address all correspondence to:

P.O. Box 8032
Govt. Buildings



DEPARTMENT OF JUSTICE

YOUTH PERIODIC DETENTION WORK CENTRE

Telephone: 40-060

1st Floor,
1 Thorndon Quay,
WELLINGTON.

11 June 1975

Dear Sir,

I was involved in the trial run of this study and thought it may be helpful following the experiment to make a few comments.

We had difficulties in each assistant having different views of exactly what was required in the work and activities questionnaire. This was based perhaps on lack of care in reading instructions.

These problems have been overcome to a degree by rephrasing some of the instructions.

I understand more copies of examples and instructions are to be provided for assistant wardens.

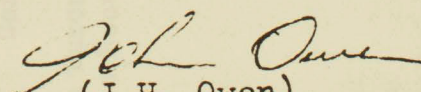
For my own part I stress careful reading and explanation to your staff is essential to obtain accurate information.

I found the questionnaire took about 3½ hours of my time and about half an hour for each assistant warden.

I personally found this an interesting exercise and hope we are able to profit in some way by the results.

Regards.

Yours faithfully,


(J.H. Owen)
Warden

WEEK : MAY 26 to JUNE 1 .

DAY : SATURDAY

(Use separate sheet for each day you have detainees at Centre)

GENERAL NATURE OF WORK OR ACTIVITY	TYPE OF PLACE	WHERE	NUMBER OF DETAINEES INVOLVED	TIME INVOLVED	CONTACT WITH PEOPLE OTHER THAN STAFF OF WORK CENTRE (see "specific instructions")			
					CAPACITY	FUNCTION	TIME	NUMBER
Roll Call	P.D. Centre	P.D. Centre	24	10 mins.	Nil	Nil	Nil	Nil
Cleaning and tidying up	P.D. Centre	P.D. Centre	6	7 hrs.	neighbour	Mrs B. came over to see if she could get us morning tea. Chatted to detainees	15 min.	1
Morning Tea	P.D. Centre	P.D. Centre	6	15 mins.	neighbour (as above)	Mrs B. brought over some morning tea and chatted with detainees over the tea.	15 min	1
Lunch	P. D. Centre	P.D. Centre	6	45 mins.	Nil	Nil	Nil	Nil
Afternoon Tea	P.D. Centre	P. D. Centre	6	10 mins.	Nil	Nil	Nil	Nil
Painting	Solo Parent State House	Porirua	10	4 hrs.	occupant of house	Gave us hand painting. Worked alongside detainees. Left the organising to the assistant Warden.	4 hrs	1
					people from the street	passersby briefly chatted to the detainees, one was a detainees girlfriend.	10 min	3
					Social Welfare Officer	Had arranged the job. Had come to visit the occupant of the house and inspected and gave instructions on our job.	10 min	1
Morning Tea	Solo Parent State House	Porirua	10	15 mins	occupant of house (as above)	Provided and joined us for morning tea	15 min	1
Gardening	Salvation Army Hostel	Tawa	10	3½ hrs	matron of hostel	Showed detainees around the task. Indicated what was to be done.	30 min	1
					occupants of hostel	Observed detainees working and occasionally chatted to them.	30 min	5
Lunch	Salvation Army Hostel	Tawa	10	1 hr.	hostel staff member	Brought over pot of tea and left.	5 min	1

WORK PROJECTS AND ACTIVITIES PROGRAMS QUESTIONNAIRE

WEEK : May 26 to June 1 .

DAY : Saturday contd. (Use separate sheet for each day you have detainees at Centre)

GENERAL NATURE OF WORK OR ACTIVITY	TYPE OF PLACE	WHERE	NUMBER OF DETAINEES INVOLVED	TIME INVOLVED	CONTACT WITH PEOPLE OTHER THAN STAFF OF WORK CENTRE (see "specific instructions")			
					CAPACITY	FUNCTION	TIME	NUMBER
Lunch contd. Afternoon Tea	Salvation Army Hostel	Tawa	10	15 min	hostel staff member (as above)	More tea - didn't stop to chat	5 min	1
Clearing Walkway	City Council Reserve	J'ville	8	7 hrs	Parks and Reserves Personnel	Checked job and explained further work. Showed the use of chain saw. Gave a brief hand clearing drain.	30 min	1
					Lions Club members	Worked alongside detainees. Lions organised and led workgangs.	6 hrs	7
Stop at shop	Diary	Ngaio	2	5 min	Shopkeeper	Served us drinks	1 min	1
Morning Tea	City Council Reserve	J'ville	8	10 min	Lions Club members (as above)	Joined us for morning tea - talked with detainees	10 min	7
Lunch	City Council Reserve	J'ville	8	45 min	Nil	Nil	Nil	Nil
Afternoon Tea	City Council Reserve	J'ville	8	15 min	Lions Club members (as above)	Joined us for afternoon tea, but sat apart.	15 min	7

WORK PROJECTS AND ACTIVITIES PROGRAMMES QUESTIONNAIRE

WEEK : May 26 to June 1.

DAY : Wednesday

(Use separate sheet for each day you have detainees at Centre)

GENERAL NATURE OF WORK OR ACTIVITY	TYPE OF PLACE	WHERE	NUMBER OF DETAINEES INVOLVED	TIME INVOLVED	CONTACT WITH PEOPLE OTHER THAN STAFF OF WORK CENTRE (See "specific instructions")			
					CAPACITY	FUNCTION	TIME	NUMBER
Roll Call	P.D. Centre	P.D. Centre	17	10 min	Nil	Nil	Nil	Nil
Cleaning and tidying up	P.D. Centre	P.D. Centre	17	20 min	Nil	Nil	Nil	Nil
Discussion	P.D. Centre	P.D. Centre	17	1½ hrs	Doctor	Speaker - who lead discussion on social diseases.	1½ hrs	1
					Friend of Warden	Observed for the evening	1½ hrs	1
Tea break	P.D. Centre	P.D. Centre	17	15 min	Same two people as above joined us for a cup of tea		15 min	2

DO NOT USE THESE EXAMPLES

These examples are included for your assistance to clarify what is needed.

The Saturday example is primarily based on non-residential centres. Residential centres'

Saturday programmes will include of course activities like sport, discussion, recreation, cards, meals and so on.

The Wednesday night example (which may not be applicable to all non-residential centres) may assist you as to outlining your Friday and Saturday evening activities.

SPECIFIC INSTRUCTIONS:

- i) Under the headings given indicate the work and activities of detainees in your centre.

It is urged that you view the example to clarify what is meant and required under each heading.

- i) Note: include all work and activities and include all contact with people other than staff. ('Contact' includes mere physical presence with detainees as well as verbal interchanges)

- ii) The "CONTACT WITH PEOPLE OTHER THAN STAFF OF WORK CENTRE" column -

This column is most important

This section needs to be fully answered.

The column is included fully realising the possible depth and involvement for some Wardens - the assistance of Deputies and Assistant Wardens will normally be required.

I seek your detailed consideration of this heading.

- v) A guide to answering the "CONTACT WITH PEOPLE OTHER THAN STAFF OF WORK CENTRE" column

- a) Ask yourself: "Did any person not on the staff (staff includes only Warden, Matron, Deputy Warden, Assistant Wardens and 'Other Work Centre Staff' - see questions 9-13) have contact with the detainees?"

- b) If so, indicate for each various contact - in the columns provided:

A. Their CAPACITY (capacity in which they have contact with the detainees)

B. Their FUNCTION in the contact with the detainees. (As the examples indicate this involves indicating their role, briefly describing what they did and what sort of contact they had with the detainees, etc)

C. The approximate TIME they spent in contact with detainees.

D. NUMBER of persons in this contact with detainees.

Note: include all work and activities and include all contact with people other than staff of Work Centre.

Method of Categorization of Saturday Activities

- (1) Land Clearance and Development:
e.g. Scrub cutting
Cleaning
Burning
Grubbing
Felling
Constructing walkway
Tree planting

- (2) Ground Maintenance:
e.g. Mowing lawns
Gardening
Landscaping
Removing rubbish
Sweeping

- (3) Household and Equipment Maintenance:
e.g. Vehicle cleaning
Cleaning down house
Demolition
Chopping, stacking or bagging wood
Delivering fire wood
Concreting
Furniture repair or removal
Painting
Building

- (4) Periodic Detention Centre Maintenance:
Any manual work tasks pursued in relation to the centres running.
(i.e. if bagging coal for pensioners is done at the centre it would not be included under this head, but under 3).

- (5) Other:
Any other non-manual work task.

-METHODS: 3

Method of Quantifying Saturday Activities

Each detainee recorded as being involved in activities was given the value 1 for the day (or for residential Youth for the period prior to dinner). Ignoring standard items such as travel and tea and lunch breaks this 1 (or parts thereof) was allocated to the activities indicated.

EXAMPLE:

General Nature of Work or Activity	Time Involved	Number of Detainees Involved
(1) Travelling time	10 mins	6
(2) Chop wood - dug garden plot	35 mins	6
(3) Travelling time	10 mins	6
(4) Scrape house	3 hrs	6
(5) Morning tea	15 mins	6
(6) Travelling time	10 mins	6
(7) Lunch	45 mins	6
(8) Scrub cutting	3 hrs	6
(9) Afternoon tea	10 mins	6
(10) Shower and clean up centre	15 mins	6

The above would be Quantified as:

(a) Land Clearance and Development:		
i) Scrub cutting:		3
(b) Household and Equipment Maintenance:		
i) Chop wood - dug garden plot)		3
ii) Scrape house)		
(c) All other matters ignored:		
i) Travelling time		0
ii) Morning Tea/Lunch/Afternoon Tea		0
iii) Shower and Clean up Centre		0
	TOTAL VALUE	6
		(Man day equivalents)

METHODS: 4

Method of Categorization of Nature of Contact

(1) 'Fleeting'

(Indicated in each instance)

(2) 'A 'chat''

a) Over morning/afternoon tea:

e.g. "talked"; "chatted"; "spoke"; etc. where it is indicated to be morning or afternoon tea - perhaps under column "General Nature of Work or Activity" or by expressions such as "provided tea".

b) 'Over lunch':

i.e. Similar basis as a) except re lunch.

c) 'Other times':

Any other contacts indicated which appear to be more than fleeting, and aren't involved with morning/afternoon tea or lunch; supervision, instruction; or working.

(3) 'Supervisory'

e.g. "Supervised"; "Instructed"; "Explained"; "Advised";
"Outlined"; "Discussed project"; "Inspected".

(4) 'Working Alongside'

e.g. "Worked with guys"; "helped on job".

815

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