



LEGISLATIVE COUNCIL
PARLIAMENT OF NEW SOUTH WALES

Standing Committee on Social Issues

YOUTH VIOLENCE

Issues Paper

The purpose of this Issues Paper is to provide the basis for written submissions to the Standing Committee on Social Issues and for public hearings to be conducted by the Committee

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Copies available from: **The Secretariat**
Legislative Council Standing Committee on
Social Issues
Parliament House
Macquarie Street
Sydney NSW 2000

Telephone: **(02) 230 2986**

Facsimile: **(02) 230 2981**

FUNCTIONS OF THE STANDING COMMITTEE ON SOCIAL ISSUES

The functions of the Committee are to inquire into, consider, and report to the Legislative Council on:

- any proposal, matter or thing concerned with the social development of the people in all areas of NSW
- the equality of access to the services and benefits provided by the government and non-government sector to the people in all areas of NSW
- the opportunities available to the people in all areas of NSW to attain their optimum level of personal development
- and the role of government in promoting the welfare of the people in all areas of NSW.

OPERATIONS OF THE COMMITTEE

Matters for inquiry may be referred to the Committee by resolution of the Legislative Council; a Minister of the Crown; or by way of relevant annual reports and petitions.

The Committee has the legislative power to:

- summon witnesses
- make visits of inspection
- call upon the services of government organisations and their staff, with the consent of the appropriate minister
- accept written submissions concerning inquiries from any person or organisation
- conduct hearings in public

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TERMS OF REFERENCE

That the Standing Committee on Social Issues:

- collect and analyse data on the occurrences of youth violence, including violent incidents in schools, and its underlying causes;
- examine the policies, actions, research, and proposals of relevant Government Agencies and the impact of racial tension, unemployment, family breakdown, media portrayal of violence and any other relevant factors in relation to youth violence; and
- make recommendations to the New South Wales Parliament to assist all relevant Government Agencies to develop the most effective strategies to deal with youth violence.

CHAIRMAN'S FOREWORD

In 1992 the Standing Committee on Social Issues examined juvenile justice and undertook a very extensive and thorough review of the state's Juvenile Justice System. Given this background in the area of youth, the Committee was very pleased to be asked by the Minister for Education, Training and Youth Affairs, the Hon V Chadwick, to inquire into youth violence. We are particularly grateful to the Minister for providing the research resources for the preparation of this initial Paper.

We recognise that the issue of youth violence is a complex and sensitive one. This Issues Paper has been prepared as the first step in the inquiry process. It is anticipated that the Paper will be a tool for gathering further information on youth violence. The Paper is therefore a compendium of information for people who would now like to propose appropriate strategies to address the issue of youth violence. These proposals can be put to the Committee by way of written submissions and public hearings. Details of these further stages of the Committee's inquiry are given at the end of this Paper.

As the inquiry is in its early stages, it should not be assumed that this Paper reflects the opinions or views of any Committee members, nor does it analyse or evaluate current policies and initiatives. The Committee considers it more appropriate to hear from experts and the community before it forms its views.

In conducting this inquiry, the Committee wishes to stress that it in no way encourages the public to conclude that youth are necessarily more violent than the rest of the community. It is also very aware of the distressing fact that youth are frequently victims of violence.

I would like, on behalf of the Committee, to express our gratitude to the cooperation provided by the Office of Youth Affairs in the preparation of this Paper. Ms Karen Paterson and Mr Peter Connelly provided invaluable assistance. I would also like to thank the Secretariat for their efforts in the preparation of this paper: Jennifer Knight, Committee Director, Alex Shehadie and Glen Baird, Senior Project Officers, Heather Crichton, Committee Officer and Assistant Committee Officer, Annie Marshall for their administrative support to the Committee.

It is now with pleasure that, on behalf of the Committee, I call upon all those interested in the issue, particularly the youth of this state, to make written submissions forwarding views and constructive suggestions.



The Hon Dr Marlene Goldsmith, MLC
Committee Chairman

SECTION ONE

INTRODUCTION

In April 1993 the Minister for Education, Training and Youth Affairs, the Hon Virginia Chadwick, MLC, requested that the Standing Committee on Social Issues inquire into youth violence in New South Wales.

In determining the most appropriate way to inquire into an issue of such complexity and sensitivity, the Committee felt there was a need, in the first instance, to gain an understanding of the current situation. The Committee sought answers to some fundamental questions such as:

- how extensive is youth violence?
- what policies and programs does the government already have in place to address the issue?
- what factors impact upon the violence committed by and against youth?
- what does the current research have to say?

To answer these and other important background questions, the Committee, with the Minister's approval, sought assistance from the Office of Youth Affairs. The Office is the agency concerned with government policy, strategies and programs for young people. This document has been prepared with the participation of the Office of Youth Affairs and the cooperation of relevant government agencies.

This Paper is the first step in the inquiry process and addresses the first two Terms of Reference only. To minimise duplication, it lets people know what the Committee already understands about youth violence. It provides a starting point from which those interested in the issue can make written submissions to the Committee.

To avoid any misunderstanding, it should be made clear that this Paper is no more than a basis for gathering further information on youth violence. This Issues Paper therefore:

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- does NOT reflect the views of the Committee or any of its members at this stage
- does NOT express opinions, draw conclusions or make recommendations about any aspect of youth violence
- does NOT analyse or evaluate existing government policies and initiatives addressing youth violence
- does NOT comment on recent incidents of youth violence reported in the media

The Committee will table its report at a later date. Only then will it state its views and make its recommendations.

In carrying out this Inquiry, the Committee in no way encourages the public to conclude that youth are more violent than the rest of the community. In addition, sections of this Issues Paper also draw attention to the fact that youth are frequently victims of violence.

AIM

The aim of this Issues Paper is:

- to provide statistical information on the incidence of youth violence in New South Wales
- to identify relevant government policies and programs at both the state and Federal level
- to identify factors related to the incidence of youth violence
- to furnish an extensive bibliography for further research.

PURPOSE

The purpose of this Issues Paper is to provide the basis for written submissions to the Standing Committee on Social Issues and for public hearings to be conducted by the Committee.

METHOD

The information in the Issues Paper has been provided by a range of government agencies, research literature and discussions with youth workers and academics.

Section One

SECTION TWO

DEFINITIONS

2.1 INTRODUCTION

"Youth" and "violence" carry a range of meanings. It is therefore necessary to determine the meaning these key words will have in the course of the current inquiry. This section provides the necessary definitions along with recognition of some of the issues inherent in making these definitions.

2.2 YOUTH

There is no single age-related definition of youth. The criminal justice system distinguishes between "juvenile" offenders who are aged 10 to 17 years inclusive, and "adult" offenders who are aged over 17 years. The Youth Advisory Council Act 1989, which established a Council to advise the New South Wales Government on matters of concern to youth, defines youth as those aged 12 to 24 years inclusive. This definition is also used by the United Nations.

For the purposes of the Inquiry, youth are defined as **those aged 10 to 24 years inclusive**.

Where appropriate, the paper distinguishes between those aged 10 to 17 years inclusive and those aged 18 to 24 years inclusive.

2.3 VIOLENCE

Defining violence is particularly problematic. This is not surprising given the number of components which can make up a definition of violence. These include whether or not the violence:

- is threatened and/or actual
- is planned or spontaneous (as in the difference between murder and manslaughter)

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- is verbal, psychological (for example, deliberately excluding an individual from a group) and/or physical in nature
- is directed at another person and/or at self, and/or at property
- has negative psychological (including emotional) and/or physical effects

It has also been suggested that violence is a social construct to some extent in that value judgments are involved in determining whether some behaviours constitute violence.

For the purposes of this Issues Paper, violence is defined as **threatened or actual, psychological, sexual or physical behaviour by one person directed at another person (or self) resulting in psychological or physical harm to that other person (or self).**

The Standing Committee on Social Issues is currently conducting inquiries into the incidence of sexual violence in New South Wales and suicide in rural communities of the state. Those interested in making submissions on either of these topics (which do not have specific age parameters) are encouraged to contact the Committee and obtain further details.

2.3.1 School Violence

Several incidents of youth violence have recently been reported in the media under the headline of school violence. As well as violence which has been committed by school students on school grounds during school hours, reported incidents have included violence committed:

- by school students outside school hours
- by school students outside school grounds (for example, while travelling to and from school)
- on school grounds by those who are not school students
- by school students wearing school uniform outside school hours and school grounds

When these incidents are referred to as school violence it is likely to lead to a perception that schools are also responsible for addressing these problems. However, there are likely to be differing views about whether schools should be held responsible for such a wide range of incidents.

Section Two

SECTION THREE

CONTEXT

3.1 INTRODUCTION

Violence by and against youth does not occur in isolation. Youths are not a homogeneous group, and like the rest of the community their needs vary depending on age, gender, ethnicity, socioeconomic status, and geographic location.

3.2 DEMOGRAPHIC CHARACTERISTICS

At the 1991 Census:

- 25% of the New South Wales population (1,295,551) were aged 10-24 years
- 13% of the New South Wales population (670,086) were aged 10-17 years
- 12% of the New South Wales population (625,454) were aged 18-24 years
- 49% of 10-24 year olds were female
- 1.8% (22,727) of 10-24 year olds identified themselves as Aboriginal
- 5% (67,731) of 10-24 year olds were born in a non-English speaking country. The non-English speaking birthplaces most frequently specified were Vietnam, followed by Lebanon and Hong Kong
- 63% (817,413) lived in Sydney, 9% (113,357) lived in the Hunter area and 6% (74,057) lived in the Illawarra area

3.3 ADOLESCENCE AND YOUNG ADULTHOOD IN THE LIFECYCLE

The period of transition from childhood to adulthood, from dependence on other people for survival to independence, is a period of considerable individual physical and psychological change.

Youths often engage in risk taking behaviour, such as use of alcohol and illicit drugs, and defiance of authority, as they seek to establish their own identity and place in the community.

3.4 SOCIAL, CULTURAL AND ECONOMIC CONTEXT

Youths live in a rapidly changing and increasingly complex society, characterised by:

- high levels of unemployment
- increasing poverty
- the changing nature of families
- the changing role of men and women
- youths staying at school longer
- greater cultural diversity
- the introduction of new technologies.

It is widely accepted that these changes contribute to the transition from childhood to adulthood becoming increasingly complex and difficult for many youths. Social, cultural and economic factors which are related to youth violence are discussed in greater depth in Section Six.

3.5 PUBLIC PERCEPTIONS

What may be regarded as violence by one person may not necessarily be regarded as violence by someone else. Adults may also have different perceptions to youth about what is acceptable behaviour.

Public perceptions about youth violence play a critical role in determining the nature of the debate and how society responds. Available data (Mukherjee, 1983; Sercombe, 1991) however, do not support negative public perceptions about the incidence and nature of youth violence, particularly among 10 - 17 year olds.

3.6 THE MEDIA

The media plays an important role in shaping public perceptions and opinions on a range of issues, including youth generally and youth violence.

A study on how youth were represented in magazines and newspapers available in New South Wales found that most of the coverage concerned their involvement in criminal activity (Australian Centre for Independent Journalism, 1992).

Specific research into the reporting of crime in the news media in Australia found that the media has made a positive contribution in leading to the apprehension of offenders, law reform and identification of problems within the criminal justice system (Grabosky & Wilson, 1989). However, the study also found that the media frequently exaggerate and report isolated incidents. The researchers suggest that this type of reporting has contributed to a public perception of so-called "juvenile crime waves".

People's perceptions about violence appear not only to be influenced by media reports about local violence, but also violence which has occurred in other parts of Australia and other countries. For example, a poll showed that Tasmanians were the most concerned about violent crime yet had the lowest rates of violent crime in Australia (Chappell, 1989). The recent shooting in the Sydney suburb of Campsie, described by the media as the Campsie "drive-by", resulted in considerable public concern that Australia was developing gang violence problems similar to that in some cities of the United States. The data found in Section Four do not, however, fully substantiate these concerns.

3.7 YOUTH AS VICTIMS OF VIOLENCE

Much of the public debate on youth violence focuses on youth as perpetrators of violence (Halstead, 1992). However, many youth are the victims of violence, particularly at the hands of other youth (see Section 4.10). The factors which contribute to youth committing violence (discussed in Section Five) can also contribute to youth becoming the victims of violence.

Section Three

SECTION FOUR

INCIDENCE OF VIOLENCE

4.1 INTRODUCTION

This section addresses the first of the Inquiry's Terms of Reference, presenting a comprehensive review of available statistics on the occurrences of youth violence primarily within New South Wales. The limitations of the data are also highlighted.

Recent media reports suggest that youth violence, and particularly school-based violence, is increasing. Newspaper headlines have included:

- "Schoolyard war zones"
- "Schoolyards become the devil's playground"
- "Knives, bombs, drugs as violence erupts"
- "Classes in chaos"
- "Violence in school surges"

Some examples of incidents of youth violence reported recently in the media include:

- an argument between three school students which resulted in the death of one student when he fell and struck his head on a steel door frame and a desk. A 14 year old boy was charged with manslaughter in relation to the incident
- a group of boys allegedly dressed in school uniform assaulted and robbed a travel agent
- a shooting from a car at Campsie where an 18 year old was killed and a 16 year old injured while standing outside a disco. Four teenagers and a 20 year old were charged in relation to the incident.

4.2 ISSUES ASSOCIATED WITH DETERMINING THE INCIDENCE OF VIOLENCE

Even though there has been significant public concern about youth violence for some time, there has been relatively little research into youth violence in Australia. While police and court statistics provide a limited perspective on youth violence, they remain the primary source of data on its incidence. This paper does not purport to provide a complete picture of the incidence and nature of youth violence. For example, sexual assault data are not included in all tables. The limitations of the statistics also prevent definitive conclusions being drawn. The paper is intended to provide details of likely patterns associated with the incidence of youth violence.

The statistics in this section relate to offender or conviction data. The offender data are based on offences which have been cleared by police. For an offence to be cleared, the offence has to have been reported to police and an alleged offender or offenders identified. The limitations with using cleared offence data include:

- for an offence to have been recorded by the police it needs to have been reported and accepted by the police as being genuine. It has been well documented that many violent offences are not reported to police (for example, the Australian Bureau of Statistics Crime and Safety Survey conducted in New South Wales in 1991 revealed that 68% of assault victims did not report the incident to police)
- not all offences are cleared. However, the age of the alleged offender is not likely to be known until an offence has been cleared. Even if the age is known it is not always recorded
- youth may be more likely to be apprehended for their crimes than adults because of their relative inexperience in avoiding detection. This may mean that a comparison of offence rates is misleading.

Conviction data are also subject to these limitations. Additional limitations include the fact that not all those identified as the alleged offender are convicted of the offence. Using data from the Children's Court also means that only issues relating to the 10-17 age group can be examined.

Some data are also available and presented only in terms of cleared offences, rather than numbers of offenders. There can be a number of alleged offenders for a single offence which will not be evident from statistics which treat incidents as one

offence, regardless of the number of perpetrators involved. The ages of these offenders may also vary.

All sources of data share a further limitation in that statistics provide a limited picture of the seriousness of a violent crime. For example, aggravated assault can range from inflicting an injury resulting in a black eye to one which permanently disables a person.

4.3 INCIDENCE OF VIOLENCE AMONG 10-17 YEAR OLDS

Table 1 shows the number of alleged violent offenders known to be aged 10-17 years for the past three years. This table shows that youth aged 10-17 years arrested for violent offences were most likely to have allegedly committed non-aggravated assault. The total number of alleged violent offenders aged 10-17 years decreased between 1990 and 1992 by 418 offenders. This represents a decrease of 13%. The number of alleged offenders aged 10-17 years decreased for virtually all violent offence types between 1990 and 1992, particularly aggravated assault.

Table 1 also shows that youth aged 10-17 years allegedly committed a low proportion of violent offences resulting in death, and a relatively high proportion of the less serious violent offences of robbery without a weapon and robbery with a weapon which was not a firearm. Overall, just over one-tenth of all alleged violent offenders between 1990 and 1992 were aged 10-17 years. This proportion is similar to the proportion 10-17 year olds represent of the total population of New South Wales.

Table 2 shows the number of violent offences proven by the Children's Court over a period of nine years. The table also shows the percentage of all offences proven by the Children's Court which were classed as violent offences. While the Children's Court does not have jurisdiction to determine certain violent offences, including homicide, certain categories of sexual assault, and offences for which the penalty is penal servitude for life or 25 years, this table provides an indication of trends in the incidence of violent offences for which 10-17 year olds were convicted.

Table 2 shows that the number of offences against the person, and robbery and extortion, for which 10-17 year olds were convicted has increased considerably since 1983/84. The percentage of all offences which were violent and for which 10-17 year olds were convicted has also increased since 1983/84. However,

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young people from this age group are much more likely to be convicted of non-violent offences.

Table 1

Number and percentage* of alleged violent offenders aged 10-17 years for 1990, 1991 and 1992

Offence	1990		1991		1992	
	No.	(%)	No.	(%)	No.	(%)
Murder	9	(7)	5	(6)	2	(3)
Attempted murder	4	(6)	13	(17)	2	(3)
Murder accessory, conspiracy	2	(17)	-	-	-	-
Manslaughter (not motoring)	1	(7)	2	(10)	-	-
Assault aggravated ¹	572	(13)	498	(13)	447	(13)
Assault non-aggravated ²	2278	(12)	2367	(11)	2059	(10)
Robbery without a weapon	247	(39)	235	(30)	217	(40)
Robbery with a firearm	22	(9)	45	(14)	35	(13)
Robbery with a weapon, not firearm	131	(31)	99	(24)	86	(26)
Total	3266	(13)	3264	(12)	2848	(11)

Source: NSW Bureau of Crime Statistics and Research

* Expressed in terms of the proportion of the total of all offenders allegedly committing the offences in question

Notes:

- 1 Includes assault causing grievous bodily harm, assault occasioning actual bodily harm, malicious wounding, shooting with intent, culpable driving causing grievous bodily harm and negligent act causing grievous bodily harm
- 2 Includes common assault, assaulting police, assaulting female, culpable driving causing actual bodily harm

Table 2
Number and percentage of offences proven by the Children's Courts
1983/84 - 1991/92

Year	Type		of		Offence
	Against the Person ¹		Robbery and Extortion		All Offences
	No.	(%)	No.	(%)	No.
1983/84	494	(3.4)	54	(0.4)	14683
1984/85	702	(4.5)	96	(0.6)	15652
1985/86	703	(5.4)	130	(1.0)	12901
1986/87	871	(6.7)	131	(1.0)	13034
1987/88	1120	(8.1)	117	(0.8)	13789
1988/89	1586	(11.2)	137	(1.0)	14223
1989/90	1921	(13.1)	189	(1.3)	14657
1990/91	1834	(12.5)	244	(1.7)	14663
1991/92	1712	(13.5)	267	(2.1)	12660

Source: NSW Bureau of Crime Statistics and Research and Office of Juvenile Justice

Notes:

- 1 Includes homicide, attempted homicide and other non-sexual assaults

4.4 INCIDENCE OF VIOLENCE AMONG 18-24 YEAR OLDS

Table 3 shows the number of alleged violent offenders known to be aged 18-24 years for the past three years.

This table shows that, like 10-17 year olds, offenders aged 18-24 years were allegedly most likely to commit non-aggravated assault. The total number of alleged violent offenders aged 18-24 years decreased between 1990 and 1992 by 391 offenders. This represents a decrease of 5%. The number of alleged

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offenders for virtually all violent offence types decreased between 1990 and 1992, particularly for aggravated assault.

Table 3

**Number and percentage of alleged violent offenders
aged 18-24 years for 1990, 1991 and 1992**

Offence	1990		1991		1992	
	No.	(%)	No.	(%)	No.	(%)
Murder	49	(40)	26	(30)	16	(21)
Attempted murder	22	(32)	14	(8)	13	(22)
Murder accessory, conspiracy	1	(8)	-	-	-	-
Manslaughter (not motoring)	4	(29)	8	(38)	7	(39)
Assault aggravated	1734	(39)	1549	(39)	1420	(40)
Assault non-aggravated	6277	(32)	6413	(31)	6307	(30)
Robbery without a weapon	250	(39)	234	(39)	174	(32)
Robbery with a firearm	83	(34)	112	(34)	115	(42)
Robbery with a weapon, not firearm	164	(39)	178	(43)	141	(43)
Total	8584	(33)	8534	(32)	8193	(32)

Source: NSW Bureau of Crime Statistics and Research

Youths aged 18-24 years allegedly committed a relatively high proportion of all violent offences. About one-third of all alleged violent offenders between 1990 and 1992 were aged 18-24 years. This age group is over-represented in terms of alleged violent offending, as the group comprises only 11% of the total population of New South Wales.

4.5 RATES OF VIOLENT CRIME AND OLDER ADULT OFFENDING

The actual numbers of alleged violent offenders provided in the tables above do not provide an indication of the magnitude of the problem of youth violence because they do not take into account the size of the population in the age group in question, nor do they compare youth offending with older adult (those aged 25 years or more) offending.

In this section, rates of offending are calculated by dividing the number of offenders by the size of the population in each age group, and expressing this incidence rate per 100,000 of each age-specific population group. This results in standardised rates which provide a comparison of the incidence of violence across the various age groups. Table 4 shows rates of alleged violent offending for 1992 for older adults, as well as 10-17 and 18-24 year olds.

Table 4

Number and rate per 100,000 population of alleged violent offenders aged 10-17, 18-24 and 25+ years for 1992

Offence	Age 10-17		of 18-24		Offender 25+		(Years) Total	
	No.	(Rate)	No.	(Rate)	No.	(Rate)	No.	(Rate)
Homicide ¹	4	(0.6)	36	(5.8)	116	(3.2)	158	(2.8)
Aggravated assault	447	(66.7)	1420	(227.0)	1579	(44.0)	3565	(62.2)
Non-aggravated assault	2059	(307.3)	6307	(1008.4)	11674	(325.2)	20895	(364.5)
Robbery	338	(50.4)	430	(68.7)	336	(9.4)	1140	(19.9)

Source: NSW Bureau of Crime Statistics and Research for numbers of offenders

NB: Population data are based on the 1991 Census.

Notes:

1 Includes murder, attempted murder, and manslaughter (not motoring)

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This table shows that rates of alleged homicide are relatively small. The rate of alleged non-aggravated assault is relatively high, particularly for the 18-24 age group, which has an incidence rate over three times that of the other groups. This group is also over-represented in terms of aggravated assault, with five times the rate for offenders over 25 years, and for robbery, with over seven times the over 25 year rate. The 10-17 age group, while not having a significant incidence rate for homicide, has a slightly higher rate for aggravated assaults than offenders over 25 years, but the rate is still lower than the average. This age group has the lowest rate of non-aggravated assaults, but over five times the robbery rate of offenders over 25 years.

Table 5 shows the rates of violent offences proven by the Children's Court for the Census years of 1986 and 1991.

Table 5

**Number¹ and rate per 100,000 population of youth
for violent offences proven by the Children's Court in 1986 and 1991.**

Offence	1986		1991	
	No.	(Rate)	No.	(Rate)
Against the person	703	(99.1)	1834	(273.7)
Robbery and extortion	130	(18.3)	244	(36.4)

Source: NSW Bureau of Crime Statistics and Research and NSW Office of Juvenile Justice

NB: Population figures from 1986 and 1991 Census

Notes:

- 1 As Children's Court figures are based on a financial year, 1985/86 and 1990/91 figures are used.

This table shows that not only has the number of violent offences for which 10-17 year olds were convicted increased, but that the rate of violent offending also increased, between 1986 and 1991.

4.6 GENDER DIFFERENCES

Table 6 shows the number and percentage of male and female alleged violent offenders for 1992.

Table 6

Number and percentage of male and female alleged violent offenders aged 10-17 years and 18-24 years for 1992

Offence	AGE 10 to 17		OF 17		OFFENDER 18 to 24		(YEARS) 24	
	No	Male (%)	No	Female (%)	No	Male (%)	No	Female (%)
Homicide	4	(100)	-	-	28	(82)	6	(18)
Aggravated Assault	395	(88)	52	(12)	1284	(92)	116	(8)
Non-aggravated assault	1593	(78)	456	(22)	5543	(89)	701	(11)
Robbery	301	(89)	37	(11)	397	(93)	31	(7)
Total	2293	(81)	545	(19)	7252	(89)	854	(11)

Source: NSW Bureau of Crime Statistics and Research

This table shows that alleged violent offenders aged 10-17 years were four times more likely to be male than female (that is, of 10-17 year old alleged offenders, approximately 80% were male and 20% female). Alleged violent offenders aged 18-24 years were nine times more likely to be male than female (that is, of 18-24 year old alleged offenders, approximately 90% were male and 10% female).

4.7 GEOGRAPHIC DIFFERENCES

Table 7 shows the number and rates of alleged offenders for violent offences against the person for NSW statistical divisions in 1992. (A table showing rates

for statistical sub-divisions within Sydney is at Appendix 1. A list of local government areas included in each statistical division is at Appendix 3.)

The data demonstrate that the number of alleged offenders aged 10-17 years for violence against the person is much less than the number of alleged offenders of other age groups in each statistical division. The number of alleged offenders aged 18-24 years, in turn, is much less than the number of alleged offenders aged 25 years or more in each statistical division.

However, Table 7 also shows that the rates of alleged violent offenders vary considerably between geographical areas. The fact that a particular area has a large number of alleged offenders does not necessarily suggest that the incidence of violent offences is comparatively high in that area, as is demonstrated by the conversion of the figures to incidence rates.

Using population breakdowns for each age group within the various statistical sub-divisions, incidence rates are expressed per 100,000 of the various age-specific populations. These rates provide a clearer picture of the comparative incidence of violence within the various groups across regions than can be provided solely by a comparison of the numbers of the alleged offenders. While Sydney had the highest numbers of alleged young violent offenders, for example, it had one of the lower comparative rates for such offenders. On the other hand, while the Far West had the lowest numbers of alleged young violent offenders, it had the highest comparative rate for such offenders. The North-Western area also has significantly higher rates, although this is also true for adult offenders in these regions. The comparative differences in rates for adult offenders, however, are less dramatic.

Table 7

Number and rate per 100,000 population¹ of alleged offenders
for violent offences against the person²
in 1992 by statistical division

Statistical Division	AGE OF 10-17		OFFENDER 18-24		(YEARS) 25+	
	No	(Rate)	No	(Rate)	No	(Rate)
Sydney	1428	(353.36)	3832	(927.17)	7178	(322.82)
Hunter	222	(373.78)	750	(1389.78)	1171	(363.12)
Illawarra	136	(341.81)	373	(1088.51)	581	(275.89)
Richmond-Tweed	66	(305.56)	234	(1608.91)	542	(467.14)
Mid-North Coast	103	(352.88)	369	(2209.31)	701	(447.04)
Northern	95	(401.91)	393	(2052.75)	627	(578.98)
North Western	117	(834.99)	489	(4551.80)	607	(874.62)
Central West	84	(378.34)	340	(2080.78)	468	(470.38)
South Eastern	60	(502.84)	281	(1638.96)	539	(475.45)
Murrumbidgee	91	(488.40)	266	(1710.50)	402	(477.71)
Murray	75	(543.59)	265	(2680.28)	383	(576.13)
Far West	33	(1134.80)	170	(6157.18)	167	(926.90)

Source: NSW Bureau of Crime Statistics and Research

Notes:

- 1 As no population data were available for 1992, rate calculations are based on population data from the National Youth Affairs Research Scheme and the Australian Bureau of Statistics *New South Wales Young People: A Statistical Profile (1993)* (Catalogue No. 4123.1)
- 2 Includes homicide, aggravated assault and non-aggravated assault

Table 8 shows the incidence rates for alleged robbery offenders for NSW statistical divisions in 1992. (A table showing rates for statistical sub-divisions within Sydney

is at Appendix 2. A list of local government areas included within each statistical division is at Appendix 3.)

Table 8 shows that, in terms of geographical differences, the number of alleged robbery offenders is much greater in Sydney than the other statistical divisions. Inner Sydney has the highest number of alleged robbery offenders (see Appendix 2). This is not surprising given that the Sydney CBD is located in this statistical sub-division and has large numbers of people resident in other areas who may commit crimes in this area. Sydney also tended to have a slightly higher incidence rate for alleged robbery offenders than the other statistical divisions. The Illawarra and North-Western areas had a high incidence of robbery offenders in the 10-17 year age group. The mid-North Coast, North-Western, Central Western and Hunter regions also had rates greater than 50 per 100,000 for this age group. While there were no alleged robbery offenders aged 10-17 years and 25 years or more in the Far West, this area had the highest incidence rate for alleged robbery offenders aged 18-24 years.

As these tables demonstrate, young alleged offenders are over-represented in crime statistics. Based on a comparison between the proportion of the population they represent, and that represented by adults, the 18-24 year age group are four or five times more likely to be accused of committing a violent offence against the person in almost every geographic area in New South Wales. Young people aged 10-17 years are more likely than adults to be accused in five of the 12 statistical divisions. In 1992 both age groups of young people were several times more likely to be accused of robbery offences than adults in almost every statistical division. In some instances young people were up to ten times more likely to be accused of robbery offences than adults.

Table 8
Number and rate per 100,000 population¹
of alleged robbery² offenders in 1992
by statistical division

Statistical Division	AGE OF 10-17		OFFENDER 18-24		(YEARS) 25+	
	No	(Rate)	No	(Rate)	No	(Rate)
Sydney	276	(68.29)	328	(79.36)	255	(11.46)
Hunter	16	(26.93)	30	(55.59)	23	(7.13)
Illawarra	17	(42.72)	17	(49.61)	14	(6.64)
Richmond-Tweed	3	(13.88)	3	(20.62)	6	(5.17)
Mid-North Coast	3	(10.27)	12	(71.84)	8	(5.10)
Northern	5	(21.15)	7	(36.56)	8	(7.38)
North Western	6	(42.82)	6	(55.85)	3	(4.32)
Central West	4	(18.01)	9	(55.07)	5	(5.02)
South Eastern	1	(8.38)	8	(46.66)	5	(4.41)
Murrumbidgee	6	(32.20)	5	(32.15)	5	(5.94)
Murray	3	(21.74)	-	-	4	(6.01)
Far West	-	-	5	(181.09)	-	-

Source: NSW Bureau of Crime Statistics and Research

Notes:

- 1 As no population data were available for 1992, rate calculations are based on population data from the National Youth Affairs Research Scheme and the Australian Bureau of Statistics *New South Wales Young People: A Statistical Profile (1993)* (Catalogue No. 4123.1)
- 2 Includes robbery without a weapon, robbery with a firearm, and robbery with a weapon which is not a firearm

4.8 DIFFERENCES RELATED TO ETHNICITY AND CULTURAL BACKGROUND

Official police and court records do not record information about the ethnicity or cultural background of offenders. However, this information is available for residents of juvenile justice centres. Table 9 shows the ethnicity or cultural background of residents of juvenile justice centres between January 1991 and May 1993 who were convicted of violent offences.

Because not all juvenile offenders who are convicted of violent offences are sentenced to juvenile justice centres, the data presented below need to be interpreted with some caution.

Table 9

Violent offences by ethnicity/cultural background for residents of juvenile justice centres between 1/1/91 and 31/5/93

Ethnicity/Cultural Background	TYPE OF OFFENCE		OFFENCE	
	Against the Person ¹		Robberies	
	No	(%)	No	(%)
Anglo-Australian	1088	(51.9)	414	(40.0)
Aboriginal	607	(28.9)	239	(23.1)
New Zealand/Maori	78	(3.7)	38	(3.7)
Indo-Chinese	30	(1.4)	70	(6.8)
Lebanese	56	(2.7)	59	(5.7)
Other	237	(11.3)	214	(20.7)
Total	2096	(100.0)	1034	(100.0)

Source: NSW Office of Juvenile Justice

Notes:

- 1 Includes sexual offences

This table shows that Aboriginal offenders are substantially over-represented in terms of being convicted for violent offences. While Aboriginal youth represent 1.8% of all youth living in New South Wales, they are convicted of about one-quarter of violent offences.

4.9 SCHOOL VIOLENCE

The statistics presented in this section are based on offences recorded by police as having occurred on school grounds. This does not necessarily mean that the offences were committed by school students, nor does it necessarily mean that they were committed during school hours.

Table 10 shows the number of recorded violent offences which took place on school grounds between 1989 and 1992.

Table 10

Number of recorded violent offences that occurred on school grounds¹

Offence	1989 No	1990 No	1991 No	1992 No
Attempted murder	-	1	3	-
Aggravated Assault	41	50	62	80
Non-aggravated assault	187	232	297	328
Sexual Assault ²	88	77	161	116
Robbery	5	9	27	25
Other ³	5	4	7	10
Total	326	373	557	559

Source: NSW Bureau of Crime Statistics and Research

Notes:

- 1 Includes primary and secondary schools, government and non-government schools
- 2 Includes aggravated sexual assault, sexual assault, aggravated indecent assault, indecent assault, act of indecency
- 3 Includes abduction and kidnapping, and demanding money with menaces

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This table shows that, consistent with the types of violent offences allegedly committed by youth in general, the most common recorded violent offence committed on school grounds was non-aggravated assault, followed by sexual assault and aggravated assault. None of the offences resulted in death and there were very few attempted murders. While there has been only a slight increase in the number of offences reported in 1992, the number of recorded violent offences increased by 233 between 1989 and 1992, representing an increase of 71.5%.

In June 1991, the Minister for Education and Youth Affairs directed that principals report to police all assaults on a student on school premises by any unknown adult. This directive may have contributed to an increase in reported assaults in 1991 and 1992.

Table 11 shows the rate per student population of violent offences committed on school grounds between 1989 and 1992.

Table 11
Number and rate per 100,000 school population
for recorded violent offences committed on school grounds¹

	1989	1990	1991	1992
No of Offences	326	373	557	559
No of Students ('000,000)	1.033	1.030	1.037	1.050
Rate	31.55	36.21	53.71	53.23

Source: NSW Bureau of Crime Statistics and Research for number of offences, and Australian Bureau of Statistics, *Schools Australia 1992* (Catalogue No. 4221.0) for number of students

Notes:

- 1 Includes primary and secondary schools, government and non-government schools

This table shows that the rate of recorded violent offences committed on school grounds increased by 69% between 1989 and 1992. Even though there was an increase in the number of school students during this period, the increase only

accounted for a very small part of the increase in the number of recorded violent offences. There has, however, been a slight decline in the incidence rate for 1992.

As previously discussed, offences recorded as occurring on school grounds may not necessarily have been committed by students or during school hours. Table 12 provides a breakdown of the three major types of offences reported in 1992 based on the time of the incident.

While the data suggest that assaults are most prevalent during school hours, the evidence is less clear in relation to sexual offences.

According to the New South Wales Department of School Education, 59 incidents of school violence were reported to the Department in the first five months of 1993. Of these incidents:

- the majority of the offenders were male
- 12 incidents involved serious injury or hospitalisation. Injuries included abrasions, bruising, cuts and fractures. Injuries were not specified in 61% of cases
- 18 incidents involved weapons which were either used to inflict injury or as intimidation. Knives were used in 10 instances. In eight cases weapons such as a truck fan belt, sticks and clubs were used. In 69% of cases no weapon was specified
- 23 victims were students, 15 of these were male. Eight teachers were victims, half of whom were male
- only two cases were identified as being of a racial nature (Martin:1993)

Table 12

Number of recorded violent offences that occurred on school grounds¹ in 1992, by time and date of offence

		Missing Time	Before 8am	8am - 4pm	After 4pm	Total
Aggravated Assault	During Term	2	-	61	12	75
	Not during Term	-	1	-	2	3
	Weekend during Term	-	-	1	-	1
	Weekend not during term	-	-	1	-	1
Non-aggravated assault	During Term	8	5	253	36	302
	Not during Term	-	2	-	3	5
	Weekend during Term	1	2	10	3	16
	Weekend not during term	-	-	2	3	5
Sexual Assault ²	During Term	38	2	24	18	82
	Not during Term	8	1	-	1	10
	Weekend during Term	15	2	4	2	23
	Weekend not during term	-	-	-	1	1

Source: NSW Bureau of Crime Statistics

Notes:

- 1 Includes primary and secondary schools, government and non-government schools
- 2 Includes aggravated sexual assault, sexual assault, aggravated indecent assault, indecent assault, act of indecency

4.9.1 Bullying

Bullying appears to be generally accepted as a normal part of school life. As a result, it is unlikely that the vast majority of incidents which might be labelled bullying would show up in official statistics. Children who are inclined to bully others at school are likely to continue to be highly aggressive towards other people in later life (Rigby, Black & Whish, 1993).

A study of bullying in South Australian schools (Rigby & Slee, 1991) found that:

- about one in ten school students were commonly subjected to bullying at school
- younger students tended to be bullied more often than older students
- female students were less likely than male students to be bullied
- physical bullying occurs much more often among male students than female students.

4.9.2 Harassment

Harassment of different groups within schools appears to be relatively common.

Sex-based harassment of female students by male students has been found to be widespread in co-educational schools (Martin, 1993). Some teachers also experience harassment by male students.

The majority of evidence to the National Inquiry into Racist Violence concerning racist violence in schools suggested that harassment and some verbal abuse were relatively common. There was little evidence of racist violence of a physical nature in schools (Martin, 1993).

A study of gay and lesbian school students found that two-thirds of those aged between 13 and 19 years reported that they had experienced at least one incident of harassment, usually verbal abuse, prompted by anti-gay feelings. Many said that they did not report the incident because they feared retribution, that their parents would find out about their sexuality, or that school staff would not be sympathetic (Griffin, 1993).

4.10 YOUTH AS VICTIMS OF VIOLENCE

As noted in Section 3.7, public concern about youth violence tends to focus on youth as perpetrators of violence. Relatively little attention has been given to youth as victims of violence. This section provides statistics on the victims of cleared violent offences. Additional limitations with these statistics include that the age and gender of the victim are not necessarily known, nor are they necessarily recorded.

Table 13 shows the number and age of victims of alleged offenders for 1992. This table shows that the victims of violent crime tend to be of a similar age to the alleged offender, particularly where the alleged offender is aged 10-17 years or 25 years or more. The victims of alleged offenders aged 18-24 years were likely to be aged either 18-24 years or 25 years or more.

Table 13

Number and percentage of victims of 10-17, 18-24 and 25+ year old alleged violent offenders¹ for 1992

Age of Victim	AGE OF 10-17		OFFENDER 18-24		(YEARS) 25+	
	No	(%)	No	(%)	No	(%)
< 10	53	(3)	66	(1)	193	(2)
10-17	912	(50)	578	(11)	554	(6)
18-24	335	(18)	2300	(45)	1775	(19)
25+	530	(29)	2188	(43)	6690	(73)
Total	1830	(100)	5132	(100)	9212	(100)

Source: NSW Bureau of Crime Statistics and Research

Notes:

- 1 Includes homicide, assault and robbery

Table 14 shows the gender of victims of alleged violent offenders for 1992. This table shows that overall, victims are much more likely to be male than female, particularly where the alleged offender is aged 10-17 years. Both males and females are more likely to be victims of non-aggravated assault than any other violent offence type. Males are much more likely than females to be the victims of aggravated assault. Females are more likely than males to be the victims of non-aggravated assault where the alleged offender is aged 25 years or more.

Table 14

Number and percentage of male and female victims of alleged violent offenders aged 10-17, 18-24 and 25+ years for 1992

Offence	AGE 10 to 17		OF OFFENDER 18 to 24		(YEARS) 25 +	
	Male No (%)	Female No (%)	Male No (%)	Female No (%)	Male No (%)	Female No (%)
Homicide ¹	3 (75)	1 (25)	20 (65)	11 (35)	62 (57)	46 (43)
Aggravated Assault	333 (82)	73 (18)	1415 (84)	263 (16)	1077 (72)	418 (28)
Non-aggravated assault	1222 (63)	710 (37)	3444 (57)	2574 (43)	4320 (39)	6883 (61)
Robbery	184 (76)	57 (24)	175 (68)	82 (32)	98 (60)	66 (40)

Source: NSW Bureau of Crime Statistics and Research

Notes:

1 Includes murder, attempted murder, and manslaughter (not motoring)

The leading causes of death for 10-24 year olds in New South Wales are motor vehicle accidents, followed by suicide, accidents, drug dependence and homicide.

There are many types of violence committed against youth which are unlikely to be reflected in the statistics presented above. These include violence committed by those in a position of authority. A study of homeless youth in Melbourne found that 86% reported being physically hurt since leaving home and 65% reported being physically assaulted in the previous year (Alder & Sandor, 1990). The study also found that 80% of violent incidents had not been reported to police. The reluctance of Aboriginal people and people from non-English speaking backgrounds to report violence has also been documented (Nugent, Wilkie & Iredale, 1989).

SECTION FIVE

FACTORS RELATING TO YOUTH VIOLENCE

5.1 INTRODUCTION

This section identifies a broad cross-section of factors relevant to youth violence in key research studies and inquiries commissioned by government. Many of these factors are interrelated and their relationship with violence is often complex. These factors will be considered by the Committee in addressing the Inquiry's final Term of Reference.

5.2 FAMILY-RELATED FACTORS

In 1990, the National Committee on Violence concluded that the family environment is the most important determinant of violent behaviour. The Committee also noted that aggressive behaviour manifests early and appears to be the best predictor of aggression in later life.

The research reviewed by the National Committee on Violence showed that there is considerable evidence to support the inter-generational transmission of violence, also referred to as the "cycle of violence". Children's aggression is strongly related to their parents' aggression at the same age, and can also be linked to rejection by either parent. Studies which support the cycle of violence have found that abused or neglected children are more likely to be violent in later life. However, childhood abuse or neglect does not necessarily result in later violent behaviour as the majority of abused or neglected children do not become violent offenders (Widom, 1993).

Similarly, even when the violence was not directed towards them, children from violent or abusive homes have been found to become involved in violent offending at a later age. Children from homes in which interpersonal conflict is common are also more likely to be bullies (Rigby, Black & Whish, 1993).

The National Committee on Violence also reported that disciplining children by physical punishment is widely accepted in Australian society. Children who have been physically punished are reported as being more likely to commit violence outside the family. The use of physical punishment can result in the child imitating

the aggressive actions of the parent rather than stopping the undesirable behaviour. The inconsistent use of physical discipline has also been found to be a direct cause of aggression in children.

The nature of Australian families has undergone considerable change in recent years. The rising rate of family breakdown has resulted in increasing numbers of single parent families. In addition, families where both parents work have become the norm.

Although research into the impact of parental separation is inconclusive, it appears that it is affected by a number of factors. These include the quality of the child's relationship with at least one parent, and the economic circumstances of, and the amount of social support available to, the custodial parent. The National Committee on Violence also cited research findings that boys with aggressive temperaments living only with their mothers from an early age are more likely to display aggressive behaviour than such boys living with two adults. Single parent families (mostly headed by women) are also among the most economically disadvantaged groups in society.

An Australian study comparing young violent offenders with young property offenders found that one of the few statistically significant differences between the two groups was that the violent group was less likely to have an adult present when they returned home from school or work (Vinson & Hemphill, 1979).

5.3 SOCIOECONOMIC DISADVANTAGE

While it is not clear if a causal relationship exists between socioeconomic disadvantage and an increase in violence, some researchers consider a statistical relationship to exist (National Committee on Violence, 1990; Devery, 1991). According to the National Committee on Violence, the majority of victims of violence, like perpetrators, come from relatively disadvantaged backgrounds.

An important indicator of socioeconomic disadvantage is unemployment. Studies in Australia into homicide between adult sexual intimates (Easteal, 1993) and children who died as a result of deliberate abuse (Strang, 1993) have found that the majority of perpetrators were unemployed at the time of the incident.

According to the Australian Bureau of Statistics, at June 1993 45,700 15-19 year olds and 54,000 18-24 year olds were looking for work in New South Wales. Anger, depression, anxiety, alienation, helplessness, guilt, loss of self-esteem and

boredom have been frequently associated with unemployment among youth (Eckersley, 1988). Even the prospect of unemployment has been associated with feelings of hopelessness, low self-esteem, emotional problems and delinquency among youth (Eckersley, 1988).

The length of time youth remain unemployed has also been identified as an important factor in the psychological impact of unemployment (Eckersley, 1988). According to the Australian Bureau of Statistics, at July 1993 the average duration of unemployment for 15-19 year olds was 30 weeks, and for 20-24 year olds it was 48 weeks.

Level of income is the fundamental indicator of socioeconomic disadvantage. Because of high levels of unemployment, many youth are dependent on income support payments which are at a rate below the poverty line established in the mid-1970s. Unemployment benefits to youth have also fallen in real terms relative to those paid to other unemployed people and relative to the poverty line (Eckersley, 1988).

The Senate Standing Committee on Employment, Education and Training (1992), in its recent report on the implications of sustained unemployment among youth, questioned the adequacy of current income support payments to youth. The Committee also noted that youth who are employed tend to be paid considerably lower wages than older age groups.

5.4 MARGINALISATION

The Senate Standing Committee on Employment, Education and Training (1992) referred to the emergence of a new "underclass" of people who are dependent on welfare payments through succeeding generations. Members of this underclass are not only unemployed, they see themselves as never becoming employed. The Senate Committee expressed concern that the disenfranchisement of members of this underclass may lead to increased violence.

Violence has been linked to feelings of alienation or estrangement in marginalised members of society (National Committee on Violence, 1990). Many young people feel marginalised in Australian society, excluded from the mainstream and unwilling to abide by its rules and norms of behaviour. Growing youth homelessness is also reported as contributing to the increasing numbers of alienated youth who feel powerless to change their situation (Eckersley, 1988).

A study in the United States found that, although young violent offenders had been socialised, they did not believe that they could put this into practice in appropriate social settings (Davis & Beverly, 1991). The researchers suggested that their violent behaviour compensated for feelings of powerlessness associated with not being valued by society.

Aboriginal people have significantly higher rates of unemployment than other groups and many Aboriginal people also feel culturally alienated. This marginalisation has been linked to their relatively high rate of perpetrating violence (Tatz, 1990). Particularly high rates of alleged violent offending by youth are evident in Far West New South Wales, which has a relatively high proportion of Aboriginal people compared to other areas of the state (see Section 4.7).

5.5 GENDER

The relationship between gender and violence requires a consideration of the social construction of masculinity and how it relates to violence generally. It has been argued that there are several constructions of masculinity and that these have different relations to violence (Connell, 1991).

How a society defines masculinity is important because it affects the way in which males are socialised. The popular construction of masculinity in Australian society involves males who are strong and tough and there is an acceptance of the use of violence in certain circumstances.

A study of juvenile homicide in Australia found that virtually all of the incidents involved threats and challenges to masculine honour or reputation in front of male peers (Polk, 1993). A recent study of youth in Melbourne found that young men's involvement in violence was often associated with codes of toughness and establishing dominance over other young men (Bessant & Watts, 1993).

Studies examining the relationship between men, women and violence indicate that males use violence to maintain and reinforce their power over women (Alder, 1991). A survey of Australian secondary school students' perceptions of "wife" abuse found that 40% of male students and 27% of female students considered that hitting a "wife" was acceptable under some circumstances (Rigby, Black & Whish, 1993). This attitude is reported as being a strong predictor of actual physical abuse of female partners in the home.

5.6 RACISM

The National Inquiry into Racist Violence defined racist violence as a specific act of violence, intimidation or harassment carried out against an individual, group or organisation (or their property) on the basis of race, colour, descent or national ethnic origins, and/or support for non-racist policies. Some have also argued that the racism inherent in Australian society's structures and institutions is a form of racist violence (Nugent, Wilkie & Iredale, 1989).

The majority of evidence to the Inquiry concerned harassment and some verbal abuse. Submissions and evidence also indicated that violence and abuse directed towards Aboriginal people is a constant problem in their lives (Wilson, Nugent & Iredale, 1989). Aboriginal people were considered to be particularly vulnerable to racist violence because of their socioeconomic disadvantage, the relative isolation of Aboriginal communities and the general environment of discrimination against them.

There is a lack of official statistics on racist violence. Many incidents are not reported to police (Nugent, Wilkie & Iredale, 1989). Most of those reported do not have their racist component documented because police record violent offences according to the nature of the offence, rather than the motivation behind it.

The extent to which racism contributes to violent behaviour by youth is not clear, although racism (usually name calling) can be the trigger for violent incidents involving youth (Foote, 1992; Bessant & Watts, 1993; Polk, 1993). Media reports of national conflicts can also trigger racial conflicts in school playgrounds, as in the recent case of the Gulf War. Other conflicts among youth which are not based in racial tension can escalate along racial lines when friends become involved.

5.7 HOMOPHOBIA

Since 1990, there have been 13 gay/hate related murders in New South Wales (NSW Attorney General's Committee, 1993). Of the 19 offenders convicted for these murders, 11 were of school age at the time they committed the murder.

In a study of homophobic violence in inner Sydney, victims reported that more than 80% of perpetrators were aged between 16 and 25 years, and that the average number of attackers was four (Cox, 1990). More than three-quarters of the victims reported the motivation for the assault as being homophobia, particularly because

the assailants often used anti-gay/lesbian taunts. The study also found that about half of the victims did not report the incident to the police.

It appears that many youth who commit homophobic violence do not perceive it as unacceptable (Brown, 1993). Police have commented that many youth arrested for "gay bashing" have been genuinely surprised to find that their actions are not socially condoned.

5.8 THE MEDIA

Violence is portrayed in a variety of media, including television, videotapes, films and computer games, all of which are very popular among youth.

The media often portrays lifestyles beyond the means of many people, particularly the unemployed. It has been argued that these portrayals are more likely to lead to violence and crime than violent programs, by encouraging materialistic attitudes and reducing tolerance to delays in gratification (National Committee on Violence, 1990). In contrast, media coverage of youth unemployment, rather than motivating youth to try to obtain employment, has been found to produce feelings of hopelessness and bitterness (Eckersley, 1988).

While a causal link between media violence and violent offences has not been established, many researchers are convinced that exposure to excessive media violence increases the likelihood of at least some people behaving violently (Wilson & Nugent, 1987). The National Committee on Violence concluded that the consensus of opinion at that time was that television plays a relatively minor role in producing violent behaviour. A minority report prepared by NSW representative, Peter Quinn, expressed a strong contrary view. The Committee also noted that it is generally accepted that viewing television violence may change attitudes, provide justification for violence and may also suggest that problems can be resolved through aggressive behaviour.

Some have argued that televised violence desensitises people to violence which may weaken restraints over aggressive behaviour, or that it leads to violent behaviour being imitated (National Committee on Violence, 1990).

Some research has shown that the relationship between television viewing and violence is bi-directional (National Committee on Violence, 1990). In other words, viewing violence can contribute to aggressive behaviour, and those who are predisposed towards aggression are more likely to view violent programs. This

relationship appears to be affected by the frequency and the seriousness of the violence viewed, whether the violence is or appears to be realistic, and whether it is portrayed as or is perceived as being justified (National Committee on Violence, 1990).

Several studies have shown that people's views are more likely to be influenced by real, as opposed to fictionalised or "unreal", televised violence (Sheehan, 1991). A study carried out for the Inquiry of the Australian Broadcasting Tribunal into the portrayal of violence on television (among other issues), found that violent material which is both explicit and realistic has the most impact on viewers' emotions (Sheehan, 1991). This suggests that news programs may be of particular concern because they necessarily televise actual events and hence real and explicit violence.

Australian research is also consistent with overseas findings that the television viewing habits of parents are a better predictor of their children's aggressiveness than the viewing habits of the children (National Committee on Violence, 1990).

The National Committee on Violence also concluded that a bi-directional relationship may also exist for videotapes and films. A study of popular videotapes available in Australia found that depictions of aggression were relatively frequent and severe (Brooks, Fox, Nugent & Wilson, 1987). Over half the aggressive scenes were contained in the PG and M rated videos which are readily accessible to youth under the age of 18 years.

Because of their recent introduction, there has been no Australian research into the effects of violent video and computer games on behaviour. However, there is public concern that the interactive nature of these games might have an even greater effect on behaviour than other visual forms of media. This concern is such that violent video and computer games are currently being investigated by a Senate Select Committee.

5.9 SPORT

The sporting field, like the home, is often viewed as being subject to different rules of behaviour to other forms of social interaction (Tulloch, 1993).

Research on the effect of viewing sports-related violence is not conclusive. However, most of the research evidence suggests that it increases the propensity

of spectators for violence through imitating behaviour displayed on the playing field (Schneider, 1991).

While viewing violence in sport may contribute to violent behaviour, participation in sporting activities has been associated with a reduction in assaults committed by Aboriginal youth (Tatz, 1990).

In 1990, the National Committee on Violence was informed that violence in sport had decreased in recent years. However, the Committee noted that any level of violence in sport is cause for concern, particularly because of the influence of sporting heroes on children. The Committee also noted that recent technological developments now allow for aggressive acts on the playing field to be repeatedly broadcast.

Aggression on the sporting field is frequently equated with toughness and masculinity and viewed as character building (Tulloch, 1993). A study of secondary school students' reactions to televised sports violence found that while younger students took it seriously, older students (particularly males) did not perceive it as violence but as toughness or even as funny (Tulloch, 1993).

The increasing commercialisation of sport has also been linked to violence because of the over-emphasis on winning (Schneider, 1991).

5.10 USE OF WEAPONS

In 1988, it was estimated that there was one gun to every four people in Australia (Chappell, Grabosky, Wilson & Mukherjee, 1988). The report of the National Committee on Violence reported that while there has been little research examining the relationship between firearms and violence, possessing a firearm may enhance the aggressiveness of some people who are stimulated by weapons.

It has also been suggested that access to firearms is relatively easy in Australia, particularly as the lack of uniform gun control legislation between states means that if a gun cannot be obtained in one state it can be obtained in another.

In 1990/91, about 23% of all murders in Australia reported to police were committed with firearms and about 33% were committed with knives and other sharp instruments (Chappell, 1993). The death rate for victims assaulted by guns is several times that for those assaulted by knives or other weapons (Chappell, Grabosky, Wilson & Mukherjee, 1988).

Official police statistics show that about 6% of robberies committed by 10-17 year olds and 27% of robberies committed by 18-24 year olds in 1992 involved the use of a firearm (see Sections 4.3 and 4.4). Other data indicate that knives are used in about 14% of robberies (Chappell, 1993).

Because violence committed by juveniles often occurs in groups and tends to be spontaneous rather than premeditated, firearms are not commonly used. However, the probability of violent incidents involving youth and which result in death might be greatly increased if guns were more readily available (Polk, 1993).

5.11 USE OF PUBLIC SPACE

There is a perception in the community that youth who congregate in public places - shopping centres and "on the street" - pose a threat to personal safety. Many shopkeepers also perceive youth as a potential threat to themselves and their business (Foote, 1992).

Youth are making increasing use of public space largely because of a lack of readily available, low cost venues where they can meet, have fun, participate in recreation activities and pass the time. Associated with youth's increased use of public space have been increased efforts to monitor and regulate youth's behaviour (White, 1990).

Some of the violence committed by youth, particularly juveniles, is reported as occurring in these open and public spaces (Polk, 1993). A study of juvenile homicide in Australia found that incidents often occurred between groups of youth as they came in contact with each other in search of social and recreation activities (Polk, 1993).

5.12 THE POLICE

Youth are a particularly visible section of the community because of high youth unemployment and the fact that they often congregate in public places. Their high visibility has been linked to youth attracting the increased attention of the police (White, 1990; Alder, O'Connor, Warner & White, 1992).

The visibility of Aboriginal youth in public places and the tendency of Aboriginal people to live together in identifiable communities may make Aboriginal youth particularly vulnerable to police attention. This has been cited as one of the main

reasons for the over-representation of Aboriginal youth in the criminal justice system (Youth Justice Coalition, 1990). The same argument could be applied to youth of particular ethnic backgrounds.

A recent study in Queensland, Tasmania, Victoria and Western Australia, about perceptions of the treatment of juveniles in the legal system, found that a high proportion of youth had been stopped and spoken to by the police (Alder, O'Connor, Warner & White, 1992). This usually happened when they were on the street "hanging out" or "walking". The study found that Aboriginal youth, young men and unemployed youth were most likely to be stopped.

The same study also found that some police officers are violent toward youth. Of those youth taken to a police station, the majority reported that they were "yelled at" or "sworn at", just over half said they were "pushed around", and 40% said they were "hit" by police officers.

Most police officers also reported that they had applied force to a young person at some time. The officers usually explained using force as a form of self defence or as a response to the young person resisting arrest. Virtually all of the police officers who participated in the study said that they had been assaulted or harassed by youth in the course of their work, although just over half reported that this did not happen very often.

Most police officers said that generally they did not find youth difficult to deal with, and that most young people respect the law and its officers. However, many did specify that "street kids", "gangs" and Aboriginal youth were particularly difficult to deal with.

A study of homeless youth in Melbourne found that more than half reported having been assaulted by police on at least one occasion (Alder & Sandor, 1990). The researchers commented that youth's descriptions of these incidents did not suggest that they were exaggerating or being malicious. Police assaults were seen as justified because of the young person's behaviour towards the police, or accepted as a normal feature of police-youth relations.

5.13 GANGS

There has been a tendency by the public and the news media to label any group of youth as a "gang". Consequently, groups of youth have become a source of fear for many people who now associate them with gangs and, by implication, violence.

However, forming groups is a normal part of adolescence and can be important in providing youth with a sense of belonging and social worth.

There has been little research in Australia on gangs (particularly youth gangs) and their involvement in violence. In 1993, the NSW Police Service reported the existence of 50 street gangs made up of approximately 1,500 members. Police also advised the National Committee on Violence that in 1987/88 only 8% of serious assaults in New South Wales were attributed to gangs.

While some violence in Australia may result from youth engaging in group activities, it does not resemble the gang violence found in some parts of the United States (Polk, 1993). Police interviewed on radio have reported that many so-called street gangs are no more than groups of teenagers who occasionally commit petty crime. Others have suggested that the majority of these groups commit minor vandalism and petty theft as a response to being bored and frustrated. However, it is the violent gangs who receive media coverage, confirming public perceptions that all groups of youth are lawless, unpredictable and violent.

5.14 INSTITUTIONALISATION

Research into the cycle of violence (see also Section 5.2) has found that of children who experienced parental abuse and neglect, those who were institutionalised in childcare institutions were more likely than those who were not institutionalised to become involved in later violent offending (Widom, 1993).

A report recently released by the NSW Office of Juvenile Justice states that many juvenile offenders re-entered juvenile justice centres on violent offences after serving custodial terms for non-violent offences. The report goes on to question the ability of juvenile justice centres to "prevent or minimise exposure to the more experienced and the more violent criminal elements they house" (Cain, 1993: p.36).

5.15 DRUGS AND ALCOHOL

5.15.1 Alcohol

Experimental use of alcohol is very common among youth. While a 1989 survey of New South Wales secondary school students found an overall decline in alcohol use since 1983, it also found that there had been an increase in the prevalence of

regular drinking among 16 and 17 year olds (NSW Directorate of the Drug Offensive, 1990). Of concern was the occasional heavy drinking (more than five drinks at a sitting) or "binge" drinking practised by about 40% of 16-17 year olds.

Alcohol use is frequently linked either with young offenders or with violent behaviour. A study of young offenders in Adelaide found that nearly three-quarters were categorised as having an alcohol-related problem (Putnins & Harvey, 1992). According to a video recently released by New South Wales police, 40% of serious assaults are alcohol-related. Alcohol use has also been associated with violent behaviour by both Aboriginal people (Tatz, 1990; Easteal, 1993) and homeless youth (Alder & Sandor, 1989).

It has also been argued that alcohol use is causally linked to "juvenile delinquency". This argument was based on the significant increases recorded in juvenile crime following the lowering of the legal drinking age in various Australian states (Putnins & Harvey, 1992).

While a close association has been documented between alcohol use and violence, the research also indicates that this relationship is complex (National Committee on Violence, 1990). The National Committee on Violence concluded that the effect of alcohol use on behaviour is the result of the interaction of psychological, social and cultural factors rather than the pharmacological properties of alcohol.

The physical setting and type of social gathering may also facilitate or inhibit violence (National Committee on Violence, 1990). Research into violence committed around hotels, clubs and other drinking venues in Australia found that it was more likely to occur in the busy periods (late at night or around closing time) and towards or during the weekend (Tomsen, Homel & Thommeny, 1991). Violence has also been found to be associated with groups of male strangers, low comfort levels, high levels of boredom (no entertainment), high levels of drunkenness, and with aggressive and unreasonable staff (Tomsen, Homel & Thommeny, 1991).

5.15.2 Illicit drugs

The National Committee on Violence concluded that almost all drug-related violence in Australia is associated with the trafficking and distribution of drugs, rather than their use. According to police, 80% of all armed robberies in New South Wales in 1987/88 were committed by drug users trying to obtain the resources to pay for illicit drugs (National Committee on Violence, 1990).

A survey in New South Wales found that drug use among youth in juvenile justice centres was much higher than among school students (CEIDA, 1991). Anecdotal evidence suggests that amphetamines are the current drug of choice for youth. After consideration of a wide range of drugs, the National Committee on Violence concluded that the use of amphetamines was cause for concern because it is more common for amphetamine intoxication to be accompanied by violence than other illicit drugs.

Mixing drugs is also relatively common by most young drug users. A survey of 16-21 year old illicit drug users in New South Wales found that 94% also used alcohol and that heavy drinking was relatively common (CEIDA, 1991). The combination of amphetamines and alcohol can also result in paranoid reactions which can produce violent behaviour (National Committee on Violence, 1990).

5.15.3 Prescription drugs

Anecdotal evidence suggests that the non-medical use of prescription drugs (particularly benzodiazepines) is relatively widespread among youth using illicit drugs in inner Sydney. One of the reported adverse effects of benzodiazepine use is aggressive behaviour (National Health and Medical Research Council, 1991). Of particular concern is that prescription drugs are often mixed with other drugs (usually alcohol) which can compound the adverse effects of the prescription drug. Tranquillisers taken with alcohol have been reported as resulting in violent behaviour (National Committee on Violence, 1990).

5.16 SCHOOL-RELATED FACTORS

There are a number of school-related factors which have been linked to youth violence generally, as well as to school violence.

Apparent retention rates in NSW schools (from Year 7 to Year 12) have increased from 33.7% in 1981 to 68.5% in 1992. Because of high unemployment, educational qualifications are becoming more important in obtaining employment. Students are under increasing pressure to perform well and there is also increased competition for limited tertiary places (Eckersley, 1988).

Many Australian students who are unlikely to undertake tertiary study feel that the subjects currently available are not particularly relevant to obtaining employment and others find them uninteresting (Eckersley, 1988; Brown, 1993). A study of

interpersonal relations among South Australian school students found that one of the factors associated with bullying was a dislike of school (Rigby & Slee, 1993). Another study found that students with less interest in school were more likely to commit school-based offences (Carroll, 1987). Delinquent and criminal behaviour has also been linked with low achievement levels and poor behaviour at school (National Committee on Violence, 1990).

Most violent behaviour by younger people occurs in groups and the influence of peers appears to be a factor (National Committee on Violence, 1990). Although most peer interaction among youth occurs at school, the National Committee on Violence concluded that peers and the school environment appear to reinforce aggressive behaviour rather than instigate it. This conclusion was reached because aggressive behaviour precedes both school attendance and involvement in groups.

A study of bullying among South Australian school students found that support for victims diminished with age. The researchers found this to be consistent with the view that schools tend to instil stereotypically male values in students where it is desirable to be dominant, aggressive and never to show emotional weakness (Rigby & Slee, 1991).

Many Australian students are dissatisfied with the authoritarian nature of schools which do not provide opportunities to participate in making decisions which affect them (curriculum planning, school rules etc) (Eckersley, 1988; Brown, 1993). This is reported as creating feelings of frustration, resentment and alienation.

Other aspects of schools which have been cited as being important in school-based violence include the size of the school and the size of classes (Schneider, 1991); the nature of leadership and discipline (Wayson, 1985; Challinger, 1987); skills of teachers, particularly behaviour management (Challinger, 1987; Martin, 1993); and the physical design of the school (Schneider, 1991).

5.17 BIOLOGICAL FACTORS

The report of the National Committee on Violence included a review of research carried out on the relationship between biological factors and violence. The Committee found that violent behaviour does not appear to be an inherited characteristic.

Some minor physical abnormalities (inherited or from perinatal trauma) were found to correlate with later violent offending. However, this finding only applied to

children raised in unstable, non-intact families which suggests that the effect of these abnormalities on behaviour can be offset by a stable family environment.

Some violent offenders, particularly so-called psychopaths, have differing physiological reactions to threatening situations than other people, showing lower levels of response to stimuli. These individuals may actively seek risky situations to compensate for this lower level of response. However, many people with low response levels are not violent criminals, suggesting that other factors are involved in the relationship between this condition and violent behaviour.

The National Committee on Violence noted that men are much more likely than women to commit violent offences and that this indicates sex-based differences in violent behaviour. Research suggests that hormones, particularly testosterone, may contribute to violent behaviour. As mentioned previously, men are much more likely than women to display aggression which produced physical pain or injury. However, there is relatively little difference between men and women in terms of the level of aggressive behaviour which produces psychological or social harm.

Age has also been postulated as having a biological link to violent behaviour because most criminal violence is perpetrated by those in a particular age group (15 to 30 years).

5.18 PERSONALITY FACTORS

A review of research carried out for the National Committee on Violence found that personality factors which have been associated with violent behaviour include:

- risk-taking, thrill seeking, or sensation seeking
- lack of empathy or regard for the feelings of others
- impulsiveness, or the inability to defer gratification

Extreme violence has been also linked to individuals with unusually strong internal controls, referred to as the "over-controlled personality".

5.19 MENTAL ILLNESS

Prediction of violence in people with mental illness is regarded as extremely difficult. However, some forms of mental illness (in particular paranoid schizophrenia) may occasionally result in violent behaviour.

A study of homicides in New South Wales found that the incidence of mental illness among offenders was no higher than in the general population (Chappell, 1989).

The National Committee on Violence noted that while there may be a statistical relationship between mental illness and violence, it is not a powerful explanatory factor. The Committee warned of the danger of fostering public attitudes and policies towards people with mental illness which would stigmatise and discriminate against them.

SECTION SIX

GOVERNMENT POLICIES AND PROGRAMS

6.1 INTRODUCTION

The Committee has been asked to examine the response of government to youth violence. Accordingly, this section discusses government policy and programs. Information on the Youth Affairs Policy is provided along with the various state government initiatives and services currently in place to meet the Policy's objectives. The future plans of various state departments and agencies are also reviewed. Examples of relevant policies, services and programs at the Federal level that impact upon the state's youth are also identified.

Key NSW Government agencies that deal with youth issues were requested to provide information for this Section. Information was also obtained from relevant Commonwealth Government agencies. Wherever possible the agency responsible for a program has been identified.

6.2 YOUTH AFFAIRS POLICY

The Youth Affairs Policy states that the Government is committed to enhancing the capacity of all youth to:

- reach their full potential
- exercise their freedom to choose
- participate in making decisions which affect their lives
- accept personal and social responsibility for their decisions and actions.

This is being achieved by providing a broad range of opportunities for youth.

Youths aged between 12 and 24 years are major users of Government services. In 1993-94, 293 initiatives assisting youth were identified by 56 government agencies in the Youth Budget Statement, involving expenditure totalling \$2.57

billion. This represents more than 15.2% of the State's recurrent Consolidated Fund.

The issue of youth violence is specifically addressed in the Youth Affairs Policy which includes a Youth Vision calling on society to:

actively support the right of all citizens to be free from physical, emotional or threatened violence (p.21).

It is recognised that a complex array of factors can contribute to acts of violence by, or against, youth. Involvement in violence by youth, either as victims or as perpetrators, can adversely affect their ability to participate fully in society.

The provision of opportunities through a broad range of services and programs implicitly aims to reduce the likelihood of youth being vulnerable to involvement in acts of violence, either as perpetrators or victims.

6.3 NSW GOVERNMENT POLICIES, PROGRAMS AND FUTURE DIRECTIONS

6.3.1 Youth Affairs Policy Primary Objective: Identifying Issues and Coordinating Responses

The Youth Affairs Policy states that:

The Government is committed to increasing consultation with and participation of youth and the youth sector, which includes those working with youth through community organisations, government agencies and industry, to identify issues and coordinate responses in order to meet the total needs of the young person, and ensure that money allocated to youth services is most effectively and equitably used for the benefit of youth.

● Relevant programs and services

In establishing mechanisms to achieve this objective, the Government hopes to ensure that issues such as youth violence are addressed in a coordinated, consultative manner.

Examples of where this has occurred include:

- widespread public consultation on the recommendations in the Juvenile Justice Advisory Council's Green Paper on Future Directions for Juvenile Justice in New South Wales
- Youth Sector Seminars, including topics on youth as victims of crime and the Juvenile Justice Green Paper
- coordination of agency information on youth violence through the Inter-Departmental Committee on Youth Affairs
- Chief Secretary's Standing Committee on Underage Drinking, bringing together representatives of relevant State Government agencies, youth, industry and the Liquor Administration Board
- the Community Youth Support Taskforce, which considered, amongst other things, the issue of youth violence.

● **Future Directions**

The Department of Community Services will be reviewing its "youth" policy and consideration of the Department's response to issues such as youth violence will be included in that review.

6.3.2 Youth Affairs Policy Primary Objective: Increasing Education Opportunities

The Youth Affairs Policy states that:

The Government is committed to increasing education opportunities to enable youth to realise their full potential.

Specific policies have also been developed by the Department of School Education to address the issue of youth violence, for example the 1992 Anti-Racism Policy Statement.

● **Relevant programs and services**

A variety of curriculum and student welfare programs in schools seeks to prevent violence in schools. Where students are identified as having behaviour disorders, specialist intervention is provided wherever possible.

The Personal Development, Health and Physical Education key learning area provides the curriculum context for the development of violence prevention programs. For example, students learn the skills of communication and conflict resolution as well as how to evaluate different view points and solve problems.

As part of its student welfare policy, each school has a fair discipline code which consists of practices to commend good behaviour, to prevent inappropriate behaviour and to deal with unacceptable behaviour. The codes are developed in consultation with school communities and reflect the fact that home, school and community have complementary roles to play in setting and maintaining an acceptable standard of student behaviour.

Violence by students against other students or staff is not acceptable under any circumstances. The suspension, exclusion and expulsion procedures have been strengthened to support Principals in protecting the vast majority of students who want to learn without being disrupted by unruly classmates. Regardless of age, students who behave in a threatening or violent way will be subject to expulsion by the Minister, following recommendation by the school Principal. Principals are able to use their discretion in deciding whether to ban potential weapons from the school.

School Principals have the power to declare vacant the place occupied by a non-serious student on the grounds of a record of poor attendance and non-compliance with school requirements. They also have the right to refuse the enrolment of a student of post-compulsory age on the grounds of previous violent behaviour.

Some examples of preventative programs which seek to counter violence are described below:

- Peer Support Programs provide "buddy" systems for protection, friendship and advice and actively teach the skills of friendship and leadership
- Conflict Resolution Programs teach both staff and students how to reduce anger and find positive ways to resolve conflict

- Child Protection Curriculum Materials support teacher training and curriculum implementation which develop students' ability to express their feelings and seek support and protection from abuse
- Student Representative Councils operate in most high schools and many primary schools. They provide a forum for students to discuss issues such as violence and anti-racism. Skills incorporated in this program include: leadership training; effective communication; decision-making; negotiation skills; self-esteem and a sense of purpose and belonging
- School Parliaments involve active participation by students through the democratic process. They provide real life experiences in school governance and promote the right of all students to have a say and be represented
- Anti-Racism Programs/Prejudice Projects reject racism in all its forms. The associated grievance procedures provide clear directions for resolving racist complaints. Support materials assist schools in combating prejudice in schools
- Time Out, a pilot program based on cooperative action between local schools and funded community organisations to address the needs of chronic truants and behaviour-disordered students (Office of Youth Affairs)
- Koori Youth Program, a pilot program which assists young Aboriginal people who have left school early and are unemployed, or who are at risk of leaving school early (Office of Youth Affairs)
- Helping Early Leavers Program (HELP) provides funding to community organisations to conduct basic literacy, numeracy and self-esteem courses for youth who have left school early or who are at risk of doing so (Office of Youth Affairs)
- Circuit Breaker assists youth in Years 9-12 of non-English speaking backgrounds at risk in their transition from school to further education, training or work. It assists them to gain entry to the labour market after leaving school by providing activities such as industry visits, work experience and job search training and assistance (Office of Youth Affairs).

With the implementation of the Schools Renewal Strategy, schools have been encouraged to develop initiatives at the local level which involve community groups and other government departments. This ensures that the programs target local needs and that there is local community ownership of the programs. It also means that the specialist expertise of all government departments and agencies is coordinated and focused and maximises the possibility of successful outcomes.

Specialist staff provide a range of programs to support students in government schools. Some of these staff have a largely preventative role while others work with students already identified as having behaviour disorders and requiring highly specialist intervention. Some key specialist staff are listed below:

- Itinerant Support Teachers (Behaviour) provide support and assistance to class teachers in developing individual behaviour management plans for students with behaviour problems. They also provide staff development
- Behaviour and Attendance Teachers design and implement innovative programs to address behaviour and attendance problems. Some programs successfully utilise strategies such as camps or one-day each week cottage programs to develop student skills
- School Counsellors provide individual and group counselling of students and also work with parents. They are involved in developing specialised educational programs for individuals and groups of students, whole school prevention programs and critical incident response management
- Community Liaison Officers (Language backgrounds other than English) encourage the participation of parents and ethnic communities in education and assist schools in meeting the specific needs of students with language backgrounds other than English
- Regional Aboriginal Community Liaison Officers promote stronger links between schools and Aboriginal communities. They assist regions to promote policies and practices which will enable teachers and parents to meet the needs of Aboriginal students
- Aboriginal Education Assistants provide school-based support to teachers and schools with Aboriginal student enrolments and provide links between the school and community

- Home School Liaison Officers support and maintain school attendance using a variety of student welfare initiatives and assist in a variety of the special programs listed above.

- **Future Directions**

The Department of School Education has already provided a significant level of resourcing to counter violence. In the 1992-93 financial year this has exceeded \$19 million. These provisions will continue and will be supplemented by additional funding for a range of initiatives that will provide further resources in both primary and secondary schools. These will support the development of carefully planned and targeted preventative programs, as well as providing resources to address the needs of students already identified as behaviour disordered. Wherever possible, these programs will be developed in consultation with other government departments and local agencies.

6.3.3 Youth Affairs Policy Primary Objective: Assisting Youth with Further Education, Training and Employment

The Youth Affairs Policy states that

The Government is committed to increasing training and employment assistance to provide youth with skills which lead to worthwhile and satisfying jobs.

- **Relevant programs and services**

Students of the NSW TAFE Commission are admitted subject to Departmental Instructions regarding student conduct, enrolment requirements and student occupational health and safety. TAFE Commission's support services include a Counselling Service to provide advice on course choices and assistance with personal problems, finances and work.

The NSW Government also provides programs and services to assist youth to improve their education and employment outcomes. These programs and services include:

- Labour Market Programs, focusing on courses and programs relevant to labour market skill development, both pre-employment and retraining (TAFE and DIRETFE)
- Aboriginal Access Courses for adult Aboriginal people who have been educationally disadvantaged (TAFE)
- Outreach Courses for people who have experienced barriers to learning or have limited access to education (TAFE).

● **Future Directions**

The NSW TAFE Commission identified a number of strategies planned to address the problem of youth violence:

- TAFE colleges are developing "rights and obligations" guidelines for students
- a Prevention of Harassment policy is being developed which will cover both students and staff and will relate to harassment and/or assault based on factors that include a person's gender, race, disability and sexual preference
- TAFE's Counselling Division is developing a draft management of suicidal clients policy setting out procedures/guidelines for dealing with potential suicidal clients.

6.3.4 Youth Affairs Policy Primary Objective: Providing Transport for Youth

The Youth Affairs Policy states that

The Government is committed to providing effective transport for youth to ensure they have access to education, training employment, health, welfare, leisure, recreational and entertainment facilities and a range of other services.

● **Relevant programs and services**

The NSW Government has implemented a variety of initiatives to improve the safety of passengers utilising public transport. These include:

- Nightride, a bus service which replaces trains between midnight and dawn
- continued close liaison with the Police Service on issues such as patrolling of trains and stations by Police
- the provision of two-way radios as standard equipment to guards and other staff linked with a communications network providing back-up support as required
- the establishment of "help points" and closed circuit television systems at critical railway stations
- improved lighting on stations and the elimination of dark obscured areas through rebuilding and refurbishment
- publication of a number of pamphlets by the SRA on safety on trains and stations.

● **Future Directions**

The Department of Transport reported that the NSW Bureau of Crime Statistics has indicated that a study of crime statistics on public transport is to be conducted in the near future. The focus of the study will cover the major forms of public transport, with particular emphasis on assaults, robbery and sexual offences.

The State Rail Authority proposes to provide train guards with training in security conducted by the Police Service. It is expected that the training will be completed by the end of December 1993.

6.3.5 Youth Affairs Policy Primary Objective: Assisting Youth with Accommodation

The Youth Affairs Policy states that

The Government is committed to providing for the accommodation needs of youth, particularly those who are homeless or at risk of becoming homeless and ensuring that accommodation is linked to other necessary, appropriate support services to improve their chances of living independently.

● **Relevant programs and services**

The Department of Community Services addresses the problem of youth violence on an individual level when it is identified as a risk factor in a family or when youth have become permanently detached from their families or become homeless. The Department of Community Services operates a number of accommodation support programs for youth, including the Substitute Care Program. This program provides community placements through foster and group care for children and youth up to the age of 18 years who are unable to live with their parents. Services are also available to assist youth in care who are exhibiting violent behaviour.

● **Future Directions**

The Department of Housing reported that a national strategy on youth housing to improve the access of youth on low incomes to stable, affordable housing will be developed following agreement reached at the last Housing Ministers' Conference.

The Department of Housing also plans to identify separately expenditure on repairs or maintenance due to vandalism in Departmental accounts in 1993/94.

Security intercoms are being trialled in high risk areas to prevent unwanted access to flats.

6.3.6 Youth Affairs Policy Primary Objective: Providing for the Health and Well-being of Youth

The Youth Affairs Policy states that

The Government is committed to making opportunities available for youth to develop their capacity to lead full and satisfying lives, reducing, wherever possible, health problems which may arise from

social, economic or environmental factors and ensuring easy access to high quality, appropriate services.

Various NSW Government agencies have developed the following strategic plans and policies which have implications for the issue of youth violence. These include:

- NSW Domestic Violence Strategic Plan (Women's Coordination Unit)
- NSW Youth Health Policy and NSW Youth Health Plan 1993 (Draft), which identify objectives relating to alcohol and other drug use; suicide; mental health; sexual assault; and physical and emotional abuse (NSW Health Department)
- NSW Drug Strategy, which provides a policy framework for the reduction of alcohol and other drug related harm in this state. The NSW Drug Strategy identifies the reduction of alcohol related harm among youth as its first priority (Drug and Alcohol Directorate, NSW Health Department)
- NSW Youth Alcohol Strategy which has been established to meet a series of outcomes, one of which is "A reduction in the rate of alcohol related crime and violence and reported incidents in which youth are involved" (Drug and Alcohol Directorate, NSW Health Department).

● **Relevant programs and services**

Prevention activities by the Drug and Alcohol Directorate and the Chief Secretary's Department that directly and indirectly target youth with the aim of reducing alcohol related crime and violence include:

- the 1991 development of the Youth Alcohol Initiative, a joint venture with the Police Service
- the development of community approaches to the implementation of responsible server strategies
- the introduction of the Proof of Age card scheme
- sponsorship of The Alcohol-Crime Connection, introducing a new Police Service approach to alcohol related crime.

Section Six

The NSW Health Department administers a number of programs which aim to reduce the extent of substance misuse and abuse, including:

- Drug and Alcohol Treatment and Rehabilitation
- Community Drug and Alcohol Education and Prevention.

The Department of Community Services administers a number of programs which provide support for youth in families in crisis. These programs include:

- Family Work Program, which assists families to resolve issues threatening the family unit's viability
- Family and Adolescent Support Services, providing Community Grants for detached family counsellors and other supports for adolescents in crisis
- Child Protection Program, which works with children or youth where the Department has been notified of allegations of abuse or neglect
- Community Services Grants Program (CSGP), which assists non-government organisations and local government to provide a comprehensive range of developmental and crisis support services for a number of target groups, including adolescents. Within the program, a number of service types address issues relating to youth violence.

The Ministry for the Status and Advancement of Women aims to enhance the status of women and girls in NSW, and is responsible for addressing issues such as domestic violence. The issue of youth violence is of concern to the NSW Sexual Assault Committee and the Domestic Violence Advisory Council. The Committee's and Council's concerns are reflected in their work to address sexist and aggressive attitudes to women and girls through schools' programs, particularly through documents on curricula for Personal Development, Health and Physical Education. In addition, the Domestic Violence Advisory Council is concerned about the effects on children witnessing domestic violence. Recommendations have been made by the Sexual Assault Committee and the Domestic Violence Advisory Council to address sexual violence and sexual harassment within schools and other youth establishments. The Ministry also develops resources to advise the community on domestic violence, such as the *Domestic Violence Information Manual*.

The Department of Planning manages the Area Assistance Schemes which seek to develop a range of services and facilities to improve the recreational and cultural opportunities for youth and to increase their access to mainstream services.

● **Future Directions**

Further strategies coordinating the activities of the Police Service, Chief Secretary's Department and the Drug and Alcohol Directorate targeting venues or locations identified as being highly associated with alcohol related violence are currently in the planning stages.

The Government is considering the recommendations made in the Report submitted by the Community Youth Support Taskforce. The focus of the recommendations is to emphasise that local communities should, as far as possible, determine which programs and options serve their needs most effectively. Government officers at the local level need to coordinate and work more cooperatively together as well as being more flexible in delivering services in communities with small population bases.

The Domestic Violence Unit and the NSW Child Protection Council are planning a seminar to address the issue of children who witness domestic violence for workers involved with these children.

6.3.7 Youth Affairs Policy Primary Objective: Justice and Criminal Law Relating to Youth

The Youth Affairs Policy states that

The Government is committed to ensuring youth are treated justly, and that their rights and responsibilities should be recognised and reinforced.

In addition to the objectives identified in the Youth Affairs Policy, the Government is currently considering the recommendations made in the Juvenile Justice Advisory Council's Green Paper on Future Directions for Juvenile Justice in New South Wales. The Green Paper places significant emphasis on crime prevention and a number of the recommendations relate to provision of services and programs to address the needs of youth "at risk".

The Office of Juvenile Justice has developed the "Whitten Cottage Strategic Plan for Young Women in Custody". This Plan provides a framework for a statewide approach to the provision of accommodation and services for all young women in custody.

The NSW Police Service is also currently developing a specific Police Youth Policy.

● **Relevant programs and services**

The criminal law and justice system seeks to address the issue of youth violence directly or indirectly through a variety of programs and services, including:

- General Duties Youth Police Officers (Police Service)
- Crime Prevention Workshops (Police Service)
- Programs (Child Protection) Unit (Police Service)
- Federation of Police Citizens Youth Clubs (Police Service)
- pre-Court programs and diversionary sentencing options to provide alternatives to detention of youth (Office of Juvenile Justice)
- Post Sentencing and Post-Release Support Programs for young offenders released from custody (Office of Juvenile Justice)
- Juvenile Justice Community Based Services, providing community-based alternatives to custody for youth under 18 years of age (Office of Juvenile Justice)
- the "Legal Survival Kit for Youth" which provides essential, easily accessible and up-to-date information to youth in trouble with the law. It aims to promote youth's awareness of the legal system and encourages youth (and their parents) to become aware of and exercise their legal rights (Legal Aid Commission, with significant contribution from the Office of Juvenile Justice)
- Children's Law Program, which provides free, non-means tested legal aid to persons under the age of 18 years appearing before the Children's Court on a criminal or welfare matter, and provides means

tested assistance for parents or guardians in child and welfare matters (Legal Aid Commission of NSW)

- Streetwatch Report Monitoring Committee (Anti-Discrimination Board)
- Anti-Discrimination Board Youth Activities
- Management of Child Sexual Assault Prosecutions (Office of the Director of Public Prosecutions)
- Young Offenders Program (Department of Corrective Services)
- Education and Living Skills Program - mainstream and youth specific (Department of Corrective Services)
- Probation Service youth programs such as Probation and Parole Supervision, Community Service Orders and Day Attendance Centres (Department of Courts Administration)
- mediation services offered by Community Justice Centres (Department of Courts Administration)
- Victims Compensation Tribunal (Attorney-General's Department)
- Victims' Assistance Scheme (Attorney-General's Department).

The following strategies are adopted to help combat youth violence in Corrective Services institutions:

- separation of troublesome inmates
 - counselling and support for those who have a history of violence
 - a "buddy" system with older inmates for those who fear violence, as well as counselling and support
 - an "At Risk" program for those who request protection, for whatever reasons
 - internal programs developed to assist young offenders to cope with aggression
-

- programs developed to assist young offenders to acquire self esteem.

For juveniles ordered by the court into a NSW Juvenile Justice Centre, the following strategies have been introduced by the Office of Juvenile Justice to combat youth violence:

- "streaming" of juvenile offenders across Centres in terms of age, seriousness of offending, and management problems
- psychological assessment and counselling services for all juveniles placed in custody
- a variety of complaints mechanisms (including Official Visitors, Ombudsman, and regular visits from community and religious support groups)
- programs dealing with anger management and problem behaviours (such as sexual offending)
- programs dealing with personal and social development, educational and vocational programs all aimed at increasing the young person's self esteem, credentials and experience with the view of long term integration into the community.

● **Future Directions**

In 1993, the Office of Juvenile Justice will be involved in the preparation of a White Paper on Juvenile Justice, in response to the recommendations of, and community comment about, the Juvenile Justice Advisory Council's Green Paper. The Office of Juvenile Justice is also:

- preparing a policy on the management of Child Protection Issues in Juvenile Justice Centres
- preparing policies and protocols on the prevention of suicide and self-harm and the management of "at risk" juveniles
- developing interagency protocols with the Department of Community Services for effectively responding to juvenile offenders with critical welfare concerns

- examining appropriate recruitment and training of staff to deal with issues relating to Indo-Chinese young offenders
- introducing, implementing and evaluating culturally appropriate programs for juvenile offenders from different ethnic backgrounds/cultural groups, including specific programs for Aboriginal youth and Indo-Chinese youth.

Future directions for justice and criminal law will also encompass the consideration of legislation as outlined below:

- Homosexual Vilification - recent reports have identified an unacceptable level of homophobic violence in the community (eg the Puplick Report, May 1993). The New South Wales Law Reform Commission, in the course of its present reference on the Anti-Discrimination Act, has raised questions about anti-vilification for public comment. When it has considered this matter and consulted further the Commission will bring out a report in 1994, which will be given full consideration by the Government.
- Crimes Act Part 15A - there is a proposal to allow people aged 16 to 18 years to apply on their own behalf for apprehended violence orders
- Summary Offences Act - the Attorney is examining a proposal to remove imprisonment as a penalty for offensive language. This section of the Act has had a disproportionately heavy impact on youth
- Bail Act - amongst other things, the Attorney is considering proposals that:
 - (a) victims of personal violence offences be notified as to whether bail has been granted or refused
 - (b) minor bail conditions (such as which police station the accused may report to) to be reviewed by the Justice of the Peace in a courthouse.

6.3.8 Youth Affairs Policy Primary Objective: Assistance for Specific Groups of Youth

The Youth Affairs Policy states that:

The Government is committed to ensuring that all youth are represented in mainstream activities. Where their circumstances inhibit this, it is committed to ensuring that specific policies and programs are established to enhance their capacity to do so. These initiatives will take into account the distinct needs of: young Aboriginal and Torres Strait Islander people; youth with disabilities; youth who are geographically isolated; youth from non-English speaking backgrounds; youth disadvantaged by socio-economic circumstances; and young women.

● **Relevant programs and services**

Programs and services currently available for specific groups of youth include:

Aboriginal and Torres Strait Islander Youth:

- the pilot Koori Youth Program (Office of Youth Affairs)
- Young Offenders Program: special programs for young Aboriginal people (Department of Corrective Services)
- Aboriginal Juvenile Offenders Program (Office of Juvenile Justice).

Geographically Isolated Youth:

- Support for Families (Dept of Community Services).

Non-English Speaking Background Youth:

- Young Offenders Program: special programs for youth of non-English speaking background (Department of Corrective Services)
- Circuit Breaker (Office of Youth Affairs).

● **Future Directions**

The Chairman of the Ethnic Affairs Commission chairs the NSW Inter-Departmental Committee on Migrant Settlement (NICOMS). In 1994, consideration will be given to the needs of migrant youth as a possible subject for coordinated attention. It is anticipated that this will contribute to solutions of some of the relevant underlying issues regarding youth violence.

6.4 JOINT STATE/COMMONWEALTH PROGRAMS AND SERVICES

A number of State and Federal government departments provide initiatives on a joint basis. Examples of various projects and services are outlined.

6.4.1 Accommodation

- Crisis Accommodation Program, which funds community housing groups to provide premises to meet the needs of homeless youth (NSW Department of Community Services/ Federal Department of Housing)
- The Youth Social Justice Strategy Supported Accommodation Program (YSJS SAP), which is incorporated into the general Supported Accommodation Assistance Program.

6.4.2 Health

- Student Welfare and Child Protection Education (Department of School Education)
- Health Services for Homeless Youth (joint Health Department/ Commonwealth program, however, it is uncertain that Commonwealth funding will continue)
- Australian Violence Prevention Award for the most outstanding projects which assist in the prevention or reduction of violence (NSW Government and the Australian Institute of Criminology)

6.4.3 Specific Groups of Youth

Aboriginal Youth:

- Aboriginal Education and Training Program (TAFE)

Youth with disabilities:

- Home and Community Care Program (NSW Departments of Housing and Community Services).

Non-English Speaking Background youth:

- Whole School Anti-Racism Project (Department of School Education)

6.5 COMMONWEALTH GOVERNMENT POLICIES, PROGRAMS AND SERVICES

The Commonwealth Government has initiated a range of policies and programs which are aimed at reducing youth violence. Examples of these projects are outlined.

6.5.1 Education

The Commonwealth Department of Employment, Education and Training (DEET) is funding a Gender and Violence Project, which has produced a position paper focusing on gender-based violence in schools. The second part of the project will involve development of professional development and curriculum materials on gender-based violence, for use in schools.

6.5.2 Further Education, Training and Employment

The Commonwealth Government funds a range of programs to assist youth with further education, training and employment. These programs include: Accredited Training for Youth (ATY); INWORK; Job Placement and Employment Training (JPET); Landcare and Environment Action Program (LEAP); and Job Clubs. Youth are also able to access programs that are not youth specific such as: JOBSTART; JOBTRAIN; and the Special Intervention Program (SIP).

The Commonwealth Government has announced a number of initiatives to assist youth in further education, training and employment in the context of the 1993/94 Federal Budget. Examples of these initiatives include: better targeting and revised wage subsidy rates for the JOBSTART program; Regional Innovation for Employment Pilot Projects; a Community Activity Program; a Training Incentive Program; and improvements to the Newstart strategy.

6.5.3 Health and Wellbeing

The Commonwealth Government funds a variety of programs which aim to enhance the health and well-being of youth. Examples of programs and services with direct relevance to the issue of youth violence include:

- Health Advancement Program, which has included development of two "alcohol related violence" communication strategies; the Adolescent Alcohol Campaign *How Will you Feel Tomorrow?*; preparation of a National Drug Strategic Plan; and education and prevention activities focusing on alcohol and drug use by Aboriginal and Torres Strait Islander people (Department of Health, Housing, Local Government And Community Services - DHHLGCS);
- National Drug Strategy (DHHLGCS)
- Aboriginal and Torres Strait Islander Commission (ATSIC) National Family Violence Intervention Program
- Youth's Development Program, which assists young Aboriginal and Torres Strait Islander people through cultural education, community work projects, hostel accommodation and intervention programs for those at risk of entering or in the juvenile justice system (ATSIC)
- the Violence Prevention Unit (Australian Institute of Criminology)
- National Agenda for Women, which encompasses a specific commitment to promoting the safety and personal security of women. One of the twenty action plans for 1988-1992 focused on violence against women and children (Office of Status of Women)
- Stopping Violence Against Women - Community Education Program (Office of Status of Women)

- Office of Status of Women provides policy advice and develops resources on violence against women, such as the publication: *Violence at Home. The Big Secret*
- National Committee on Violence Against Women (Office of Status of Women)
- Rural Youth Suicide Prevention Program (DHHLGCS)
- the Gay and Lesbian Teachers and Students Association has been funded to establish a telephone hotline targeting suburban and rural areas of New South Wales. The project will assist students who are victims of homophobic harassment and discrimination in schools (DHHLGCS).

6.5.4 Justice and Criminal Law

- **Examples of relevant policies/programs and services**
 - The Human Rights and Equal Opportunity Commission (HREOC) advises on legislation relating to human rights and monitors its implementation. It also advises the Federal Government on international instruments relating to human rights. The HREOC has conducted inquiries relevant to the issue of youth violence, such as the 1991 National Inquiry into Racist Violence and the 1990 Inquiry into Race Discrimination, Human Rights and Distribution of Alcohol in the Northern Territory
 - Australian Youth Initiatives Grants (AYIG), which funded nine youth crime prevention projects throughout Australia in 1991, including four in New South Wales. The projects represent an attempt to address the basic social needs of young offenders, or those at risk of offending, moving away from an emphasis on law enforcement and punishment (Department of Employment, Education and Training). The NSW projects include:
 - The Greenhill Young Offender Support Program, Kempsey, NSW, which supports young Aborigines. Project staff work closely with the justice system, participating in police

interviews, providing reports for the Magistrates Court and supervising offenders on community service orders. A range of activities, including camps, family counselling and cultural and legal education is also provided

- Expanding Horizons for Young People of Non-English Speaking Background, Campbelltown, NSW, which attempts to reduce crime through encouraging young people from non-English speaking backgrounds to have a positive influence on their community. Workshops and group activities attempt to increase self esteem and reduce feelings of community alienation and resentment
- Project Turnaround, Riverstone, NSW, which takes young people who have problems with drug abuse, sexual assault and family breakdown on five to seven day camps. The camps help participants to develop their self-esteem and to discuss their problems
- South Sydney Youth Services which addresses the problems associated with community alienation by providing young offenders and 'at risk' youth with a greater access to a broad range of services, including counselling, developing support structures within the community and assistance with education and employment
- Youth Bail Accommodation Program, which aims to reduce the rate at which young Aboriginal and Torres Strait Islander people are remanded in custody (ATSIC)
- Services funded by the Attorney-General's Department such as marriage counselling; marriage education; family mediation; adolescent mediation and family therapy; and family skills training.

● **Examples of future directions**

The Commonwealth Government is proposing to establish a Community Safety Council, a broad-based government/non-government organisation which will provide a national framework for the coordination of community safety across Australia. The proposed Council will provide an opportunity to coordinate youth crime

prevention projects. It is anticipated that the issue of youth violence will be identified as a focus area for the Council to consider.

6.5.5 Assistance for Specific Groups of Youth

The Commonwealth Government provides a wide range of assistance for specific groups of youth. Examples of programs and services (in addition to the joint State/Commonwealth programs and services listed above) include:

Aboriginal and Torres Strait Islander youth:

- INWORK
- Youth's Employment Program
- Youth's Development Program.

Youth with disabilities:

- Special Education Program
- the Disability Reform Package.

Geographically isolated youth:

- Assistance to Isolated Children.

Non-English speaking background youth:

- School Language and Literacy Program
- English as a Second Language (ESL) Program
- Refugee Minors Program.

SECTION SEVEN

NEXT STEPS IN THE INQUIRY

The Social Issues Committee invites the public to submit written submissions to it. The Committee would like to hear from as wide a group as possible including, although not limited to, parents, teachers, principals, (and their various associations), P&C Associations, school counsellors, experts in the area (including child and adolescent development specialists, psychologists, psychiatrists), relevant government agencies and departments and youth-related community organisations. In particular, the Committee invites the youth of the state to forward their views and constructive suggestions on the issue.

Those preparing submissions may wish to:

- analyse the data provided on youth violence in this Paper, in addition to any further statistical information they, as specialists in the area, may have available
- evaluate current government policies and programs addressing youth violence
- provide details of non-government initiatives which are proving to be successful in overcoming youth violence
- identify and discuss further factors that influence youth violence
- propose ways to overcome the impact known factors have upon youth violence
- make constructive recommendations to assist government agencies develop effective strategies to deal with youth violence.

Please note that it is not the function of the Standing Committee to investigate individual incidents of youth or school violence. Any reference to specific incidents should be confined to examples of problems to be solved.

The closing date for written submissions is 30 November 1993.

There is no set format for written submissions, but it would be of assistance if all submissions included a cover sheet similar to that found on page 77. If the content of the submission relates primarily to a specific age group of youth (eg. 10 to 17 years or 18 to 24 years) please indicate this on the cover sheet. Submissions should be forwarded to:

The Secretariat
Standing Committee on Social Issues
Legislative Council
Parliament House
Macquarie Street
SYDNEY 2000 NSW

7.1 THIRD STAGE OF THE INQUIRY

The third stage of the inquiry will include public hearings. The purpose of these hearings will be to seek additional details relevant to the information that has been obtained by the Committee up to that time. Written submissions will be used as the basis for inviting people to give evidence at the Committee's public hearings. It is anticipated that witnesses will include representatives of government departments and authorities associated with youth. The hearings will take place from late 1993 through to early 1994.

Once the Committee has completed this third stage it will issue a report. The report will make firm recommendations regarding the most effective strategies to deal with youth violence.

The Committee report will be a public document and it will be tabled in Parliament. Under the resolution establishing the Committee, the Leader of the Government in the Legislative Council is required to report to the Council within six months on any action to be taken by the government on the Committee's recommendations.

**STANDING COMMITTEE ON SOCIAL ISSUES
YOUTH VIOLENCE INQUIRY
WRITTEN SUBMISSION COVER SHEET**

Name

Name of organisation (where applicable)

Position in organisation (where applicable)

Address

Telephone number

Facsimile number

Specific Age Group Considered in Submission

There is no set format for submissions to the Committee. It would help the Committee if each submission included a brief summary of its main points, and if the main sections of the submissions were given headings.

The closing date for submissions is 30 November 1993

Section Seven

SECTION EIGHT

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APPENDIX 1

Number and rate per 100,000 age-specific population¹ of alleged offenders for violence against the person² for Sydney statistical sub-divisions in 1992

Statistical Sub-division	AGE OF OFFENDER (YEARS)		
	10-17 No.(Rate)	18-24 No.(Rate)	25+ No.(Rate)
Inner-Sydney	202 (1008.5)	773 (2193.7)	1340 (742.5)
Eastern Suburbs	62 (336.5)	203 (637.9)	412 (269.8)
St George-Sutherland	84 (203.6)	247 (578.9)	441 (179.9)
Canterbury-Bankstown	90 (281.8)	204 (622.0)	474 (264.9)
Fairfield-Liverpool	163 (457.5)	347 (1009.6)	701 (443.7)
Outer South Western	107 (368.5)	284 (1397.0)	536 (526.1)
Inner West	47 (340.8)	87 (512.7)	233 (230.3)
Central Western	147 (504.5)	353 (1111.8)	645 (395.0)
Outer Western	117 (322.7)	339 (1148.3)	462 (299.8)
Blacktown-Baulkham Hills	146 (305.8)	351 (880.7)	612 (334.9)
Lower Northern	36 (159.1)	147 (484.5)	320 (179.4)
Hornsby-Ku-ring-gai	49 (158.9)	84 (337.2)	156 (110.6)
Manly-Warringah	53 (259.8)	162 (676.6)	327 (239.1)
Gosford-Wyong	125 (487.2)	251 (1873.1)	519 (365.3)

Source: NSW Bureau of Crime Statistics

Notes:

- 1 As no population data were available for 1992, rate calculations are based on population data from the National Youth Affairs Research Scheme and the Australian Bureau of Statistics *New South Wales: Young People, A Statistical Profile*. (Catalogue No. 4123.1)
- 2 Includes homicide, aggravated assault and non-aggravated assault

APPENDIX 2

Number and rate per 100,000 age-specific population¹ of alleged robbery² offenders for Sydney statistical sub-divisions in 1992

Statistical Sub-division	AGE OF OFFENDER 18- (YEARS)					
	10-17		24		25+	
	No.	(Rate)	No.	(Rate)	No.	(Rate)
Inner Sydney	93	(464.3)	100	(283.8)	95	(52.6)
Eastern Suburbs	12	(65.1)	35	(110.0)	11	(7.2)
St George-Sutherland	17	(41.2)	11	(25.8)	14	(5.7)
Canterbury-Bankstown	18	(56.4)	19	(57.9)	19	(10.6)
Fairfield-Liverpool	26	(73.0)	27	(78.6)	21	(13.3)
Outer South Western	14	(48.2)	12	(59.0)	7	(6.9)
Inner West	14	(101.5)	16	(94.3)	10	(9.9)
Central West	18	(61.8)	17	(53.5)	17	(10.4)
Outer Western	14	(38.6)	24	(81.3)	11	(7.1)
Blacktown-Baulkham Hills	28	(58.7)	24	(60.2)	15	(8.2)
Lower Northern	9	(39.8)	13	(42.8)	8	(4.5)
Hornsby-Ku-ring-gai	2	(6.5)	8	(32.1)	5	(3.5)
Manly-Warringah	5	(24.5)	13	(54.3)	15	(11.0)
Gosford-Wyong	6	(23.4)	9	(48.0)	7	(4.9)

Source: NSW Bureau of Crime Statistics and Research

Notes:

- 1 As no population data was available for 1992, rate calculations are based on population data from the National Youth Affairs Research Scheme and the Australian Bureau of Statistics *New South Wales, Young People: A Statistical Profile*. (Catalogue No. 4123.1)
- 2 Includes robbery without a weapon, robbery with a firearm, and robbery with a weapon which is not a firearm

APPENDIX 3

LOCAL GOVERNMENT AREAS IN NSW STATISTICAL DIVISIONS

Sydney Statistical Sub-divisions

Inner Sydney

Botany
Leichhardt
Marrickville
South Sydney
Sydney

Outer South Western Sydney

Camden
Campbelltown
Wollondilly

Lower Northern Sydney

Hunters Hill
Lane Cove
Mosman
North Sydney
Ryde
Willoughby

Eastern Suburbs

Randwick
Waverley
Woollahra

Inner Western Sydney

Ashfield
Burwood
Concord
Drummoyne
Strathfield

Hornsby-Ku-ring-gai

Hornsby
Ku-ring-gai

St George-Sutherland

Hurstville
Kogarah
Rockdale
Sutherland

Central Western Sydney

Auburn
Holroyd
Parramatta

Manly-Warringah

Manly
Warringah

Canterbury-Bankstown

Bankstown
Canterbury

Outer Western Sydney

Blue Mountains
Hawkesbury
Penrith

Gosford-Wyong

Gosford
Wyong

Fairfield-Liverpool

Fairfield
Liverpool

Blacktown-Baulkham Hills

Baulkham Hills
Blacktown

NSW Statistical Divisions

Hunter

Cessnock
Dungog
Gloucester
Great Lakes
Lake Macquarie
Maitland
Merriwa
Murrurundi
Muswellbrook
Newcastle
Port Stephens
Scone
Singleton

Mid-North Coast

Bellingen
Coffs Harbour
Copmanhurst
Grafton
Greater Taree
Hastings
Kempsey
Lord Howe Island
Macleay
Nambucca
Nymboida
Ulmarra

Central West

Bathurst
Bland
Blayney
Cabonne
Cowra
Evans
Forbes
Greater Lithgow
Lachlan
Oberon
Orange
Parkes
Rylstone
Weddin

Murray

Albury
Balranald
Berrigan
Conargo
Corowa
Culcairn
Deniliquin
Holbrook
Hume
Jerilderie
Murray
Tumbarumba
Urana
Wakool
Wentworth
Windouran

Illawara

Kiama
Shellharbour
Shoalhaven
Wingecarribee
Wollongong

Northern

Armidale
Barraba
Bingara
Dumaresq
Glen Innes
Gunnedah
Guyra
Inverell
Manilla
Moree Plains
Narrabri
Nundle
Parry
Quirindi
Severn
Tamworth
Tenterfield
Uralla
Walcha
Yallaro

South Eastern

Bega Valley
Bombala
Boorowa
Cooma-Monaro
Crookwell
Eurobodalla
Goulburn
Gunning
Harden
Mulwaree
Queanbeyan
Snowy River
Tallaganda
Yarrowlunla
Yass
Young

Far West

Broken Hill
Central Darling
Unincorporated Far
West

Richmond-Tweed

Ballina
Byron
Casino
Kyogle
Lismore
Richmond River
Tweed

North Western

Bogan
Bourke
Brewarrina
Cobar
Coolah
Coonabarabran
Coonamble
Dubbo
Gilgandra
Mudgee
Narromine
Walgett
Warren
Wellington

Murrumbidgee

Carrathool
Coolamon
Cootamundra
Griffith
Gundagai
Hay
Junee
Leeton
Lockhart
Murrumbidgee
Narrandera
Temora
Tumut
Wagga Wagga

