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Bougainville Community crime trends: A survey of crime in Arawa and Buka

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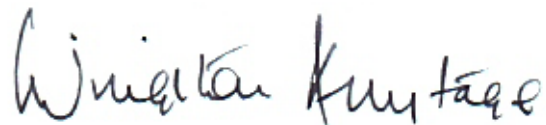
**BOUGAINVILLE COMMUNITY CRIME
SURVEY, 2004**

PNG Justice Advisory Group

21 March 2005

ENDORSEMENTS

Certified as meeting a requirement of the Project



Livingston Armytage

Livingston Armytage, Project Director

This report has been prepared through extensive consultation with GoPNG Law and Justice Sector agencies and relevant stakeholders.

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ACKNOWLEDGEMENTS

This had been a collective endeavour. The researchers, the Justice Advisory Group and the National Research Institute would like to acknowledge the contribution of all the people and organisations that have participated in the research:

- the Governments of Papua New Guinea and Australia, which sought out the information and made the research possible,
- the various organisations and individuals in Papua New Guinea and Australia that contributed to peer review,
- the data collectors and field workers who participated in the field work in Arawa and Buka, and
- the authorities in both places who facilitated it.

We also thank the community leaders and groups that supported the research and, especially, the 597 people who gave their time freely to answer our questions openly and helpfully.

ACRONYMS

ABS	Australian Bureau of Statistics
AFP	Australian Federal Police
AIC	Australian Institute of Criminology
AusAID	Australian Agency for International Development
CIMC	Consultative Implementation Monitoring Committee
ECP	Enhanced Cooperation Package
GoA	Government of Australia
GoPNG	Government of Papua New Guinea
JAG	Justice Advisory Group
LJSP	Law & Justice Sector Program
LJSWG	Law & Justice Sector Working Group
NCD	National Capital District
NCM	Law & Justice Sector National Coordinating Mechanism
NRI	PNG National Research Institute
OC	Ombudsman Commission
RPNGC	Royal Papua New Guinea Constabulary

EXTENDED SUMMARY

The fundamental difference in the role of the state in the recent histories of Arawa and Buka is critical to understanding community attitudes to crime and policing. In Arawa, the state was entirely absent for over 10 years during the civil war and community-based agencies provided the sole source of authority and social control. In Buka, the state remained in control in difficult circumstances. The peace process was based around indigenous dispute resolution techniques and now a role for the state is being gradually reintroduced into post-conflict Bougainville, including of policing services to Arawa.

The differences in the recent histories of Arawa and Buka are important in understanding crime and security provision in the two towns. The community surveys asked for information about the nature and extent of crime affecting households and individuals in the two towns as reported by residents. In Arawa, 307 adults in 156 households were interviewed and in Buka 290 adults were interviewed in 119 households.

Recent History

During the civil war, the economy of Bougainville collapsed. The Arawa area was at the centre of the conflict over the mine and much of Arawa and most of its infrastructure and services were destroyed. During the conflict, few outsiders maintained a permanent presence on Bougainville. Across Bougainville civil war directly disrupted society for over a decade: government education and health services, as well as commercial plantations, smallholder farming and business ceased.

Communities were divided and profoundly destabilised by conflict. The formal justice system had virtually no presence on mainland Bougainville, including Arawa, from the early 1990s and the RPNGC was evacuated entirely. Militias were active in the fighting. In Arawa, the police station and court buildings were torched and vandalised. Families and communities were divided. An entire generation grew up with little experience of state institutions including police, courts and prisons. A generation of young men has experience of warfare, but no formal education and few prospects. Many individuals have suffered from post-traumatic stress disorder.

One result is acute sensitivities about the re-entry of the formal justice system to mainland Bougainville. The conflict left a legacy of distrust of both the RPNGC and the PNGDF and a desire for a uniquely Bougainvillian law enforcement system. The main policing centres are still Buka and Arawa but there is limited or no presence elsewhere. The recently adopted Bougainville Constitution calls for restorative and rehabilitative policing systems that work collaboratively with communities and customary systems of justice. The recruitment and deployment of 100 new Bougainvillian police, and a police service that is almost exclusively Bougainvillian, is part of this approach. Recent developments have seen the police organisation in Bougainville renamed the Bougainville Police Service. Community based policing is its guiding philosophy and it is intended to support and encourage community level authority structures.

Two other considerations are important in Bougainville in the mix involving crime, victimisation, community involvement, and policing. First, Bougainville society is matrilineal, with women being the principal owners and inheritors of land and often holding particular influence and authority, including a powerful role in conflict prevention and dispute resolution. Second, a council of chiefs has emerged as important in social control in post-conflict society. Women and chiefs have, in their different ways, been central to the peace process and they bring particular community bases to the application of any findings from this survey.

All this has complex legacies for assessing the effect and nature of crime and victimisation in Arawa and Buka and the communities' perceptions of victimisation and policing. Crime victimisation, while high, was found to be lower than in Port Moresby and the crimes reported seem to be less serious. Moreover, a majority of respondents believed that the police were doing a good job in Arawa and Buka and that this was having an impact on crime. This may be taken to suggest that policing in Bougainville was better than in NCD, but it may also be a function of less contact with the police.

Respondents demonstrated both personal and household experience of crime victimisation along with some involvement in community-based initiatives to deal with the problem. Communities have in common recognition of the crime problem. They appear to have integrated crime prevention and control into community authority structures, along with other community welfare issues. This is not surprising even given their different recent histories. In many respects, they have learned to manage with crime as they have with other challenges to civil society.

The Survey

In the 2000 Census, the population of Arawa was 2619; Buka's was 1890. In Arawa, the survey sampled 307 people aged 15 years and over in 156 households, an average of 2.0 persons per household. In Buka, 290 people were sampled in 119 households, an average of 2.4 persons per household. The sample fractions were 21.2% and 23.5% of the 15+ populations in Arawa and Buka respectively.

The two surveys were based on random selection of households in Arawa and random area sampling in Buka. They were conducted in October 2004. To compensate for bias in non-response, quotas were filled by data collectors based on age and gender. The samples achieved results that were statistically representative of the population of Arawa and Buka compared to the 2000 Census data for Bougainville urban areas on the key demographic variables of age, gender, marital status (in Arawa only), and education.

The two samples were independent and the surveys results for the towns are presented separately. These surveys paralleled one in Port Moresby that used the same questionnaire. The questionnaire was not designed to recognise the social differences between Arawa and Buka, nor did it refer to the transitional influence of state-sponsored criminal justice.

Different audiences are assumed for the Bougainville and Port Moresby surveys. They are reported separately, although with some repetition of material so that each report is self-contained. This report on Arawa and Buka will make some brief comparisons with results in Port Moresby where relevant.

Key Findings

- *Over half of households in Arawa and two-thirds in Buka had been victim of at least one crime in the previous 12 months.*
- 35% of households in Arawa and 40% in Buka had been victims of multiple crimes.
- The most common types of crime were considered to be related to alcohol (nearly half of total responses in both Arawa and Buka, and slightly higher than Port Moresby).
- The survey produced very positive results about reduction in crime. *A majority of the populations of both towns thought that crime decreased in the last year.* Three times as many people thought that crime affecting the household had decreased than thought it had increased.
- In distinct difference with Port Moresby, public confidence in police, policing and police services in Arawa and Buka is not disturbingly low. In both areas, reduction in crime was put down to the police and the community doing a good job.
- Respondents saw the police generally as respectful but not always fair or providing good examples to young people. There is a willingness to report crime to the police in future.
- One of the clearest implications to be drawn from these surveys is that people in Arawa and Buka, like those in Port Moresby, are concerned about crime, prevention, and control. They assume a responsibility for action in these areas.

While crime was usually not thought to be increasing locally, two-thirds thought corruption nationally was increasing. Nearly three-quarters thought crime was a very large problem in PNG as a whole.

Differences between Arawa and Buka

Arawa was largely abandoned during the civil war and the reintroduction of infrastructure and services is slow. It largely remains somewhat of a ghost town, with many houses destroyed and many occupied by neighbouring villagers. Arawa's population is predominately made up of people from the same or related culture groups. Although broadly homogenous in this regard, many of its residents were on different sides during the crisis. Suspicion and animosity among these groups is still an issue. The mine remains a no-go area. In these circumstances, it is not surprising that crimes of violence and destruction were a major issue that may reflect trauma related to the civil war.

A PNG Government presence was maintained on Buka throughout the 1990s, when it stayed under the control of pro-PNG forces. Buka, which had previously serviced the northern parts of the province, came during the conflict to be only town in Bougainville with central government services. In-migrants (including refugees) from other parts of Bougainville, as well as the rest of PNG, provided an ethnic mix. It continues as the main urban centre and the main channel for government and aid services while they are restored across Bougainville. Crime in Buka tends to theft and unprovoked violence, which are possibly a reflection of a lower sense of identification and a greater concentration of resources than Arawa. It may also be a feature of recent urban drift, the alienation of young males within the community, and relative poverty.

- Overall there was slightly more crime in Arawa than Buka.
- Arawa was more prone to crimes of violence and more property crime overall than Buka, but Buka had considerably higher levels of theft.
 - In Buka, 34% of households were victims of theft in the previous year compared to 26% in Arawa and 27% in Port Moresby.
 - The total percentage of households affected by different forms of property crime was 54% in Arawa and 49% in Buka.
 - Eight crimes types involving destruction and violence totalled 33% in Arawa and 26% in Buka.
- Firearm use was more prevalent in Arawa than Buka.
- People in Buka were much more likely to think the criminals were outsiders. Gangs appeared to be a serious problem there.
- The offender was a relative or *wantok* in a high percentage of cases, especially in Arawa, which is predominately made up of people from that area.
- Crimes of violence were more concerning to people in Arawa and theft more so in Buka.

Victimisation

- Females were more likely to say they were victims of property crime with force in Arawa (67% v. 46% in the sample) but not Buka (20% v. 47% in the sample) and sexual assault (Arawa 60%, Buka 67%).
- Males were more likely to be individual victims of stealing (Arawa 65% v. 54% in the sample; Buka 62% v. 53% in the sample), assault (in Arawa 64%), unprovoked and provoked violence, and firearms offences.
- The young and the older were more commonly individual crime victims (except as victims of sexual assault). The young suffered high levels of theft.
- Students and those involved in home duties were exposed to crime victimisation more than other occupational groups.
- The young and women were more likely to be victimised at home. Women were more likely to be on their own when victimised. Males were more likely to know the identity of the perpetrator.

The crimes people feared most were more likely to occur at home.

- 13% of victims in both places indicated that they were alone at the time.
- These crimes were most likely to occur at night and on Saturday.
- *In many cases where an individual had been victimised, the offender was known to the victim* (Arawa 59%, Buka 41%).
- Crimes were often committed in groups (45% in Arawa, 44% in Buka).
- Injury because of nominated crimes occurred considerably less frequently than in Port Moresby (Arawa 8%, Buka 6%, Port Moresby 19%).

A worrying feature of victimisation was its spread across age and gender groups. Alcohol-related crime was the most expected, particularly by older respondents. Stealing and robbery

were highly expected. Women feared sexual assault more than men but did not view it as the most prominent crime.

Fear

Just like in Port Moresby, the most serious area of community concern about crime in Arawa and Buka was violence. This concern was coupled with others about the likelihood of crime occurring at the home, the unpredictability of crime, and high level of exposure to crimes committed by groups.

Violence in the home was a very difficult issue, made more so in Arawa where many people have fresh memories of civil war violence and many are traumatised by it.

With some crime victimisation categories, perceptions were consistent with the actual risk of victimisation. In other situations, they were not:

- Sexual assault was the most feared crime but not highly likely to happen; similarly with violence outside the home and assault.
- The crime most likely to occur (stealing) was not highly feared, at least in Buka.

Related and recurring themes were fears about:

- Victimisation of more than one member of the household at a time.
- The extent of crime and violence by people known to the victims.
- The use of weapons, including firearms, which was more likely in Arawa.

While a half to two-thirds of people did feel safe from crime in their area, large proportions did not.

Despite the levels of individual and household crime victimisation, *some 45% of respondents in both places said they had not changed their behaviour. The main change in behaviour related to restriction of freedom of movement.*

This suggests that many people in Arawa and Buka are either learning to live with high levels of crime or do not identify individual and community reactions as being out of the ordinary. In part, the apparent normalcy of reactions may stem from urban behaviors being an adaptation of village behaviours. It might also reflect the fact that the level of crime in both places is low compared to 10 years of civil war. When looked at in this context, Bougainville's crime problems are small.

The Household

The survey did not explore any comprehensive measures of affluence or poverty. It does not permit generalisations about the relationship between affluence, forms of property ownership, security levels, and crime.

Socio-economic data showed that:

- Arawa residents were more likely than those in Buka to be connected to water and sewerage but not to electricity.
- About a quarter in both Arawa and Buka indicated someone in the household owned a car or truck.
- Connections to a phone were low, especially in Arawa.
- Despite the high likelihood of crime occurring in the household, few houses in either Arawa or Buka had high levels of physical security.
- Houses were often occupied by large families, including many on home duties, unemployed and students, who would likely use household space on a regular and constant basis.
- Arawa residents were much less likely than those in Buka to have full time formal sector work, but they had lower unemployment because of self-employment and rural employment. Reflecting its occupation by villagers, Arawa had 28 indicating they were self-employed or farmer/fishers compared to 11% in Buka.

Unlike Port Moresby, where unemployment appeared to be a major factor encouraging criminality, relatively high levels of informal sector employment in Arawa and formal sector employment in Buka may be part of the explanation for lower crime levels in Bougainville. This is particularly important where constructive work is available to those sections of the community most likely to be either perpetrators or victims of crime.

The home was a far more likely site than public areas for the crimes that troubled people most. Where residence occupancy levels are high and constant, and alcohol abuse is a feature, household violence is an important issue. Added to this is the traumatizing effect of the civil war. For all these reasons, the extent to which victimisation originated within the household is a very sensitive question that the survey was only able to skirt around.

As is well known, questionnaire surveys like this in the household setting are not a very reliable method for establishing information about domestic violence and sexual assault against women. Just as in Port Moresby, *the indication is that reporting was below the level of actual victimisation* and this is consistent with similar studies. No approximation of the level of under-reporting is possible with existing information.

However, the household did seem to be a location for domestic violence and some sexual assault, particularly where alcohol was involved. The offender in the crime that concerned respondents most was known to the victim in many cases: the offender was a relative or *wantok* in a high percentage of cases, especially in Arawa. *In other words, the victim knew the perpetrator in a considerable majority of cases.*

Policing

Community attitudes to the police in Bougainville can be expected to be complex, especially amongst older residents, given action by riot police in the earlier days of the civil war.

Notably, the surveys in Bougainville and Port Moresby differed most on attitudes to policing. In Bougainville, there was currently a more positive attitude to the government police and policing, whereas in the NCD respondents were very suspicious and critical of police practice and services. However, attitudes to the police were less positive in Buka than Arawa. Because

the civil war saw the withdrawal on many government services, including policing, the interviewers reported that many of the younger respondents did not have much in the way of knowledge or expectations of the police. This was especially so in Arawa where people have had less contact with the police as crime victims than those in Buka.

The appearance is that the more contact people have with the police (most contact in Port Moresby, less in Buka, least in Arawa), the less positive the attitudes to the police are (least positive in Port Moresby, more in Buka, and most in Arawa). If so, the RPNGC has some difficult issues to deal with. However, given the complexity of the situation, the survey results should not be taken as definitive because the survey gained insufficient information to explore the reasons in any depth and, in any case, the police have not been back on mainland Bougainville for very long.

The reintroduction of state policing into areas where communities are influential in crime control requires that the police take more account of the community dimension. Community attitudes to the police in Arawa and Buka were complex. Many of those surveyed, while wanting a greater police presence in order to control crime, were not entirely satisfied about the police with whom they currently had contact. Police were sometimes represented as inefficient or partial, but a sizeable number were seen as fair, respectful and committed. This is distinctly different to the anti-police sentiment in Port Moresby. For Bougainvillians, criticism of the police related to their responsiveness to reports of crime, lack of fairness, and the example they set to the young.

Respondents who believed that change in crime levels had occurred thought the reasons were:

- In nearly a half of instances, because the police were doing a good job. This was in notable contrast to Port Moresby, where few thought this was the case.
- The community was making a solid contribution.
- *Raskols* were much less of an issue than Port Moresby.

A contributing factor to positive attitudes in Bougainville could be that the police are unarmed and, with the exception of some Australians, are Bougainvillians themselves.

However,

- The majority of respondents in Buka thought that the police would take over an hour or not come at all, if called to a crime.
- In Buka, 14% of respondents believed that the police were fair in their dealings with the community compared with 24% who thought they were not. In Arawa, the opinion was better (18% fair and 13% not fair).

Results about other types of policing were virtually identical in the two towns. 60% of respondents said they were able to differentiate between regular and auxiliary police. Over 60% preferred the regular police to auxiliaries. Around 65% of respondents felt less safe with the presence of heavily armed police mobile squads, and this was even more the case with older respondents, which is perhaps a reflection of wartime experience.

Like in Port Moresby, respondents thought that the most important things the police could do in the community for crime prevention/community safety revolved around having a police presence. In both Arawa and Buka, the preference was for police talking with people and cautioning young people. Additionally, a quarter of respondents in Buka believed that the police walking around their community in groups was important for crime prevention and community safety.

Of the 54% of interviewees in Arawa and the 46% in Buka who thought that the police were doing a good job in their area, some 60% thought so because of good service delivery. Maintaining safety and responding to crime were the most important reasons police were thought to be doing a good job.

Confidence that the police treated the community with respect was strongest amongst some young people and deteriorated through the middle age categories, perhaps another legacy of wartime.

Community

One of the most significant findings of this review is the apparent willingness and capability within the community to take responsibility for crime prevention. Residents were informed and concerned about crime, prevention, and control. A strong impression from the survey is that the communities and individuals saw themselves as retaining a significant and perhaps primary responsibility for crime control and public safety. This was particularly where the crime prevention activities were based in wider community entities such as the church, recreational groups, welfare organisations, and local administration.

The willingness of the community to take responsibility for crime prevention is in part through adaptations of traditional authority structures and informal networks stimulated by the absence or the weakening of the state during the war. Consistent with respondents' views that the community is equally or more responsible along with the police for crime prevention, there was much in the survey data to indicate a greater confidence in reporting to community authorities.

Adaptive mechanisms derived from traditional culture appear to provide a considerable degree of control over minor crime at least. Bougainville has a strong chieftain system and leadership and community cooperation is a feature of social life on the island. Social structures include acknowledged leaders whose roles include dealing with crime and the chiefly system is reinforcing this. Such authority is embedded in extended family, *wantok* and friendship networks that can serve all sorts of informal roles in social control.

None of this should be any great surprise because village life in PNG operated for thousands of years through community mechanisms without modern legal services. Undoubtedly, the civil war in Bougainville reinvigorated these traditional controls. In modern thinking, Bougainville has social capital capable of further investment and development.

There was a clear 'do it ourselves' message coming from respondents, particularly in Arawa, when facing the challenges of crime prevention and public safety. Even so, where the police are involved they seemed to be welcomed so far. However, the general tenure of open-ended survey responses is that the state and the formal criminal justice sector were failing to:

- o Provide productive and profitable employment for the young.
- o Do their law enforcement job properly.
- o Sufficiently resource the police.
- o Properly service communities to reduce crime victimisation.

Employment was nominated by respondents throughout the survey as an important way of reducing criminal activity. Much youth crime was associated in the community mind with unemployment and the absence of productive and profitable occupation. In the survey responses, young people were identified not only as part of the crime problem, but important for its solution. Regularly, and similar to Port Moresby, respondents indicated that the improvement in opportunity for young people would improve the crime situation.

Policy Implications

The findings of this survey indicate that Bougainville provides many insights for the broader task of improving security and safety in PNG. The unique recent social history of Arawa and Buka not only complicates comparison between these two sites, but also limits comparisons with the survey results from the NCD. There is however still considerable value in reflecting on features of victimisation, attitudes to community crime prevention, and aspirations for the effective involvement of state policing in terms of their broad implications for law and justice policy development.

Specifically, these findings include the following broad policy implications for crime prevention:

1. Aftermath of the Civil War. There were indications in the survey that the community divisions from the civil war are still having an impact in the relatively high level of violence occurring in Arawa, although violence was believed by respondents to be decreasing. An obvious effect of the civil war is the lack of prior contact for most young people with governmental law and justice services, such as the police. However, caution in progressing the role of the state remains important and sensitive in this post-conflict environment. The role of the state must take direct account of the need to restore civil society. In particular, the introduction of state criminal justice agencies must recognise the authority of community conflict resolution. If Bougainville is to avoid the problems with policing that were strongly evident in the Port Moresby survey, bringing the police back must be in a climate of community accountability or risk undermining the recent gains.
2. Community-based Crime Prevention. Interviewees considered the community to have most responsibility for crime prevention. Community-based leadership for authority in crime prevention and negotiation networks to address crime problems appeared to be active, if not always broadly participatory. Community responsibility seems to have produced lower rates of victimisation than in the NCD where state criminal justice agencies have a high profile. More than anything, the Bougainville experience calls for state-sponsored criminal justice that adapts to local needs and conditions, and respects and complements community-based endeavours, rather than ignores or attempts to replace them. The notable

community-based gains should not be jeopardised. The police, in particular, must see themselves as complementary to established community authority if respect for them is to be maintained. A challenge is for the police to live up to the expectations of local communities, or see their approval fall rapidly.

The findings in the survey support the directions in the Government's National Law and Justice Policy and Bougainville's new Constitution, with their emphasis on harnessing and developing community-based approaches to crime prevention and control. The most obvious example is the strong emphasis on actual and potential community-based preventive and resolution strategies. The survey provides evidence for the formal law and justice sector agencies to move in this direction so that they can be harnessed and adapted for community needs.

A key element in the occurrence of crime, especially ones involving violence, is alcohol. Its prevalence is a concern to the community.

3. Police Presence. The relatively positive attitudes to the police imply that there is a base for the reintroduction of police services, but clearly it is the kind of police services being re-introduced and the character of their relationship with existing community-based agencies that will be the critical issue. In order to capitalize on the positive attitudes to community and crime prevention, the state needs to help create and maintain a public safety framework within which community justice can operate. Positive collaboration between communities and rehabilitated policing capacity in Bougainville will be an especially important matter. Communities do see a need for an increased police presence despite the ability of these communities largely to police themselves. This furthers the conclusion that the public is hopeful that good policing will combat the crime threat as Bougainville develops.
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CHAPTER 1

THE HOUSEHOLD CRIME SURVEY IN BOUGAINVILLE

The differences in the recent histories of Arawa and Buka are central in understanding community attitudes to crime and policing. In Arawa, the state was entirely absent for at least 10 years during the civil war and local, community-based agencies provided the sole source of authority and social control. In Buka, the state remained in control in difficult circumstances. Now a role for the state is being gradually reintroduced into post-conflict Bougainville, including to Arawa.

The community surveys interviewed 307 people aged 15 years and over in 156 households in Arawa and 290 people in 119 households in Buka. The questionnaire asked for information about the nature and extent of crime affecting households and individuals in Arawa and Buka as reported by residents.

The key findings are summarised at length in the Extended Summary.

These surveys paralleled one in Port Moresby that used the same questionnaire. Different audiences are assumed for the Bougainville and Port Moresby surveys, which are reported separately, although with some repetition of material on background and methodology so that each report is self-contained. This report on Arawa and Buka will make limited comparisons with results in Port Moresby where relevant, however. In Port Moresby, the seat of PNG Government, communities were far removed from the civil war and the Police force operated normally.

Some Recent History

Failure to reach agreement about compensation claims over the Bougainville copper mine led in 1989 to violence, the closure of the mine, declaration of a state of emergency and to a communications and economic blockade in 1990. Sporadic negotiations were interspersed with considerable fighting through much of the early and mid-1990s. RPNGC riot police were initially involved, but were later withdrawn and there was extensive military action by the PNG Defence Force in an attempt by the PNG Government to quell the secessionist movement. There was also extensive conflict among different sides within the Bougainvillian population.

A framework for political settlement agreed in 1997 led to a peacekeeping role and later rehabilitation, which has continued steadily. A series of agreements slowly led to a ceasefire, reestablishment of peace, and disarmament. New Zealand, Australia, other Pacific countries, and the UN all have played active roles. A recent manifestation of this process is the provision of policing support in Bougainville by the Australian Federal Police under the Enhanced Cooperation Program.

During the civil war, the economy of Bougainville collapsed. The Panguna mine near Arawa meant that in the 1980s Arawa had well-developed roads, power generation, and sea and air ports. Its commercial life benefited from mine employees' incomes. It also contained governmental, social and commercial services as capital of the then North Solomons Province.

However, the Arawa area was at the centre of the conflict over the mine and much of Arawa and most its infrastructure and services were destroyed. Additionally, across Bougainville civil war directly disrupted society for a decade: governmental education and health services, as well as commercial plantations, smallholder farming and business ceased.

During the conflict, few outsiders maintained a permanent presence on mainland Bougainville. Arawa was largely abandoned and the reintroduction of infrastructure and services is slow. It largely remains somewhat of a ghost town, with many houses destroyed during the conflict, although neighbouring villagers occupy many. Arawa's population is predominately made up of people from the Nasioi speaking group. Although homogenous in this regard, it is composed of people who during the crises were on different sides. The town population is composed of people who 'surrendered' during the crises, those who moved into the town while the ceasefire was in progress, and also former resistance fighters. Suspicion and animosity between these groups is still an issue. The mine remains a no-go area.

Communities were divided and profoundly destabilised by conflict. The formal justice system had virtually no presence on mainland Bougainville, including Arawa, from the early 1990s and the RPNGC was evacuated entirely. Militias were active in the fighting. In Arawa, the police station and court buildings were torched and vandalised. Families and communities were divided by the war. An entire generation grew up with little experience of state institutions including police, courts and prisons. A generation of young men has experience of warfare, but no formal education and few prospects. Many individuals have suffered from post-traumatic stress disorder.

A PNG Government presence was maintained on Buka throughout the 1990s, when it stayed under the control of pro-PNG forces. Buka, which had previously serviced the northern parts of the province, came during the conflict to be the only functioning town in Bougainville. In-migrants (including refugees) from other parts of Bougainville, as well as the rest of PNG, provided an ethnic mix. It continues as the main urban centre and the main channel for government and aid services while they are restored across Bougainville.

There are acute sensitivities about the re-entry of the formal justice system to mainland Bougainville. The conflict left a legacy of distrust of both the RPNGC and the PNGDF. One consequence was a desire for a uniquely Bougainvillian law enforcement system. The recently adopted Bougainville Constitution calls for restorative and rehabilitative policing systems that work collaboratively with communities and customary systems of justice. The recruitment and deployment of 100 new Bougainvillian police, and a police service that is almost exclusively Bougainvillian, is part of this approach. The main policing centres are still Buka and Arawa but there is limited or no presence elsewhere.

Recent developments have seen the police organisation in Bougainville renamed the Bougainville Police Service. This organisation, while it still remains under some functional control by the RPNGC, is relatively autonomous, and has a mandate focusing on assistance to communities. The Bougainville Police Service incorporates Community Auxiliary Police who are trained under a New Zealand Community Policing Project as well as the 19 members of the Australian Federal Police (AFP) deployed in Bougainville. Community based policing is the guiding philosophy for the Bougainville Police Service and it is intended to support and encourage community level authority structures.

Two other considerations are important in Bougainville in the mix involving crime, victimisation, community involvement, and policing. First, Bougainvillean society is matrilineal, with women being the principal owners and inheritors of land and often holding particular influence and authority, including a powerful role in conflict prevention and dispute resolution. Second, a council of chiefs has emerged as important in social control in post-conflict society. Women and chiefs have, in their different ways, been central to the peace process and they bring particular community bases to the application of any findings from this survey.

All this has complex legacies for assessing the effect the nature of crime and victimisation in Arawa and Buka and the communities' perceptions of victimisation and policing. Crime victimisation, while high, was found to be lower than in Port Moresby and the crimes reported seem to be less serious. Moreover, a majority of respondents believed that the police were doing a good job in Arawa and Buka and that this was having an impact on crime. This may be taken to suggest that policing in Bougainville was better than in NCD, but it may also be a function of less contact with the police.

One of the clearest implications to be drawn from these surveys is that people in Arawa and Buka, like those in Port Moresby, are concerned about crime, prevention, and control. Respondents demonstrated both personal and household experience of crime victimisation along with some involvement in community-based initiatives to deal with the problem. Communities have in common recognition of the crime problem. They appear to have adopted a responsibility for crime prevention and control along with other community welfare issues, which is not surprising even given their different recent histories. In many respects, they have learnt to live with crime as they have with other challenges to civil society.

Survey Background

The Government of PNG (GoPNG) has identified as its Priority One the reduction of crime in urban areas, beginning with Port Moresby. To be able to monitor and measure whether such a reduction is in fact occurring, it was necessary to develop and implement a periodic community crime survey in urban areas (see Terms of Reference at [Appendix A](#)). This report presents the second and third of the surveys, which provide baseline data on Arawa and Buka.

Community perceptions data are intended to supplement official statistics and provide a fuller and more reliable picture of crime levels and responses to them in the community. The need is for an ongoing and broad-based survey that will provide information on trends over time so that progress (or regress) in reducing urban crime can be measured and responded to effectively. This information is also intended to assist planning and monitoring the effectiveness of the RPNGC, as well as of the AFP, which is providing significant assistance to RPNGC through the Enhanced Cooperation Program with the Australian Government. These requirements are made more complex in Bougainville, which is still in a recovery phase from a long and difficult civil war.

The survey involved a number of bodies. Administrative authorities in Arawa and Buka cooperated in conduct of the surveys. Extensive consultation also occurred, including with the PNG Law and Justice (L&J) Sector National Coordination Mechanism (NCM), which is

comprised of the heads of sectoral agencies, including RPNGC. The surveys were commissioned by AusAID and developed and implemented in Port Moresby and Bougainville by the Australian-funded PNG Justice Advisory Group (JAG) and the PNG National Research Institute (NRI) with considerable advice and assistance from other parties in PNG and Australia ([Appendix B](#)).

Data collection was completed by the end of October 2004, which was prior to the main AFP mobilisation to ensure that base line data were not contaminated by publicity surrounding the mobilisation. NCD was the immediate priority, followed by Arawa and Buka. Extension and repeat will follow as required.

Objectives

The primary objectives of the Community Crime Survey were defined in the Terms of Reference provided to the JAG as:

- 1) To provide information on the levels, extent and types of crime in PNG, in order to provide a balance to reported crime data, enable the sector to ascertain trends in crime levels and provide a measure of the actual environment in PNG that can inform programs and strategies to counter crime.
- 2) To capture community perceptions of the police and to monitor changes in perceptions over time. This should extend more broadly than the perceptions held by victims of crime, in recognition of the many other forms of experience everyday people have with the police.

Methodology

In the 2000 Census, the population of Arawa was 2619, while Buka's was 1890. In Arawa, the survey sampled 307 people aged 15 years and over in 156 households, an average of 2.0 persons per household (full survey design, sampling and fieldwork details are in [Appendix C](#)). In Buka, 290 people were sampled in 119 households, an average of 2.4 persons per household. The two surveys were based on random selection of houses in Arawa and random area sampling in Buka. The surveys were conducted in October 2004.

To compensate for bias in non-response, quotas were filled by data collectors based on the variables of age and gender. The sample fractions were 21.2% and 23.5% of the 15+ populations in Arawa and Buka respectively. The sample achieved results that were statistically representative of the population of Arawa and Buka compared to the 2000 Census data for Bougainville urban areas on the key demographic variables of age, gender, marital status (in Arawa only), and education.¹

The two samples were independent and the surveys results for the towns are presented separately. The survey instrument was not designed to recognise the social differences between Arawa and Buka, nor did it refer to the transitional influence of state-sponsored criminal justice.

¹ However, the sample size does limit the potential for cross-analysis of households and demographic variables in instances where cell sizes are low and standard errors of the mean are high.

CD-ROMs with the full data are available to bona fide professionals and researchers free of charge from the JAG and NRI.²

² Educo Pty Ltd, 1 Throsby Place, Griffith, ACT 2603, Australia; email gerard@educos.net. PNG National Research Institute, PO Box 5854, Boroko, NCD; email nri@global.com.pg (Attention: James Laki).

CHAPTER 2

CRIME VICTIMISATION IN ARAWA AND BUKA

Experience of crime victimisation worldwide suggests some of the following:

- Young males are likely to be disproportionately both perpetrators and victims of violence.
- Women and children are the disproportionate victims of relationship violence and this occurs primarily at home.
- Victims of sexual assault usually know their attackers.
- The physically vulnerable are more likely to be victims of street theft.
- Alcohol and guns are significant factors in crimes of violence.

Results of the survey had consistencies with these themes, but with many aspects very particular to post-war Bougainville.

- Over half of households in Arawa and two-thirds in Buka had been victim of at least one crime in the previous 12 months.
- In Arawa, there was more violence and property crime than Buka, but Buka had considerably higher levels of stealing. Crimes of violence in Arawa may reflect issues of trauma related to the civil war on the island.

Crime victimisation was generally similar Port Moresby but violence was about a third of its level.

What crimes occur most?

A purpose of this survey was to complement the development of official statistics on crime in Arawa and Buka. Interviewees were asked what was the most common crime in their area (Table 1, which includes Port Moresby data for comparison). The most common types of crime were perceived to be:

- Alcohol (or drug) related (nearly half of total responses in both Arawa and Buka, and slightly higher than Port Moresby).³
- A very high level of domestic violence in Arawa (15%).⁴
- Stealing in Arawa at 14% was perceived to be lower than in Buka.
- Crimes that involved violence were high in Arawa (34% of the total, compared to 17% in Buka and 23% in Port Moresby), even though robbery, domestic violence, assault, sexual assault, and violence outside the home individually generally had low rates of occurrence.

³ This was taken to include both illegal use of alcohol or drugs and crimes in which their usage was a factor. The latter interpretation is the one that respondents usually took. The survey did not attempt to separate out alcohol from drugs, however where respondents were asked in Q.4.1 to specify the crime that had concerned them most in the last 12 months, alcohol outnumbered drug use or dealing 18 to 0 in the 18 cases where they were specified.

⁴ The data may be inconsistent. The interview teams in Arawa were more consistent than Buka in keeping same gender interviews to try and elicit this sort of sensitive information.

Table 1. What crime happens most in your area? (Q.2.9, Arawa N = 300, Buka N = 286. Multiple responses allowed)	% of Responses		
	Arawa	Buka	Port Moresby
Alcohol or drug related crime	45	45	39
Domestic violence	15	3	4
Stealing	14	30	33
Assault	7	7	4
Sexual assault	6	4	3
Robbery (stealing with violence)	5	2	9
Trespassing	4	1	1
Violence outside the home	1	1	3
Don't know	4	6	4
Total	100	100	100

In both Arawa and Buka, men were more likely to report stealing and assault, women sexual assault.

How often does crime occur?

Table 2 shows how often respondents reported that they or their fellow household members had been victims of any of 12 types of crime.⁵ Of the 156 households surveyed in Arawa and the 119 surveyed in Buka:

- 44% of households in Arawa and 34% in Buka had not been the victims of crime. Conversely, *over half of households in Arawa and some two-thirds in Buka had been victim of at least one crime in the previous 12 months.*
- 35% of households in Arawa and 41% in Buka had been victims of multiple crimes.⁶

⁵ In Section 3 of the questionnaire, individual respondents were asked to identify separately whether they or members of their households had been the victim of 12 different types of crime in the previous 12 months. Household crime victimisation reports were aggregated at two levels to allow analysis by individual household and by area: Individual households. The victimisation figure is the mean of the number of any particular type of crime reported by individuals within that household for that household. Locations. Means were calculated by adding all crime reports in the households affected in the town and dividing by the number of individuals reporting them. Where tables report on individual respondents double-counting of the same crime could occur when individuals in the same household reported on the same victimisation but double-counting does not occur where mean household totals are reported (eg. Table 3).

⁶ 'Multiple' is used in this report to refer to situations where people were victims two or more times of any type of crime; 'repeat' to where the same crime occurred more than once.

Table 2. Multiple household crime in the last year (S.3)	Arawa %	Buka %	Port Moresby %
None	44	34	31
Once	21	24	12
2-4 times	26	30	23
5-9 times	9	8	20
10 or more times	0	2	12
Multiple unspecified	0	1	2
Total %	100	100	100
Total households	156	119	354
Mean crimes per household	4.5	3.7	5.7

Table 3 shows frequency and repeat of the separate types of crime victimisation.⁷ The first row shows the percentage of households that reported they were victimised in the last year. For example, the most common crime in Arawa was stealing property: it occurred to 30% of households.

- *On average in Arawa, 33% of households were victims of repeat crime.*
- *On average in Buka, 28% of households were victims of repeat crime.*
- *Slightly more crime victimisation was reported in Arawa than Buka, with the exceptions of stealing property, vehicle theft, and unprovoked violence.*
- *Arawa was more prone to crimes of violence and more property crime overall than Buka, but Buka had considerably higher levels of theft.*
 - *The highest incidence of victimisation was from stealing, which affected 40% of households in Buka and 30% in Arawa.*
 - *The total percentage of households affected by different forms of property crime was higher in Arawa. When the five different types of property crime are added together to cancel out any effects from different categorisation of the crimes in the different locations, the collective percentage of households affected was 73% in Arawa and 66% in Buka, compared to 89% in Port Moresby (stealing property, breaking and stealing, destruction or damage to property, car truck or bike stolen, and stealing property with some force or threat).*

⁷ The figures are unlikely to double-count the same crime where it might overlap two categories, eg. a vehicle stolen with use of a gun would be rated in the category that the the respondent considered the main one.

Table 3. Frequency and repeat of household victimisation (S.3. Arawa <i>N</i> = 156, Buka <i>N</i> = 119)		Stealing property	Breaking and stealing	Assault	Destruction or damage to property	Using a firearm	Car, truck or bike stolen	Stealing property with some force or threat	Unprovoked violence	Provoked violence	Sexual assault	Killing	Other crime	Total repeat crime
Arawa	%	30	17	6	17	6	3	6	4	3	1	0	3	32
	<i>M</i>	3.1	2.2	1.3	1.9	1.1	1.2	1.5	1.5	1.3	1.5	0.0	1.3	2.2
Buka	%	40	8	5	9	1	6	3	10	2	0	0	3	28
	<i>M</i>	2.6	1.9	2.1	2.1	2.0	1.4	1.0	1.6	2.0	0.0	0.0	1.0	2.2
Port Moresby	%	35	19	18	17	11	9	9	9	8	5	3	4	33
	<i>M</i>	2.1	1.6	2.2	1.8	1.3	1.6	1.6	1.8	1.5	1.4	1.0	2.1	1.8

Key:

% = Percentage of households reporting victimisation.

M = Mean number of occurrences per household.

- o Personal violence was also slightly higher in Arawa. When the seven different types of violence are added together, *the collective percentage of households affected was 26% in Arawa and 21% in Buka, compared to 63% in Port Moresby* (assault, unprovoked violence, stealing with force, provoked violence, sexual assault, firearm use, and killing).

Firearm use was more prevalent in Arawa than Buka, but there was only one report of a killing, in Arawa.

While it is likely that sexual assault and domestic violence were under-reported, no approximation is possible of how much that is the case (as discussed in detail on pp.32-33 and Appendix C).

The averages just discussed might disguise some individuals and households affected more than once by a crime. The second row in Table 3 shows the mean number of times that crime occurred in the affected households, eg. in Arawa, property was stolen an average of 3.1 times from the affected households.

- The results indicate *repeat victimisation for most of the individual types of crime occurred on average 2.2 times for each affected household in both Arawa and Buka*. Repeat stealing occurred most often.

However, inspection of data on individual households shows that no homes were subject to the very high levels of multiple crime (10 plus per household) suffered by some 8% of homes in Port Moresby. Crime victimisation in Bougainville was slightly lower than Port Moresby and less prone to violence.

Is crime increasing?

The survey produced very positive results about reduction in crime. *A majority of the populations of both towns thought that crime decreased in the last year*. Three times as many people thought that crime affecting the household decreased than thought it increased.

Table 4 shows that some 54% in both Bougainville towns believed that there was less crime than 12 months ago, 22% that it had stayed the same and only 16% believed that it increased.

The figures for violent crime against people and for crime against property had similar patterns, although with lower levels of decrease identified (by some 10%). The patterns were similar by age and occupation.

Table 4. Do you think the level of crime in your area has changed in the past 12 months? (Q.2.1. Arawa N = 305, Buka N = 289)	Arawa %	Buka %	Port Moresby %
Less	53	55	41

Same	22	22	26
More	16	17	26
Don't know	9	6	7
Non response	0.7	0.3	0.4
Total	100	100	100

Why was change occurring for the better? Table 5 indicates that respondents who believed that change occurred thought the reasons were:

- In some half of instances, because the police were doing a good job. This was in notable contrast to Port Moresby, where few thought this was the case.
- The community was making a solid contribution (one-fifth to one-quarter of responses, similar to Port Moresby).
- *Raskols* were much less of an issue than Port Moresby.

Table 5. If you think the level of crime in your area has changed in the past 12 months, then is it because the following are doing a Good/Bad job? (Q.2.2. Arawa <i>N</i> = 238, Buka <i>N</i> = 239. Multiple responses allowed)	Arawa		Buka		Port Moresby	
	Good	Bad	Good	Bad	Good	Bad
Police	47	2	51	5	13	15
Community	20	6	26	3	24	4
Raskols (getting Better/Worse)	2	3	6	2	17	10
Other	28		17		24	

While crime was usually not thought to be increasing locally, two-thirds thought corruption nationally (Q.2.5) was increasing:

- In Arawa, 66% thought corruption nationally was increasing, compared to 69% in Buka. These figures were not quite as high as Port Moresby (76%).

Nearly three-quarters thought crime was a very large problem in PNG as a whole, which was even higher than in Port Moresby (Table 6).

Table 6. How big do you feel the crime problem is in PNG? (Q.5.11. Arawa <i>N</i> = 306, Buka <i>N</i> = 290)	Arawa %	Buka %	Port Moresby %
Very large	73	72	61
Large	11	16	23
Average	4	4	8

Not large	4	3	3
Don't know	9	5	5
Non response	0.3	0.3	0.8
Total	100	100	100

Who are the victims?

While caution is needed with the following data because of low cell numbers:

- Females were more likely to report as individual victims of property crime with force in Arawa (67% v. 46% in the sample) but not Buka (20% v. 47% in the sample) and sexual assault (Arawa 60%, Buka 67%).
- Males were more likely to be individual victims of stealing (Arawa 65% v. 54% in the sample, Buka 62% v. 53% in the sample), assault (in Arawa 64%), unprovoked and provoked violence, and firearms offences.
- The young and the older were more commonly individual crime victims (except as victims of sexual assault). The young suffered high levels of theft.
- Students and those involved in home duties were exposed to crime victimisation more than other occupation groups.
- The young and women were more likely to be victimised at home. Women were more likely to be on their own when victimised. Males were more likely to know the identity of the perpetrator.

Injury because of nominated crimes occurred considerably less frequently than in Port Moresby (Arawa 8%, Buka 6%, Port Moresby 19%. Q.4.12). In 76% of these cases, respondents knew the reason for the injury:

- Alcohol (Arawa 29%, Buka 60%, Port Moresby 32%) and domestic disputes (Arawa 14%, Buka 20%, Port Moresby 20%) topped the list, although in Arawa 57% nominated 'other'.

At what place and when?

The home was the setting for most intrusive victimisation. It was a far more likely site than public areas for the crimes that troubled people most.

The questionnaire invited respondents to identify out of their victimisation that crime that they considered "most troubling". Table 7 shows that *the crimes people feared most were more likely to occur at home* (four-fifths of cases, which was higher than Port Moresby, where there were more crimes in the street). This may be an indicator that there is much violence within the home setting.

- 13% of victims in both places indicated that they were alone at the time (Q.4.5).
- These crimes were most likely to occur at night (Arawa 68% of the nominated cases, Buka 70%. Q.4.6) and on Saturday (Arawa 36%, Buka 43%. Q.4.7).

Table 7. Where did the crime happen that you or your household found most troubling? (Q.4.4. Arawa N = 106, Buka N = 125)	Arawa %	Buka %	Port Moresby %
Home	80	82	63
Street	9	2	24
Shops	3	1	3
Workplace	3	3	2
Other	6	14	10
Total	100	100	100

Who are the perpetrators?

When asked who was most likely to commit crimes in their area, people in Buka were much more likely to think it was outsiders (Arawa 17%, Buka 3%. Q.2.13).

In many cases where an individual had been victimised, the offender was known to the victim (Arawa 59%, Buka 41%, Port Moresby 44% of cases among those crimes that respondents nominated as the crime the most troubling during the last 12 months for them or their household. Q.4.9). The offender was a relative or *wantok* in a high percentage of cases, especially in Arawa, which is predominately made up of people from the same language group:

- A relative (Arawa 42%, Buka 10%, Port Moresby 17%).
- A *wantok* (Arawa 21%, Buka 31%, Port Moresby 17%).
- A neighbor (Arawa 16%, Buka 25%, Port Moresby 24%).
- A gang member (Arawa 7%, Buka 43%, Port Moresby 19%).
- A friend (Arawa 5%, Buka 10%, Port Moresby 13%).
- A spouse (Arawa 2%, Buka 12%, Port Moresby 7%).

With over 40% of respondents in Buka identifying gang members, gangs appeared to be a serious problem there.

Unlike Port Moresby, where unemployment appeared to be a major factor encouraging criminality, rates of unemployment in Bougainville were lower (Arawa 8%, Buka 15%, Port Moresby 24%. Q.9.5). Indeed, relatively high levels of informal sector employment in Arawa and formal sector employment in Buka may be part of the explanation for lower crime levels in Bougainville.

CHAPTER 3

FEAR OF CRIME

Perceptions are the most important influence over fear of crime. Fear of crime arises from perceptions about crime and control as much as it does from personal experience. It is well recognised in the literature on crime control that quality of life may be as much influenced by perceptions of crime as by its real impact on communities. In part, perceptions in Bougainville are influenced by the violence of the civil war, where ‘law and order’ in the western sense broke down completely.

The survey results confirm that respondents viewed crime in their locality and beyond in ways that may not match crime victimisation. People in Arawa and Buka were fearful of crime, not just because of its frequency but also because of its occurrence in the home and its violence and unpredictability.

Another influence on fear levels may be that PNG has a strong oral culture. Stories and gossip about crime spread fast through informal networks and the media. Whether or not the stories are objectively true, repetition soon makes them social facts and there has been a lack of reliable data to balance them.

Does fear of crimes match their likelihood?

Just like in Port Moresby, the most serious area of community concern about crime was violence. This concern was coupled with others about the likelihood of crime occurring at the home, the unpredictability of crime, and high level of exposure to crimes committed by groups.

Violence was a common concern, as the ‘fear most’ columns in Table 8 show:

- Sexual assault was the most highly feared in both Arawa and Buka.
- Crimes of violence were feared more than crimes against property (in Arawa, 74% of responses v. 34%, with 13% of crimes overlapping; in Buka, 75% of responses v. 25%, with 5% of crimes overlapping).
- More people in Arawa than Buka feared violence outside the home. Violence in the home was a very difficult issue for people to identify, made more so in Arawa where many have fresh memories of civil war violence and many are traumatised by it.

With some crime victimisation categories, perceptions were consistent with the actual risk of victimisation. In other situations, it was not, as the ‘happens most’ columns show:

- Sexual assault was the most feared crime but not highly likely to happen; similarly with violence outside the home and assault.
- The crime most likely to occur (stealing) was not highly feared, at least in Buka.

Table 8. What crime are you most afraid of happening to you and your family in your area? (Q.2.10. Arawa <i>N</i> = 262, Buka <i>N</i> = 268)	Arawa		Buka	
	Fear Most	Happens Most (Table 1)	Fear Most	Happens Most (Table 1)
Sexual assault	20	6	28	4
Violence outside the home	16	1	7	1
Stealing	15	14	10	30
Assault	13	7	22	7
Robbery (stealing with violence)	13	5	5	2
Domestic violence	12	15	13	3
Break and enter	7	-	10	-
Don't know	5	5	5	6
Total	100	-	100	-

Related and recurring themes were fears about:

- Victimisation of more than one member of the household at a time (Arawa 87% of nominated cases, Buka 87%; compared to 76% in Port Moresby. Q.4.5).
- Crimes committed in groups (45% of nominated cases in Arawa involved more than one offender, 44% in Buka; compared to Port Moresby 64%. Q.4.8). Many crimes were carried out in company and these were more likely to result in violence and harm to the individual.
- The extent of crime and violence by people known to the victims (Arawa 59% of nominated cases, Buka 41%; compared to 44% in Port Moresby. Q.4.9).
- The use of weapons, including firearms, which was more likely in Arawa (Arawa 26% of nominated cases, Buka 11%); both much lower than the 53% in Port Moresby. Q.4.10).

What type of crimes trouble people most?

The crimes that trouble people most in practice were investigated in more detail. Interviewees who reported that they or their household had been affected by crime were asked to self-identify the crimes that concerned them most in the last year. This did not necessarily mean that they were the most feared crimes, but meant that these were the most troubling of the crimes that had actually occurred.

In Table 9, results from these answers are classified against the categories used elsewhere, with the addition of domestic violence. *Again, there was a pattern where crimes of violence were more concerning in Arawa and theft more so in Buka:*

- Stealing and breaking and stealing were identified by 38% of respondents in Arawa and 6% in Buka as the actual crimes that troubled people most (compared to 48% in Port Moresby).
- Crimes of violence (assault, unprovoked violence, stealing with force, domestic violence, provoked violence, sexual assault, firearm use, and killing) accounted for 40% of responses in Arawa and 23% in Buka (compared to 46% in Port Moresby).
- Domestic violence and sexual assault were 8% of reports in Arawa and 5% in Buka, despite underreporting (compared to 8% in Port Moresby).

Table 9. What crime was most troubling? (S.4. Arawa <i>N</i> = 78, Buka <i>N</i> = 92) ⁸	Arawa %	Buka %	Port Moresby %
Stealing your property from you	26	57	37
Breaking into your house and stealing (household)	13	9	11
Assault	13	3	15
Destruction or damage to your property (household)	9	3	3
Unprovoked violence (eg. an attack by a stranger)	6	7	5
Stealing your property from you with some force or threat	6	4	4
Car, truck or bike stolen	6	0	3
Domestic Violence	5	4	4
Provoked violence (eg. pay back)	4	2	3
Sexual assault	3	1	4
Using a firearm against you or your household	1	1	8
Killing (household member)	1	0	3
Other	6	9	0
Total	100	100	100

Do people feel safe?

While a half to two-thirds of people did feel safe from crime in their area, large proportions did not (Table 10).

⁸ Section 4 answers were conditional upon respondents having identified in S.3 crimes experienced by them or other household members in the previous year. The high non-response rate (Arawa 74.6%, Buka 68.3%) derives mainly from respondents who gave nil responses to S.3, in part from respondents who did not regard crimes such as stealing as being troubling, and occasionally from respondents unwilling to discuss traumatic events. Different household members may have considered different crimes to be the most troubling.

Table 10. Do you feel safe and secure from crime in your area? (Q.5.1. Arawa <i>N</i> = 305, Buka <i>N</i> = 290)	Arawa %	Buka %	Port Moresby %
Yes	52	68	56
No	19	19	22
Sometimes	29	13	22
Total	100	100	100

Another area of personal safety concern for respondents was movement in public places and on the roadway. An important concern was bad driving, threatening safety in their streets and on the roads. Interviewees felt unsafe from bad driving (Arawa 75%, Buka 86%, Port Moresby 72%. Q.2.12).

Who thinks crime has changed most?

Gender and age notoriously influence levels of fear and their impact on behaviour. These fears are viewed through peoples' perceptions about its rate of change, which Table 11 and 12 cross-tabulate demographically for Arawa and Buka.

Gender While similar total percentages of men and women (over half in both places) thought that crime had decreased in the last year, in Arawa males were decidedly more likely than females to think this (66% v 39%).

Age Perceptions of local crime change had similar patterns among all age groups in both places.

Occupation and Marital Status Cell sizes were often small and no systematic patterns were discernable by occupational category or marital status.

In reading open-ended responses and cross-analyses, it seems:

- o A worrying feature of victimisation was its spread across age and gender groups.
- o Alcohol-related crime was the most expected, particularly by older respondents.
- o Stealing and robbery are highly expected.
- o Except with the case of domestic violence, the young anticipated more crime.
- o Women feared sexual assault more than do men, but did not view it as the most prevalent crime.

Table 11. Do you think the level of crime has changed in the past 12 months? Arawa (Arawa <i>N</i> = 305, Buka <i>N</i> = 289)	Arawa				
	Less %	Same %	More %	Don't Know %	Total %

Gender (Q.2.1xQ.9.1)	Male	66	18	12	4	100
	Female	39	26	22	14	100
	Total	53	22	16	9	100
Age (Q.2.1xQ.9.2)	15-24	52	19	16	13	100
	25-34	60	22	15	3	
	35+	50	24	17	9	100
	Total	53	22	16	9	100

Table 12. Do you think the level of crime has changed in the past 12 months? Buka (Arawa N = 305, Buka N = 289)		Buka				
		Less %	Same %	More %	Don't Know %	Total %
Gender (Q.2.1xQ.9.1)	Male	55	22	18	5	100
	Female	56	23	16	6	100
	Total	55	23	17	6	100
Age (Q.2.1xQ.9.2)	15-24	57	21	16	6	100
	25-34	62	18	19	2	100
	35+	49	27	17	7	100
	Total	55	23	17	6	100

Do people change their behaviour because of fear of crime?

Despite the levels of individual and household crime victimisation, and even in cases where this was of a serious nature, *some 45% of respondents in both places said they had not changed their behaviour.*

Table 13 shows that about a quarter of all responses in Arawa and over a half in Buka related to restriction on movement and use of spaces, but a third in both places said crime stopped them from doing nothing in particular.

When asked what they would do first to avoid crime victimisation in the future (Q.5.2), no one response stood out in either town. Interviewees nominated a range of actions, including making the house more secure, helping the police, and participating in crime prevention activities.

Table 13. What does crime stop you from doing in your area? (Q.2.11. Arawa N = 261, Buka N = 287)	Arawa %	Buka %	Port Moresby %
Investing in this house or in a business	21	4	8

Walking around at night	14	32	30
Walking to work/garden	7	12	2
Allowing your children to walk to school	2	1	5
Walking to the shops	2	3	13
Using PMV	1	0	5
Using open areas like parks or church	1	5	2
Walking to fetch water	0	0	0
Nothing in particular	31	31	18
Other	23	13	18
Total	100	100	100

This suggests that *many people in Arawa and Buka are either learning to live with high levels of crime or do not identify individual and community reactions as being out of the ordinary*. In part, the apparent normalcy of reactions may stem from urban behaviors being an adaptation of village behaviours. It might also reflect the fact that the level of crime in both places is low compared to 10 years of civil war. When looked at in this context, Bougainville's crime problems are small.

CHAPTER 4

CRIME IN THE HOUSEHOLD

The focus of this survey was crime victimisation in the household. Households were selected as the basis of sampling and this provided an opportunity to explore family issues. In addition, the household context enabled a distinction to be made between crime victimisation in public places and crime in the domestic setting.

The home was a far more likely site than public areas for the crimes that troubled people most. The home was nominated as the principal location for crime (Arawa 80% of people who answered the question, amounting to 23% of the adult population; Buka 82%, amounting to 36%. Q.4.4). These figures include crime that originated both inside and outside the household.

The survey did not explore any comprehensive measures of affluence or poverty. It does not permit generalisations about the relationship between affluence, forms of property ownership, security levels, and crime.

What are living conditions like?

56% of respondents in Arawa said they owned their houses, another 3% rented. A large 40% indicated 'other', which could have meant that they lived with relatives who owned or rented or that they had occupied vacant housing. Corresponding figures for Buka had lower levels of ownership (24%) and higher levels of renting (21%) and other (54%).

The socio-economic data in Table 14 show that:

- Arawa residents were more likely than those in Buka to be connected to sewerage and water but not to electricity.
- About a quarter in both Arawa and Buka indicated someone in the household owned a car or truck
- Connections to a phone were very low, especially in Arawa.

Large families often occupied houses:

- In Arawa, households were more likely to contain fewer adults than the other two locations, where extended families were common (81% of Arawa respondents said their household contained 1-3 adults. In comparison, both Buka (31%) and Port Moresby (25%) had a lower proportion of houses with few adults (Q.1.6).
- The number of children in households was similar in each location (48% of Arawa respondents said their household contained 1-3 children, compared to Buka 46% and Port Moresby 49%. Q.1.6).

Table 14. Does the household have...? (Q1.5-1.10. Arawa N = 304, Buka N = 283)	Arawa %	Buka %	Port Moresby %
Sewerage	97	80	79

Permanent water supply	93	49	88
Fences or walls	42	5	62
Electricity	37	98	75
Vehicle	26	25	38
Phone	7	12	44

Another indicator of occupancy is the fact that, of those surveyed, the highest occupational groups involved home duties (Arawa 24%, Buka 12%, Port Moresby 26%), unemployed (Arawa 8%, Buka 15%, Port Moresby 24%) and students (Arawa 21%, Buka 19%, Port Moresby 11%. Q.9.5). These individuals would likely use household space on a regular and constant basis.

Arawa residents were much less likely to work in the full time formal sector (Arawa 12%, Buka 32%, Port Moresby 22%), but had lower unemployment because of self employment and rural employment (Arawa 8% unemployed, Buka 15%, Port Moresby 24%). Reflecting its occupation by villagers, Arawa had 28% indicating they were self-employed or farmer/fishers compared to 11% in Buka.

What levels of household security?

Despite the high likelihood of crime occurring in the household, few houses in either Arawa or Buka had high levels of physical security. The brief facts that this survey determined about household security were that a majority of people in Arawa and nearly everyone in Buka lived in unfenced or unwalled houses, in considerable contrast to Port Moresby (Table 14).

When asked what one thing the household could do better to make the house safer, the principal response in Buka was to make it more secure, but this was less of a concern in Arawa (Arawa 19 %, Buka 25%, Port Moresby 27%. Q.5.2).

How frequent is crime against the household?

Crimes against the household often involved violence if contact with the residents occurred.

- 18% of households in Arawa and 8% in Buka had been victims of breaking and stealing (twice on average in the last year - Table 3); another 17% in Arawa and 9% in Buka had destruction or damage to property associated with the household (twice on average).

When crime victims were asked to nominate the most troubling crime affecting them in the last year, housebreaking and crimes within the residential setting appeared high on the lists (Table 9). Respondents indicated that these crimes could involve violent contact between the offender and residents, violence, and drunkenness.

How frequent is crime within the household?

Where residence occupancy levels are high and constant, and alcohol abuse is a feature, household violence is an important issue. Added to this is the traumatizing effect of the civil war. For all these reasons, the extent to which victimisation originated within the household is a very sensitive question that the survey was only able to skirt around.

Respondents were asked to indicate the location of their victimisation in the crime that concerned them most in the last year. Despite considerable reluctance to answer this question:

- *The home was nominated as the principal location for victimisation* (Arawa 80%, Buka 82%, Port Moresby 62% of people who answered the question - Table 7).

This figure includes crime that originated outside the household and inside it, but the survey was not able to distinguish between the two. However, it does seem that the household was a location for domestic violence and some sexual assault, particularly where alcohol was involved. As previously noted on p.12, the offender in the crime that concerned respondents most was known to the victim in many cases (Arawa 59%; Buka 41%; Port Moresby 44% of cases among those crimes that respondents nominated as the crime the most troubling during the last 12 months for them or their household). The offender was a relative or *wantok* in a high percentage of cases, especially in Arawa; and both were higher than Port Moresby. *In other words, the victim knew the perpetrator in a considerable majority of cases.*

Because household occupancy is high and constant, domestic disputes can be a common trigger for victimisation. The survey investigated whether crimes of violence produced physical injury. In Arawa in 8% of such cases and in Buka in 6% of cases it did, which was lower than the 19% in Port Moresby (Q.4.11). In a large majority of these cases, the victims or the observers knew the reason for the violence and injury. Domestic disputes and alcohol abuse were amongst the most dominant explanations.

Was this the full story about domestic violence and sexual assault?

As is well known, questionnaire surveys like this in the household setting are not a very reliable method for establishing information about domestic violence and sexual assault against women. These crimes are highly likely to be under-reported.

Table 1 indicated that 15% of Arawa respondents and 3% in Buka considered that domestic violence was the crime that happened most in their area. Table 3 indicated that 2% of respondents in Arawa and 1% in Buka said that their households were affected by sexual assault in the last year.⁹ Just as in Port Moresby, *the indication is that reporting was below the level of actual victimisation* and this is consistent with similar studies. No approximation its level is possible with existing information (Appendix C).

Occupancy rates in the houses were high and, as a result, it was difficult to separate interviewees from the influence and observation of other members of the household. The difficulty of candid communication between respondent and interviewer may have had a particular impact on

⁹ As noted previously, the data may be inconsistent: interview teams in Arawa were very consistent in keeping same gender interviews to try and elicit this sort of sensitive information, more so than in Buka or, early on, in Port Moresby.

discussing victimisation where the victim and the perpetrator were members of the same household and perhaps in the same vicinity.

The structure of domestic authority in Papua New Guinea family also makes the independence of the interview problematic in some domestic situations. The influence of the dominant male or female in the family structure may have limited candid responses to the questionnaire.

One indicator that domestic violence is important but under-reported is that children of victims often give a higher report figure. This was the case for students and the younger age group when looking at crimes feared. The same often can be said about the higher reporting rate for parents of victims of sexual assault. In the present survey, the fear of sexual assault and the recognition of it as a crime in the area were relatively high from these respondents involved in domestic duties.

The reporting problem, however, goes beyond the survey setting and one reason for a reluctance to report crime to the police may be the nature of community and residential authority. This may particularly be the case when the victims or the perpetrators reputations, or that of their families, are challenged. Even so, when asked to whom individual victims reported crime, other than the police, community groups or leaders or traditional authorities (Arawa 58%, Buka 50%) and relatives predominated (Arawa 40%, Buka 50%. Q.4.21).

CHAPTER 5

ATTITUDES TO POLICE AND POLICING SERVICES

Community attitudes to the police in Bougainville can be expected to be complex, especially amongst older residents, given usage of riot police in the earlier days of the civil war.

However, policing is the area in which the surveys differed most between Bougainville and Port Moresby, where respondents were very suspicious and critical of police practice and services. In Bougainville, the indications were that the community-based policing philosophy for the Bougainville Police Service, which is intended to support and encourage community level authority structures, is being effective. There was a positive attitude to the police and policing but, given the complexity of the situation, the survey results should not be taken as definitive because the survey gained insufficient information to explore the reasons in any depth.

Attitudes to the police were more positive in Arawa than Buka. Because the civil war saw the withdrawal on many government services, including policing, the interviewers reported that many of the younger respondents did not have much in the way of knowledge or expectations of the police. This was especially so in Arawa where people have had less official contact with the police than those in Buka and were less likely to have had contact as a crime victim. A contributing factor could be that the police are unarmed and are Bougainvillians themselves.

Community attitudes to the police were complex. Many of those surveyed, while wanting a greater police presence in order to control crime, were not entirely satisfied about the police with whom they currently had contact. Police were sometimes represented as inefficient or partial, but a sizeable number were seen as fair respectful and committed, which is distinctly different to the anti-police sentiment in Port Moresby. In Bougainville, criticism of the police related to their responsiveness to reports of crime, lack of fairness, and the example they set to the young.

Are attitudes to the Police negative?

As Table 15 shows, people in Arawa and Buka were relatively positive about the work of the police. People in Buka were less positive than Arawa, but still twice as positive as in Port Moresby. This finding should be considered against the low level of police presence in Arawa. Even so, many people in both Arawa and Buka had direct contact with the police on which to base their views:

- Virtually all respondents said they knew where the local police station was (Q.6.1).
 - One-third in Arawa had been to it in the last year and another 19% had other official contact with the police, in 25% of cases as a victim of crime (Q.6.2-4).
 - One-third in Buka had also been to the police station in the last year and another quarter had other official contact with the police, in 42% of cases as a victim of crime.
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Table 15. Do you think the police in your area are doing a good job? (Q.6.6. Arawa N = 306, Buka N = 287)	Arawa %	Buka %	Port Moresby %
Yes	60	46	24
No	9	18	44
Sometimes	17	31	25
Don't know	15	5	7
Total	100	100	100

In Arawa, three quarters had improved their opinion of the police because of this contact: in Buka, two-thirds did (Q.6.5).

When asked if it was the good work of the police that was the most likely reason for changing crime rates, in Arawa 43% agreed, as did 44% in Buka (Q.2.2).

A specific indicator of dissatisfaction with policing and its impact on reporting propensity is views on police response times. Only 8% in either town had called the police to their home in the last 12 months to respond to a crime (Q.7.1), although low levels of telephone connections and lack of seriousness of many crimes may in part explain this low figure.

Responses on likely speed of arrival were spread. 38% in Arawa and 17% in Buka thought the police would arrive in 10-20 minutes (Q.7.2), but the majority of respondents in Buka thought that they would take over an hour or not come at all, and about 40% in Arawa thought the same. Again, more positive views were expressed in Arawa in response to whether the police would come as quickly as possible (Arawa 38%, Buka 31%. Q.7.3). These responses were all more positive than in Port Moresby.

In Buka 14% of respondents believed that the police were fair in their dealings with the community but 24% thought they were not (Q.6.7, 6.8). In Arawa, the opinion was better (18% fair and 13% not fair).

What about other types of policing?

Results about other types of policing were virtually identical in the two towns.

In order to discriminate between attitudes to policing and police organisational types, respondents were asked whether they could differentiate between regular and auxiliary police (Q.6.9). 60% were able to do so, some 10% higher than in Port Moresby. Over 60% preferred the regular police to auxiliaries and around 16% preferred neither. Around 65% of respondents felt less safe with the presence of heavily armed police mobile squads, and this was even more the case with older respondents, which is perhaps a reflection of previous experience (Q.6.13).

Only 18-20% of respondents when asked could give examples of community based policing in their area and some two-thirds were unable to do so (Q.6.12).

Over 90% in both towns could distinguish police from Bougainville.

Is crime reported to the Police?

Victims of crime were asked whether they reported the incident to the police.

- Only 16% in Arawa and 23% in Buka did report the crime to the police (Q.4.13). One straightforward influence on not reporting to the police was the belief by the victim or household that the offence was not sufficiently serious, but in Arawa the absence of police services during the war would also account for lack of a reporting habit.
- Of those who reported to the police, 35% in Arawa were satisfied with the response, but 65% were not (Q.4.15). As far as the respondents were aware, no arrests were made because of the report (Q.4.17). 23% in Buka were satisfied with the response, but 77% were not. In 14% of cases, an arrest was made, but in 75% of cases an arrest was not made as far as they were aware.
- In both places, half of those who responded reported to others beyond the police (Q.4.21).

When asked, If you were a victim of a crime in the future would you report it to the police? over 80% in Arawa and 90% in Buka indicated they would report (Q.8.4).¹⁰

Are Police a deterrent?

As in Port Moresby, respondents thought that the most important things the police could do in the community for crime prevention/community safety revolved around having a police presence (Table 16).

- In both Arawa and Buka, the preference was for police talking with people and cautioning young people. Additionally, a quarter of respondents in Buka believed that the police walking around their community in groups was important for crime prevention and community safety.

Around 90% in both towns thought that having the police around their community would stop some people from committing crime (Q.7.5).

Table 16. What do you think are the most important things the police can do in your community for crime prevention/community safety? (Q.7.4. Arawa <i>N</i> = 433, Buka <i>N</i> = 358. Multiple responses allowed)	% of Responses		
	Arawa	Buka	Port Moresby
Talking with people	27	25	17

¹⁰ This very positive figure was inconsistent with current reporting levels and the survey itself may have been a catalyst for the response.

Cautioning young people	19	15	5
Driving around	13	6	21
Walking around in groups	11	25	26
Just being around	8	6	13
Attending meetings	5	5	4
All of these	14	16	10
They do nothing important in this regard	3	1	4
Total	100	100	100

Are Police thought to respect the community?

It is well recognised in policing literature that for police authority to be based on community consensus requires that the community respect the police. Respect for police by communities is heavily reliant on the manner in which the police relate to them. Communities will only respect the police if the police in turn respect the community.

Of the 54% of interviewees in Arawa and the 46% in Buka who thought that the police were doing a good job in their area, some 60% thought so because of service delivery rather than attitude. Table 17 shows that maintaining safety and responding to crime were the most important reasons police were thought to be doing a good job.

Table 17. If you think the police in your area are doing a good job, is it because...? (Q. 6.7. Arawa <i>N</i> = 255, Buka <i>N</i> = 152. Multiple responses allowed)	% of Responses		
	Arawa	Buka	Port Moresby
They do things to maintain the safety of the community	34	43	36
They are responsive to crime in your area	24	20	36
They are fair in their dealings with the community	18	14	7
They treat the community with respect	13	11	7
Other	11	12	14
Total	100	100	100

Only 11% of interviewees in Arawa and Buka took the view that police performance was dependent on respectful encounters between the police and community. Alternatively, 5% in Arawa and 10% of respondents in Buka believed the police did not treat the community with respect (Q.6.8).

Associated with the issue of respect is the standing of police within the community. The survey asked whether police provided a good example, particularly to young people in the community.

- In Arawa, 57% took this view.
- However, in Buka only 31% of respondents did so (Q.7.6).

Confidence that the police treated the community with respect was strongest amongst some young people and deteriorated through the middle age categories, perhaps another legacy of the past.

CHAPTER 6

COMMUNITY CRIME PREVENTION

One of the clearest implications to be drawn from the data is that residents were informed and concerned about crime, prevention, and control.¹¹ A significant finding of this review was the apparent willingness and capability of communities to take responsibility for crime prevention, which was also very much the impression of the Port Moresby survey.

The willingness of the community to take responsibility for crime prevention is in part through adaptations of traditional authority structures and informal networks. Adaptive mechanisms derived from traditional culture appear to provide a considerable degree of control over minor crime at least. Social structures include acknowledged leaders whose roles include dealing with minor problems and the chiefly system is reinforcing this. Such authority is imbedded in extended family, *wantok* and friendship networks that can serve all sorts of informal roles in social control.

None of this should be any great surprise because village life in PNG operated for thousands of years through community mechanisms without modern legal services. Arguably, the civil war in Bougainville reinvigorated these traditional controls. In modern thinking, Bougainville has social capital capable of further investment and development.

Churches and church leaders also played significant roles in dispute resolution and peacemaking. They are a very powerful component of civil society throughout PNG, and the churches, unlike the state, remained in Bougainville throughout the war and have been important in the area of grassroots reconciliation. Some peacemaking NGOs have also been very active at community levels throughout Bougainville.

Employment was nominated by respondents throughout the survey as an important way of reducing criminal activity.

Who should be responsible for crime prevention and control?

The communities surveyed viewed themselves as having a high level of responsibility for crime prevention. Table 18 shows that the individual and the community come together as principally responsible for crime prevention, albeit with the police having an important role. This places the issue of prevention and control squarely within a community context.

Consistent with respondents' views that the community is equally or more responsible along with the police for crime prevention, there was much in the survey data to indicate a greater confidence in reporting to community authorities.

¹¹ One indicator of this is the relatively small resort by respondents to the "don't know" box in questions where it was provided.

Table 18. Who do you think should have most responsibility for crime prevention/community safety? (Q.8.6. Arawa <i>N</i> = 304, Buka <i>N</i> = 287)	Arawa %	Buka %	Port Moresby %
Community	32	40	36
Individuals	27	17	21
Police	25	16	25
Police & Community	3	10	10
Other combinations	14	18	8
Total	100	100	100

What community groups are involved?

Bougainville has a strong chieftain system and leadership and community cooperation is a feature of social life on the island. A strong impression to come from the survey is that the community and individuals within it saw themselves as retaining a significant and perhaps primary responsibility for crime control and public safety, particularly where the crime prevention activities are based in wider community entities such as the church, recreational groups, welfare organisations, and local administration.

In Arawa 27% of respondents said that there was a community crime prevention organisation locally and, in Buka, only 17% said so (Q.5.3). Participation levels were relatively low considering the absence of state services up until recently: in Arawa, only 12% and in Buka 9% of the total survey population indicated that they did participate (Q.5.5). Younger and older respondents were more likely to participate in these groups. Arawa more than Buka was interested in this more formal process of inclusion.

When asked what their household could do to better make themselves safer from crime, participation in crime prevention activities (Arawa 24%, Buka 17%) was rated similarly to improvement in physical security for the household (Arawa 19%, Buka 25%), and helping the police (Arawa 20%, Buka 17%. Q.5.2). Praying to God for help (Arawa 14%, Buka 10%) also rated.

The survey assumed that an important function for community crime prevention activities was community patrolling. When asked whether the groups nominated were involved in community patrols, in Arawa 19% and in Buka 10% of those who responded to the question indicated patrol as their function. Associated with this was offender apprehension, which 16% in Arawa and 7% in Buka of those who responded gave this as a function for the group.

Is there confidence in government and leadership?

A massive two-thirds thought corruption nationally was increasing; and nearly three-quarters thought crime was a very large problem in PNG.

The general tenure of open-ended survey responses was that the state and the formal criminal justice sector are failing to:

- o Provide productive and profitable employment for the young.
- o Do their law enforcement job properly.
- o Manage and discipline their troops.
- o Sufficiently resource the police.
- o Properly service communities to avoid opportunities for crime victimisation.

There was a clear ‘do it ourselves’ message coming from respondent communities particularly in Arawa when facing the challenges of crime prevention and public safety, and this was no surprise given the civil war history. Even so, where the police were involved they seemed to be welcome so far.

What can be done for youth?

Much youth crime is associated in the community mind with unemployment and the absence of productive and profitable occupation. In the survey responses, young people were identified not only as part of the crime problem but as important for its solution. Regularly, respondents indicated that the improvement in opportunity for young people would improve the crime situation in most communities. Table 19 lists what respondents would tell the government to do to make their area safe from crime.

Table 19. If you could tell the government what one thing to do to make your area safer from crime would it be for...? (Q.5.9. Arawa <i>N</i> = 431, Buka <i>N</i> = 287, multiple responses allowed)	Arawa %	Buka %	Port Moresby %
Youth activities	27	33	20
More jobs	26	22	28
More police	17	26	20
Better living conditions	13	6	12
Fight corruption	8	5	4
Harsher penalties from the courts	7	7	9
Crack down on gangs	3	1	7
Total	100	100	100

- More youth activities topped the list in both Arawa and Buka.

- More jobs were also a key feature in both places, although more police were regarded as important in Buka at 26%.

Advice on the same point to community leaders was again primarily to develop more activities for young people (Arawa 33%, Buka 46%. Q.5.10).

The organisation of youth employment, particularly operated and supervised within the community, was a popular suggestion for the improvement of community safety and the reduction of crime.

At the same time, there seems to be no illusions concerning the responsibility of young people for crime and challenges to public safety. When asked whether harsh treatment or more restorative alternatives were better, most respondents in Arawa (48%) and Buka (57%) would have them sent to prison, whereas supervision and compensation drew support from only a quarter (Q.2.14). Perhaps surprisingly, younger respondents were amongst the most punitive.

APPENDIX A

TERMS OF REFERENCE

Rationale/Background

As part of the development of the Law and Justice Sector Performance Monitoring Framework, the GoPNG has identified as its Priority One the reduction of crime in urban areas, beginning with Port Moresby. To be able to monitor and measure whether such a reduction is in fact occurring, it is necessary to develop and implement a community crime survey in those urban areas, to provide crucial data that counter-balances reported crime rates and provides a fuller and more reliable picture of crime levels in the community. This information is also essential for the purposes of monitoring the effectiveness of the RPNGC in addressing crime through policing, as well as of the Australian Federal Police, who will be providing significant assistance to the RPNGC through the Enhanced Cooperation Program. Although there have been other crime surveys undertaken in PNG, including the UN Victims of Crime Survey in 1992 and the UN Safer Cities surveys in 2002/3, there is a need to develop an ongoing and broad-based survey that will provide information on trends over time so that progress (or regress) in reducing urban crime can be measured and responded to effectively. The Survey will be implemented in Port Moresby and Bougainville in the first instance, with baseline data collected by 1 November 2004. Following this, consideration will be given to further rolling out the survey to Lae, Mt Hagen and other areas throughout PNG.

Purpose

The primary objectives of the Community Crime Survey are:

1. To provide information on the levels, extent and types of crime in PNG, in order to provide a balance to reported crime data, enable the sector to ascertain trends in crime levels and provide a measure of the actual environment in PNG that can inform programs and strategies to counter crime;
2. To capture community perceptions of the police and to monitor changes in perceptions over time. This should extend more broadly than the perceptions held by victims of crime, in recognition of the many other forms of experience everyday people have with the police.

The JAG will provide quality assurance and overall oversight as well as ensuring that this work is closely coordinated with the JAG's Performance Monitoring Framework, Information Management and Sector Strategic Planning advisers and other stakeholders in PNG including the NCM, LJSWG, all L&JS Agencies and other relevant bodies such as the NCDC, CIMC and community groups. The JAG will also participate in the peer review processes for this activity which will be coordinated by AusAID.

APPENDIX B

PERSONNEL

Research Team

Principal Researchers

In alphabetical order,

- Dr Mark Findlay (Professor of Criminal Justice, Institute of Criminology, Law Faculty, University of Sydney and Professor of International and Comparative Criminal Law, Nottingham Law School, England) designed and finalised the survey instrumentation, trained data collectors on the instrumentation, and reported on the survey results.
- Dr Gerard Guthrie (Principal Consultant, Educo Pty Ltd, formerly Foundation Professor of Education, University of Goroka) designed the survey, refined the survey instrument, developed implementation plans with NRI, provided training and quality assurance on the fieldwork in NCD, oversaw data entry in Canberra, reported on the survey results, and provided oversight and coordination.
- Ms Fiona Hukula (Senior Research Officer, NRI) advised on survey design, and managed the surveys in Arawa and Buka.
- Lt Col James Laki (Senior Research Fellow, NRI) advised on survey design, managed NRI's participation, and managed the pilot survey.

Data Collectors

- Arawa: Mr Leonard Roka (Field Supervisor), Ms Judith Banako, Mr Roger Bowara, Ms Barbra Kova, Mr Alfred Memora, Mr Darryl Nato, Ms Joanne Ona, Mr Steven Simiha, Ms Lucy Sipara.
- Buka: Mr Chris Bao (Field Supervisor), Mr Douglas Bitu, Mr Benedict Gimmu, Ms Janet Golu, Mr Patrick Nangoe, Ms Barbara Nima, Ms Roanna Patrick, Ms Shona Tsiirikou, Mr David Tupp.

Data Processing

- Ms Barbara Davis, Managing Director, Barbara Davis & Associates, Canberra.
- Ms Kani Kikman, NRI.
- Ms Julia Zelenska, Statistician, Barbara Davis & Associates, Canberra.

Peer Review

AusAID

- Ms Kirsten Bishop, Second Secretary, Australian High Commission, Port Moresby.
- Ms Joanne Choe, PNG Law & Justice Program Officer.
- Mr Simon Cramp, PNG Law & Justice Program Manager.
- Mr Romias Waki, Project Officer, Australian High Commission, Port Moresby.

Australian Bureau of Statistics

- Ms Victoria Leaver, Senior Consultant, Statistical Consultancy.

Australian Federal Police

- Mr Alan Mills, Law Enforcement Adviser, PNG Policing Assistance Project.

Australian Institute of Criminology

- Dr Holly Johnson, Senior Research Analyst.

Consultative Implementation Monitoring Committee Secretariat

- Mr Alois Francis, Project Officer.
- Mr Nick Menzies, Executive Officer.

Justice Advisory Group

- Mr Liv Armytage, Project Director.
- Mr Paul Bacon, Data Collection & Analysis Adviser.
- Mr Glenn Crannage, Police Adviser.
- Dr Sinclair Dinnen, Restorative Justice Adviser.
- Mr Stephen Gray, Monitoring & Evaluation Adviser.
- Mr Kevin Gubag, Research Officer.
- Mr Bob Holland, Team Leader.
- Mr Steven Miller, Monitoring & Evaluation Adviser.
- Dr Ian Patrick, Strategic Planning Adviser.

PNG National Research Institute

- Mr Daro Avei, Senior Research Officer.
- Dr Richard Guy, Professorial Fellow.
- Ms Esther Lavu, Research Fellow.
- Mr Ogis Sanida, Senior Research Officer.

PNG National Statistics Office

- Mr Joe Aupai, Census Officer.

RPNGC Development Project

- Dr Abby McLeod, Gender Adviser.
- Mr Peter Pascoe, Team Leader.

APPENDIX C

COMMUNITY CRIME SURVEY METHODOLOGY, ARAWA AND BUKA 2004

Background

As part of the development of the Law and Justice Sector Performance Monitoring Framework, the Government of PNG (GoPNG) has identified as its Priority One the reduction of crime in urban areas. To be able to monitor and measure whether such a reduction is in fact occurring, it was necessary to develop and implement a community crime survey in those urban areas to provide crucial data that complements reported crime rates and provides a fuller and more reliable picture of crime levels (see Terms of Reference at [Appendix A](#)). This is the second of the surveys and it provides baseline data on Arawa and Buka.

The survey complements a more community-based approach in GoPNG's National Law and Justice Policy. The community perceptions data is intended to supplement official quantitative data and not to replicate it. Extensive consultation has occurred on the baseline survey, especially with the PNG Law and Justice (L&J) Sector National Coordination Mechanism (NCM), which is comprised of the heads of sectoral agencies, including the RPNGC. The baseline surveys will be an integral part of GoPNG sector performance monitoring.

Responsibilities to support monitoring and evaluation (M&E) of sector performance are held by the PNG Justice Advisory Group (JAG). AusAID has contracted Educo Pty Ltd of Canberra to manage the JAG. The JAG was tasked by AusAID to provide technical oversight, management and quality assurance of the survey. AusAID accepted the JAG's recommendation that it should partner with the PNG National Research Institute (NRI), which conducted the data collection, in particular.

The surveys were developed and implemented in Port Moresby and Bougainville from June-October 2004. Data collection was completed by 1 November 2004, which was prior to the main AFP mobilisation to ensure that base line data were not contaminated by publicity surrounding the mobilisation. This appendix reports on the survey in Bougainville. The overlapping NCD survey is reported separately.

An alternative of a national survey was not considered logistically feasible because of the difficulty of accessing areas even short distances from main roads in many parts of the country and security issues in many rural areas. AusAID accepted JAG advice not to pursue this course, but the intention is to further roll out the surveys to Lae and Mt Hagen and to repeat them at later dates.

Consultation and Quality Assurance

The survey involved a number of bodies with a mixture of advisory, quality assurance and implementation roles (see [Appendix B](#)). Authorities in Arawa and Buka cooperated with NRI in conducting the surveys.

Given the range of stakeholders, wide consultation and extensive peer review was required in both PNG and Australia. A four-tiered peer review process occurred:

- i. Internal JAG technical peer review of the questionnaire and survey design (June-August 2004).
- ii. Extended peer review involving the Law & Justice Sector Program (LJSP) and NRI (July-August).
- iii. Review by GoPNG sector agencies (July-early August).
- iv. Australian-based peer review (August 2004-March 2005).

Clear support for the survey was expressed by PNG stakeholders. At its meetings in July and August 2004, the NCM discussed the survey and the questionnaire and responded positively to the role and scope, as did RPNGC. Other comment on the questionnaire was provided by the L&J Sector Working Group, NRI, the AusAID RPNGC Project, and the LJSP. Most stakeholder comment in PNG focussed on technical issues with the questionnaire and its length.

Consultation in Australia followed receipt of PNG comments. A first peer review meeting on 6 August 2004 considered the objectives of the survey and suggested changes to the questionnaire. The questionnaire and the survey design were discussed in a 2nd Peer Review meeting in Canberra on 27 August. This process involved technical experts from the Australian Bureau of Statistics and the Australian Institute of Criminology, as well as AusAID and the AFP. Further meetings occurred in November 2004 and March 2005.

Quality assurance on implementation of the questionnaire, survey design, and the final report was also provided by JAG M&E advisers and team members.

Objectives

The primary objectives of the Community Crime Survey were defined by AusAID as:

1. To provide information on the levels, extent and types of crime in PNG, in order to provide a balance to reported crime data, enable the sector to ascertain trends in crime levels and provide a measure of the actual environment in PNG that can inform programs and strategies to counter crime.
2. To capture community perceptions of the police and to monitor changes in perceptions over time. This should extend more broadly than the perceptions held by victims of crime, in recognition of the many other forms of experience everyday people have with the police.

The first objective is consistent with feedback that over-reliance on reported crime data as a measure of crime levels is risky and unrealistic. As with any jurisdiction, information from a community survey is essential to balancing the unreliability of reported crime data. RPNGC regards the collection of crime victimisation data as an important part of law and justice M&E. AFP sees such data as informing the planning of enforcement programs and operational strategies for its deployment.

Another aspiration for the survey was that it should build on past experience of community crime surveys in PNG and similar countries.¹²

Ethical Issues

The following ethical considerations guided the survey and instrumentation design:

- Questionnaire and survey design should be based on close consultation with partners in PNG.
- Delivery and sustainability intentions should maximise PNG involvement.
- Members of the local community should benefit from the study and receive some rewards, skills and experience.
- Community debriefs should occur once the data are available.
- Minimisation of security risks for survey personnel should be an overriding concern.

Gender Issues

¹² Clifford W. (et al) (1984) *Law and Order in Papua New Guinea* Discussion Paper No. 16, Vols. 1 & 2, Institute of National Affairs, Port Moresby; UNDP/ILO (1993) *Papua New Guinea: Challenges for Employment and Human Resources Development*; in particular, Ch. 5 'Youth Employment, Security and Public Order' (Mark Findlay); Zvekic U. & Alvazzi de Frate A. (1995) *Criminal Victimization in the Developing World* 55, UNICRI, Rome; UNDP (2004) *Port Moresby Diagnosis of Insecurity Report*, UNDP, Port Moresby (draft).

What the Clifford Report said in 1984 (p.i) is still true: "Most visitors to PNG are bombarded with the view that the crime problem in PNG is out of control...However, beyond the seemingly endless litany of crime 'stories' recounted with the same frequency with which in other situations people might discuss the weather, it is impossible to test the reality of this perceived crime threat. Available statistics on crime in Papua New Guinea are so inadequate that it is impossible to make informed statements about the levels of, and trends in crime...". The report recommended the urgent implementation of a national crime survey to establish the nature and the extent of the crime problem.

In 1990, the UN included official crime data from PNG in its *Survey of Crime Trends and the Operation of Criminal Justice Systems*. General as this data was, it indicated high rates of crime in all categories, which were up to 10 times higher in Port Moresby. Also, in 1990 the Foundation for Law Order and Justice together with the PNG National Research Institute carried out a crime victims survey in Port Moresby and Lae. Three hundred in each city were surveyed from 3 types of selected community (traditional, urban core, new settlements). This mainly proved to be a pilot exercise.

In 1992, the UN carried out crime victimisation surveys in cities within developing countries, including Port Moresby, Goroka and Lae (UNDP/ILO, 1993). A sample of over 1500 respondents was set (597 for Port Moresby). While covering three cities, including Port Moresby, and employing different sampling and survey methodology, the 1992 survey does allow broad comparisons with the current survey results. The study further confirmed the need for systematic crime data in PNG.

More recently in 2002, UNDP carried out as part of its safer cities initiative an extensive but non-random survey of youth crime and neighbourhood victimisation, which is unpublished. In 2004, the RPNGC Development Project Phase III used focus groups across the country to study Community Perceptions of the Police in PNG, which found some very negative perceptions.

The survey instrument for the current survey reproduces some of the UN questionnaire, and the sampling methodology is common in selecting survey areas on the basis of occupancy characteristics. The questionnaire at Appendix D was designed where possible and appropriate to complement the UN international crime victimisation surveys.

Different age and gender based perceptions and experiences of crime victimisation in the community could be expected. Samples were stratified to ensure that the full range of age and gender cohort views was sought from adults by providing interviewers with age and gender proportionate quotas to fill. Data collectors worked in teams of one male and female to permit same-gender interviews. Safety for female interviewers, in particular, was one concern behind having a systematic security plan (published in the Port Moresby report), to which paired interview teams successfully contributed.

While in many households there was frank reportage on sexual assault and domestic violence, the indication is that reporting was below the level of actual victimisation. Occupancy rates in the areas surveyed were high and constant, so that it was difficult to separate interviewees from the influence and observation of other members of the household. The structure of domestic authority could make the independence of the interview problematic because the influence of the dominant male or female in the family structure may have limited candid responses to the questionnaire. The difficulty of candid communication between respondent and interviewer may also have had a particular impact in discussing victimisation where the victim and the perpetrator were members of the same household and perhaps in the same vicinity during the interview. Certainly, the interviewers considered under-reporting to be the case, but no approximation its level is possible with existing information.

Instrumentation

The methodology was primarily quantitative, based on a sample survey using a structured questionnaire. The survey approach was necessary to give a comprehensive overview of perceptions in the sample areas and to give a basis for systematic trend analysis over time. It only partially provided the sort of qualitative analysis (possible through focus groups or community case studies) that would be necessary to give in-depth understanding of the complexities of the issues in the community. In future, qualitative case studies should complement the statistical data.

The questionnaire design is modular. Individual sections can be added or subtracted in the future according to survey objectives, questionnaire integrity, and sector M&E requirements. The English version of questionnaire is at [Appendix D](#).

The questionnaire was developed from a variety of sources including the UN Safer Cities surveys in 2002-03. The design benefited from a detailed consideration of these survey instruments as well as two of the UN International Crime Victim Surveys recently administered in southern Africa and an L&J Survey of community opinion in Fiji. The survey instrument was not designed to recognize the social differences between the two areas surveyed, nor did it refer to the transitional influence of state-sponsored criminal justice.

Comment received in the peer review process prior to field work was mainly on questionnaire length, improving individual items, coding of responses by data collectors, and the need for translation into Tok Pisin. The questionnaire was revised prior to the pilot to take the various comments into account.

Questionnaire Translation

In mid-August 2004, NRI arranged translation of the questionnaire into Tok Pisin by a linguistics-trained journalist used to working in both languages. An independent reverse

translation of the questionnaire was undertaken by the JAG Research Officer to check correspondence to the English original and its response scales. Review of the questionnaire by interviewers and field trial of the questionnaire in Port Moresby did not detect problems with the translation; nor did the field supervisors for Bougainville, who took part in the training in NCD, and an NCD interviewer who came from Bougainville raise any problems particular to Bougainville. The Tok Pisin questionnaire is published the Port Moresby report.

Pilot Survey and Field Trial

A two-step process was used to pilot test the questionnaire. First, NRI conducted a pilot study of the English and Tok Pisin questionnaires in Port Moresby from 16-18 August. The pilot used experienced NRI staff to interview 28 respondents who were not part of any planned study area but who lived in areas representative of the range planned in the survey and who fitted the targeted age and gender cohorts. The pilot provided detailed information about understanding of the questions, length of interviews, recording and coding of responses, and questionnaire layout. Many minor revisions to questions were indicated but no serious problems occurred with the approach. Importantly, given questions raised over the length of the questionnaire during peer review, the pilot study found that interviews took an average of only 31 minutes.

The second step involved a field trial of the English and Tok Pisin questionnaires, interviewing techniques, and logistics in Tokarara, in which the two Bougainville supervisors participated so that they could clone the techniques in Bougainville as appropriate. Improvements to layout of coding were made to the final printed version of the questionnaires (for example the layout of the codes for Question 2.2 was made clearer to assist interviewers to record responses) but no substantive changes to questions were necessary, nor were problems detected with the Tok Pisin translation. The same questionnaire was used in NCD and Bougainville.

Survey Design

In Arawa, the survey sampled 307 people aged 15 years and over in 156 households. In Buka, 290 people were sampled in 119 households.

The two surveys were based on random selection of households in Arawa and random area sampling in Buka. To compensate for bias in non-response, quotas were filled by data collectors based on the variables of age and gender.

The sample achieved results that were statistically representative of the population of Arawa and Buka compared to the 2000 Census data for Bougainville urban areas on the key demographic variables of age, gender, marital status (in Arawa only) and education.¹³

The two samples were independent and the surveys results for the towns are presented separately.

Location and Boundaries

¹³ Repeat studies can be undertaken using new samples from the same sites to analyse trends. However, given high mobility in PNG, there is no value in attempting long-term panel surveys targeting the same individuals. Follow-up with individuals, especially in settlements, is difficult because settlements are usually unplanned and the physical arrangements for housing can vary from one year to another as people move in and out and housing is modified, or even removed.

Currently, the boundaries of Arawa contain many villagers who have occupied housing there and who work in their village gardens during the day and the weekends. They have been treated as residents of the town for the purposes of this survey, although later they may well return to live in their villages.

The boundaries of Buka contain significant peri-urban elements, including traditional villages.

Target Population

The target population was people aged 15 years and over, which is consistent with the international surveys on L&J issues against which this one was referenced.

Population statistics for Bougainville are very limited. Urban growth rates are not available and, given the intervening impact of war in the province, population growth estimates derived from the previous two decades are not reliable. Estimates of population size are thus limited to the 2000 Census. Most of its urban figures do not separate Arawa from Buka.

The urban population of Arawa was 2217 and of Buka was 1890 in the 2000 Census (Table C1).¹⁴ The population aged 15 and above comprised 65.2% of their combined population, some 1445 people in Arawa and 1232 in Buka.¹⁵

Table C1. Bougainville urban population by gender, 2000 Census¹⁶	Arawa		Buka		Bougainville	
	N	%	N	%	N	%
Males	1151	51.9	1037	54.9	90,014	51.4
Females	1066	48.1	853	45.1	85,146	48.6
Total	2217	100.0	1890	100.0	175,160	100.0

Sample Size

Sample size tables set a sample target for Arawa of 304 and 293 for Buka.¹⁷ In the outcome, the Arawa sample was 307 people aged 15+ in 143 households and in Buka it was 290 people in 119 households. The sample fractions were 21.2% and 23.5% respectively of the towns' populations aged 15+.

Sample sizes were highly acceptable statistically for the purposes of generalisations to the Arawa and Buka respectively but limit the potential for cross-analysis of household and demographic variables in instances where cell sizes are low and standard errors of the mean are high.

Sample Frame

¹⁴ The accuracy of the 2000 Census in Arawa and Buka is unknown but is used as a base in the absence of alternative data. Data collectors in Arawa considered that the population had grown substantially since the Census.

¹⁵ National Statistical Office (2002). *Papua New Guinea 2000 Census: 2000 Census Basic Tables Provincial Level National Capital District*, Port Moresby, pp.1-3.

¹⁶ National Statistical Office (2002). *Papua New Guinea 2000 Census: Census Unit Register North Solomons Province* Port Moresby, pp.5, 11.

¹⁷ Sarantakos, S (1998) *Social Research* (2nd ed.). Macmillan, Melbourne, p.163.

Survey design and instrumentation proceeded on the basis of a household survey. Where any doubts about household composition arose, the 2000 Census definition of a household as “a person or group of persons living and eating together and sharing arrangements for cooking and the other necessities ...” was used.¹⁸

The most reliable sample units for face-to-face interviews in households are dwellings. In Arawa, a cadastral map was available. It showed property boundaries and was used for random selection of dwellings. For Buka, the only available map showed the town boundary and a few large blocks of land within. Random grid sampling was used. Unlike the NCD survey, cluster sampling was not used because logistics and safety in Bougainville were not major issues.

Non-response, Interview Quotas and Follow-up Procedures

Multiple interviews were conducted in households to maintain compatibility in household data with NCD. Several members from the selected households were interviewed as necessary to reach the quotas in each town. This was different from similar surveys elsewhere, which generally interview the head of the household (see also data analysis below).

A non-response rate of up to 40% was expected and acceptable. This level of non-response was factored into the number of households targeted. To reduce the effect of age and gender bias in non-responses, interviewers were given sample quotas in six age and gender cohorts. The cohorts were males and females aged 15-24 (young adults), 25-34 (adults), and 35+ (older adults).

A number of other standard techniques were used to facilitate the research and reduce non-response.¹⁹ Data collectors were instructed to approach all houses and to continue visiting them each at least four times until all quotas were filled.

In the outcome, the field supervisors and interviewers were local residents. They had a high level of local knowledge, were well known in their communities, and were able to facilitate the survey through their own networks. They generally interviewed in their own neighbourhoods and were able to introduce themselves through word-of-mouth. As in the NCD survey, locally

¹⁸ National Statistical Office (2002). *Papua New Guinea 2000 Census: 2000 Census Table Retrieval System CD-ROM*, Port Moresby, Census definitions.

¹⁹ Guthrie, G (2002). “Sampling”. In Guthrie, G (ed.) *Basic Research Techniques*, Port Moresby: NRI, pp.22-3. Explanation of the purpose of the survey was given to households, with an emphasis on the value of the consultation for dealing with L&J issues in the community. Respondents were reassured about the confidentiality of responses and their right to decline the interview or not to answer particular questions. To reduce the effect of absentees who were working or at school during the week, interviewing generally proceeded from Wednesday to Sunday.

Surveying in Arawa struck difficulties because a number of houses are occupied by villagers from neighbouring areas. Respondents, especially in the two older cohorts, were difficult to find because many spent the day in their village gardens or stayed weekends in their villages. This problem was partly overcome through some interviews undertaken at night and through flexibility in field days.

To reduce non-response and to increase the openness of responses, the interview teams (one adult male and one adult female) were instructed to interview people of their own gender. Interviewers were instructed to attempt to hold interviews in places where other family members could not hear them and to do so in the open for safety reasons. This was the regular pattern and was practical because most houses were surrounded by yards with shade trees and seats. Some interviews also occurred with interviewers seated in the yards of adjoining houses where vision was clear and direct. While interviews were conducted as discretely as possible, the physical situation meant they were open to influence, as discussed previously.

known assistants with the backing of recognised community leaders gave sufficient credibility to the survey that little resistance was encountered among community members.

Sampling Method

Sample design involved three perspectives: technical issues, logistics, and security for data collectors. All three issues were very straightforward compared to the Port Moresby survey. Pure random surveys, which from a methodological point of view are the most reliable option, were practical and feasible in these two small towns.

Selection was undertaken in two ways: 1) in Arawa, where the available map showed property boundaries, blocks of land were sampled; 2) in Buka, with properties or houses not shown on the available map, grid sampling was used.²⁰

Sample Reliability

In Arawa and Buka, the samples had high levels of statistical reliability on key demographic variables. Age means and standard deviations, gender, marital status, and education levels (in Arawa only) matched the 2000 Census, which are the only variables on which the Census has published data for the 15+ population. The Buka sample had low numbers of marrieds compared to the Census. Data interpretation has taken this into account.

Arawa contained 11 Census Units (the smallest areas in which data were collected in 2000) and Buka contained six.²¹ The reliability of sampling for each site was calculated by comparing the data from its Census Units to the survey sample results.²²

Age

The Arawa and Buka samples had very similar age means and standard deviations compared to the 2000 Census and they were not statistically different (for Arawa, $t=.24$, $df=306$, $p=.81$, standard error of the sample mean = 0.70; for Buka, $t=.99$, $df=289$, $p=.32$; standard error of the sample mean = 0.75).

²⁰ Each property or equal-sized block was allocated a code number using a random number generator. Once drawn, each selected location was visited to check that it contained residences. If not, a randomly selected house was substituted. The number of dwellings sampled in Arawa and Buka was derived by calculating the mean urban area household size in the 2000 Census (4.9 in Arawa, 5.2 in Buka) downsized to the proportion of the population aged 15+ (65.2%), resulting in an average target population per household of 3.2 in Arawa and 3.4 in Buka. Assuming a possible 40% non-response rate, the approximate number of interviews per dwelling was 1.9 in Arawa and 2.0 in Buka which, divided into the target of 304 in Arawa meant 160 households were drawn out of the 457 identified in the 2000 Census and data was collected at 156 on them. In Buka, 145 houses were drawn out of the 361 and interviews were completed at 119.

²¹ National Statistical Office (2002). *Papua New Guinea 2000 Census: 2000 Community Profile System CD-ROM*, Port Moresby.

²² This generated certain restrictions because the Census reported only limited data at Census Unit level and much of it was categorised differently from the survey. For example, the Census reported ages in 10 year cohorts (eg. 10-19) that did not match the cohorts used in the survey (eg. 15-25, chosen because the lower age limit gave comparability with international crime surveys).

Table C2. Site sample age means and standard deviations, age 15 plus	Census 2000	Samples 2004
Arawa	31.6+/-12.4	32.0 +/- 12.6
Buka	32.7+/-11.6	32.0 +/- 12.8

Gender

The age and gender proportions in Table C3 are for the combined urban populations because separate data were unavailable. These percentages were used for allocating age and gender quotas for the samples in each town.

Table C3. Bougainville urban adult population proportions by age and gender, 2000²³	15-24		25-34		35+		Total	
	N	%	N	%	N	%	N	%
Males	496	18.5	361	13.5	591	22.1	1448	54.1
Females	464	17.3	331	12.4	434	16.2	1229	45.9
Total	960	35.8	692	25.9	1025	38.3	2677	100.0

Table C4 shows the quotas and sample results for Arawa. Differences between the sample (observed frequency) and estimated derived from the Census (expected frequency) were not statistically significant ($X^2=.77$, $df=2$, $p=.70$), ie. the samples were statistically representative of the age and gender cohorts.

Table C4. Arawa sample quotas by age and gender	Males 15-24	Males 25-34	Males 35+	Females 15-24	Females 25-34	Females 35+	Total
Census 2000	56	41	67	53	38	49	304
Sample 2004	58	44	65	53	35	52	307

Table C5 shows the quotas and sample results for Buka. Differences between the sample and estimates derived from the Census were not statistically significant ($X^2=1.88$, $df=2$, $p=.50$), ie. the samples were statistically representative of the age and gender cohorts.

Table C5. Buka sample quotas by age and gender	Males 15-24	Males 25-34	Males 35+	Females 15-24	Females 25-34	Females 35+	Total
Census 2000	54	40	65	51	36	47	293
Sample 2004	52	36	65	58	32	47	290

²³ National Statistical Office (2002). *Papua New Guinea 2000 Census: 2000 Census Basic Tables Provincial Level National Capital District*, Port Moresby, pp.1-3.

Marital Status

Married people in Arawa were 52.2% of those aged 15+ in the 2000 Census (49.5% for males and 55.2% for females). The proportions in the site samples are shown in Table C6. The differences between the married and unmarried numbers in the sample and the Census were not statistically significant ($X^2=1.83$, $df=1$, $p=.20$).

Married people in Buka were 58.0% of those aged 15+ in the 2000 Census (58.0% for males and females). The differences between the married and unmarried numbers in the sample and the Census were statistically significant ($X^2=3.91$, $df=1$, $p=.05$), ie. the sample interviewed a lower proportion of married people.

Table C6. Interviews by marital status, age 15 plus	Census Married N	Census Married %	Sample Married N	Sample Married %
Arawa	1419	52.2	171	56.1
Buka	987	58.0	151	52.2

Education

The proportion of people in Arawa in the 2000 Census who had technical or university level educational qualifications was 16.4% of those aged 15+. The proportion in the sample is shown in Table C7. The differences between those who were tertiary educated and those with lesser education in the sample and the Census were not statistically significant ($X^2=1.41$, $df=1$, $p=.30$).

The proportion of people in Buka in the 2000 Census who had technical or university level educational qualifications was 26.0% of those aged 15+. The differences between those who were tertiary educated and those with lesser education in the sample and the Census were not statistically significant ($X^2=1.76$, $df=1$, $p=.20$).

Table C7. Interviews by tertiary education qualifications, age 15 plus	Census Tertiary Educated N	Census Tertiary Educated %	Sample Tertiary Educated N	Sample Tertiary Educated %
Arawa	232	16.4	58	18.9
Buka	327	26.0	85	27.4

Fieldwork, Quality Control and Safety

Fieldwork in Bougainville was NRI's responsibility. NRI visited Arawa and Buka prior to start-up, at start-up and in the concluding period. It generated advance contacts so that the research's role and its contribution to the collective good were understood by officials in Arawa and Buka, where outsider involvement remains a sensitive issue. The approval of the local authorities was important and their assistance in selecting field supervisors was sought.

Advisers at the UN Observer Mission in Bougainville and the AusAID Law & Justice Sector Program were also made aware of the survey.

Piloting of the questionnaire occurred in the 3rd week of August in NCD. NRI visited NSP in the 4th week of August to establish relations with government agencies, inspect field conditions and select field supervisors. Training of the Bougainville field supervisors occurred alongside the training and start up in NCD in the 2nd week of September to give them a stronger start to their less-supervised role in Bougainville. On return from their training in Port Moresby, the two field supervisors selected interviewers and each conducted four days of training in the 1st week of October, with assistance from the NRI Field Manager, immediately followed by the field work. Data collection was finished by 31 October 2004 in both Arawa and Buka.²⁴

The field supervisors contracted eight qualified and experienced data collectors in each town. Half of each group were men, half were women. All had previous data collection experience and all were fluent in English and Tok Pisin. Unlike NCD, no local field assistants were engaged because of the small locations and the familiarity of the interview teams with them.

Quality control on interviews was provided through a number of steps. Interviews were generally conducted in open sight. At the end of each day, interviewers were required to check their completed schedules for consistency, then to check their partner's. All schedules were further checked daily by the field supervisors for coding errors and inconsistency, and they also visited 10% of houses to verify with household members that interviews had been completed.

The safety of the data collectors was a prior concern. A Safety Management Plan used in NCD (reproduced in the NCD report) was used as guidance by the field supervisors in Arawa and Buka, but they and NRI reported that the interviewers did not feel that their safety was an issue in either place.

Data Analysis

Data security was maintained in the field by the field supervisors, who collected questionnaires daily and locked them up. The questionnaires were carried by NRI to Port Moresby for photocopying and couriered to Canberra for coding and statistical analysis, which was contracted out by Educo to Barbara Davis & Associates. It cross tabulated data and presented means using SPSS, and provided data files in SPSS and Microsoft Excel.²⁵ Because the samples were random and statistically acceptable, no weighting was undertaken.

Possible problems for data analysis were associated with household reporting because single or uniform respondents were not required from household to household. During data analysis household crime victimisation reports were aggregated at two levels to allow analysis by individual household (for example, to examine multiple crime more closely) and by town (to give overall crime statistics for long term analysis of trends):

²⁴ Six interviews a day per interviewer team of two was estimated to require 101 person days in Arawa and 98 person days in Buka on data collection during 13 working days in each place with 4 2-person teams. In the outcome 150 days of data collection were required in Buka and 168 in Arawa, where completion rates were slow because of absenteeism by villagers.

²⁵ CD-ROMs with these data are available free of charge to bona fide professionals and researchers through Educo Pty Ltd, 1 Throsby Place, Griffith, ACT 2603, Australia; email gerard@educoco.net.

1. Individual households. The victimisation figure is the mean of the number of any particular type of crime reported by individuals within that household for that household. The assumption is that averaging of multiple responses will be more reliable than a single report from one individual, where the accuracy of individual memory is more of an issue.
2. Towns. Means for the affected households were calculated by adding all crime reports and dividing by the number of individuals reporting them. Thus the data is reported in the form: "In Town A, B% of C households did not report that their household was a victim of Crime D. Of the remaining E households, the mean number of times that crime was reported was F per household". This allows identification of both the level of non-occurrence of crime and the frequency that it occurs in affected households, which provides more detail than averaging crime rates over affected and unaffected households.

Management and Timing

Designated roles were:

<i>Set objectives</i>	<i>AusAID</i>
<i>Contract NRI</i>	<i>Educo</i>
<i>Design instrument</i>	<i>JAG in consultation with peers, including NRI</i>
<i>Design survey</i>	<i>JAG</i>
<i>Fieldwork</i>	<i>NRI</i>
<i>Data Analysis</i>	<i>BDA oversights by JAG</i>
<i>Report Writing</i>	<i>JAG, NRI</i>
<i>Survey Quality Assurance</i>	<i>JAG</i>
<i>Peer Review</i>	<i>AusAID, ABS, AFP, AIC.</i>

Task	Responsibility	Completed
Finalise objectives	AusAID	10 June 2004
Design instrumentation with internal technical peer review	JAG, LJSP, NRI	30 July
GoPNG consultations on instrumentation	JAG, PNG agencies	5 August
1 st Australian peer review	AusAID, ABS, AFP, AIC	6 August
Draft survey design and contract	JAG, NRI	13 August
Translate questionnaire	NRI	15 August
Conduct 1 st questionnaire pilot in NCD	NRI	16-18 August
Preliminary visit to Arawa and Buka	NRI	30 August
Further Australian peer review	AusAID, AFP, AIC	27 August, 5 November, 25 November 2004, 15 March 2005
Revise questionnaire and survey design	JAG	3 September
Train field supervisors, undertake Bougainville sample design	NRI, JAG	8-15 September

Conduct 2 nd pilot in NCD	NRI, JAG	12-13 September
Training in Arawa and Buka	NRI	30 September- 7 October
Complete fieldwork	NRI	31 October
Preliminary data analysis	BDA, JAG	10 December 2004
Report writing	JAG, NRI	21 March 2005

APPENDIX D
QUESTIONNAIRE

PNG Victim and Community Survey on Crime and Community Policing - 2004

Respondent No. (coders to insert)	
Interviewer No.	
Location	
Household ID No.	
Date	

<i>For supervisor/office use only</i>	
Name of Supervisor:	Selected for call-back: <input type="checkbox"/> Yes <input type="checkbox"/> No
Call-back record number:	Date checked:

Introduction

(The interviewer can shorten this or simplify it if it is appropriate in any particular interview)

(To the person who attends you when you visit the household)

Hello. My name is..... I am from the National Research Institute. Can I speak to the senior man or woman (the head of the house) at home right now?

Hello. My name is..... I am working for the National Research Institute. We are conducting a national survey about attitudes to crime and to the police. We need peoples' views on crime and safety in your area to help the Government develop practical ways to combat crime. We have picked some houses to survey by drawing them from a hat. Is it OK to conduct an interview in your house? To get an overall view we want to speak separately to all persons in each house who are 15 years old or more. Here we would like to speak to..... (*describe person as per quota provided*) who lives here with you. Are they home? (*If not, ask for someone else who might be of another sex or age*).

(To the respondent)

Hello. I am..... from the National Research Institute. I would like to ask you a few questions about your views about crime and policing. The survey will take approximately 40 minutes. Your answers will be confidential and they will help develop practical ways to combat crime. This is a chance for your community to have a say in crime prevention planning. No-one outside the survey team will have access

to your personal information. Please answer as honestly and accurately as you can remember. If you are uncomfortable with any question then don't answer.

Time interview commenced:

★NOTES TO INTERVIEWERS: *Numbers for coding are in bold.*
Use the form that is in the same language (English or Tok Pisin) as the interview.

Section 1 – Screening Questions and Demographics of the Household

1.1 Do you or anyone in your house, work for the police, the courts or the prison service?

1 Yes **2** No *(If yes, politely discontinue the interview)*

1.2 Where is your home place?

1.3 How long have you lived in this house?

1.4 Do you (the household):

- 1** Own
 2 Rent
 3 Other

Specify other:

1.5 Does anyone in the household own a:

- 1** Car
 2 Truck
 3 Motor-bike
 4 Bicycle
 5 Boat, and/or
 6 None of the above

1.6 How many people usually live in your house? Adults (____) Children (____)

1.7 Is the house connected to electricity?

1 Yes **2** No

1.8 Do you have a telephone or mobile phone in the house?

1 Yes **2** No

1.9 *(Don't ask this or the following two questions if the answer is obvious to you)*

Is the house connected to a permanent water supply?

1 Yes **2** No

1.10 Do you have a toilet connected to the sewer?

1 Yes 2 No

1.11 Is this house?

1 Walled
 2 Fenced
 3 Unfenced

Section 2 – General Thinking/Beliefs about Crime

Interviewer to read out: I would like to ask you some questions about your opinion of crime in this area.

2.1 Do you think the level of crime in your area has changed in the past 12 months?

1 More
 2 Less
 3 Stayed the same, or
 4 Don't know (*If Stayed the same or Don't know, skip to 2.5*)

2.2 If it has changed, then why? (*Don't read out the alternatives*)

<input type="checkbox"/> 1	<input type="checkbox"/> 2	The police are doing a good/bad job
<input type="checkbox"/> 3	<input type="checkbox"/> 4	The courts are doing a good/bad job
<input type="checkbox"/> 5	<input type="checkbox"/> 6	The prisons are doing a good/bad job
<input type="checkbox"/> 7	<input type="checkbox"/> 8	The community is doing a good/bad job
<input type="checkbox"/> 9	<input type="checkbox"/> 10	The raskols are getting better/worse, and/or
<input type="checkbox"/> 11		Other (specify)_____

2.3 Do you think violent crime against people (killing, robbery, rape, assault – give examples) in your area has changed in the past 12 months?

1 More
 2 Less
 3 Stayed the same, or
 4 Don't know

2.4 Do you think property crime (house-breaking, stealing) in your area has changed in the past 12 months?

1 More
 2 Less
 3 Stayed the same, or
 4 Don't know

2.5 Do you think corruption in PNG is:

- 1 Increasing
- 2 Decreasing
- 3 Staying the same, or
- 4 Don't know

2.6 Have you had anything to do with the Ombudsman Commission?

- 1 Yes
- 2 No
- 3 Don't know of them (*If No, skip to 2.9; if Don't know, go on to next section*)

2.7 Were you satisfied with how they handled your matter?

- 1 Yes
- 2 No

2.8 Is the Ombudsman Commission doing a good job in detecting and prosecuting people who commit corruption?

- 1 Yes
- 2 No
- 3 Don't know of them

2.9 What crime happens most in your area? (*Read out the alternatives*)

- 1 Stealing
- 2 Assault
- 3 Robbery (stealing with violence)
- 4 Sexual assault
- 5 Violence outside the home
- 6 Domestic violence
- 7 Alcohol or drug related crime
- 8 Trespassing, or
- 9 Don't know

2.10 What one crime are you most afraid of happening to you and your family in your area?

- 1 Stealing
 - 2 Break and enter
 - 3 Assault
 - 4 Robbery (stealing with violence)
 - 5 Sexual assault (including rape)
 - 6 Violence outside the home (including murder)
 - 7 Domestic violence (including murder), or
-
-

8 Don't know

2.11 What does crime stop you from doing in your area? (*Don't read out the alternatives. Use them for coding the answers given*)

- 1 Using PMV
- 2 Walking to the shops
- 3 Walking to work/garden
- 4 Walking to fetch water (if appropriate)
- 5 Allowing your children to walk to school
- 6 Using open areas like parks or church
- 7 Walking around at night
- 8 Investing in this house or in a business
- 9 Nothing in particular, and/or (*there could be more than one response to this question*)
- 10 Other (specify):-----

2.12 Does dangerous driving or dangers on the roads in your area make you feel unsafe?

1 Yes 2 No

2.13 Do you think that crimes in your area are most likely to be committed by:

- 1 People who live in this place
- 2 Outsiders
- 3 Both
- 4 Don't know

2.14 Do you think it is more effective that people who steal are:

- 1 Sent to prison, or
- 2 Given a punishment that does not involve going to prison (eg. community work, paying compensation)?

Section 3 – Experience of Crime

Interviewer to read out: Now I will ask you about your personal experiences of crime over the past 12 months. I am going to read out a list of crimes that might have affected you or someone else in your house. I would like you to tell me whether you or a house member has been a victim of any of these crimes. If this has been more than once for each crime in the past year please tell me that too. (Put down the number of crime instances in the past 12 months and whether it was the respondent that was the victim or another household member).

3.1 Car, truck or bike stolen:

0 Not victim _____

<input type="checkbox"/> 1	Individual	Number of times:	<input type="text"/>
<input type="checkbox"/> 2	Household	Number of times:	<input type="text"/>

3.2 Stealing your property from you:

<input type="checkbox"/> 0	Not victim		
<input type="checkbox"/> 1	Individual	Number of times:	<input type="text"/>
<input type="checkbox"/> 2	Household	Number of times:	<input type="text"/>

3.3 Stealing your property from you with some force or threat:

<input type="checkbox"/> 0	Not victim		
<input type="checkbox"/> 1	Individual	Number of times:	<input type="text"/>
<input type="checkbox"/> 2	Household	Number of times:	<input type="text"/>

3.4 Assault:

<input type="checkbox"/> 0	Not victim		
<input type="checkbox"/> 1	Individual	Number of times:	<input type="text"/>
<input type="checkbox"/> 2	Household	Number of times:	<input type="text"/>

3.5 Unprovoked violence (eg. an attack by a stranger)

<input type="checkbox"/> 0	Not victim		
<input type="checkbox"/> 1	Individual	Number of times:	<input type="text"/>
<input type="checkbox"/> 2	Household	Number of times:	<input type="text"/>

(In the home? Outside the home?)

3.6 Provoked violence (eg. pay back):

<input type="checkbox"/> 0	Not victim		
<input type="checkbox"/> 1	Individual	Number of times:	<input type="text"/>
<input type="checkbox"/> 2	Household	Number of times:	<input type="text"/>

3.7 Sexual assault: (in the home? outside the home?):

<input type="checkbox"/> 0	Not victim		
<input type="checkbox"/> 1	Individual	Number of times:	<input type="text"/>
<input type="checkbox"/> 2	Household	Number of times:	<input type="text"/>

3.8 Using a firearm against you or your household:

<input type="checkbox"/> 0	Not victim		
<input type="checkbox"/> 1	Individual	Number of times:	<input type="text"/>
<input type="checkbox"/> 2	Household	Number of times:	<input type="text"/>

3.9 Killing (household member):

<input type="checkbox"/> 0	Not victim		<input type="text"/>
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2 Household Number of times:

3.10 Destruction or damage to your property (household):

0 Not victim

2 Household Number of times:

3.11 Breaking into your house and stealing (household):

0 Not victim

2 Household Number of times:

3.12 Other (Specify) _____:

0 Not victim

1 Individual Number of times:

2 Household Number of times:

If the respondent or household member has been the victim of any particular crime, then move on to Section 4. If not, continue at Section 5.

Section 4 – Experience of Nominated Offences

Interviewer to read out: Now I will ask you some questions regarding the crimes where you or a member of your house was a victim in the past 12 months. Concentrate on the crime that you or your household found most troubling. I know it might be difficult to talk about this, but do your best. Don't worry about telling me these things.

(Interviewer: Check for consistency with Section 3).

4.1 What was the crime? _____

4.2 Why do you consider this crime to be the most troubling? _____

4.3 Did it involve you personally as the victim?

1 Yes 2 No

4.4 Where did it happen? (***Don't read out alternatives***)

1 Home

2 Street

3 Shops

4 Work-place

5 Another private space

6 A community space (meeting, school), or

7 Other place (specify) _____

4.5 Were you (house member) on your own?

.....

.....

1 Yes 2 No

4.6 When did it happen?

1 Morning

2 Afternoon

3 Night

4.7 Did it happen:

1 During the week

2 Saturday

3 Sunday

4.8 Was there more than one offender?

1 Yes 2 No

4.9 Was the offender known to you?

1 Yes 2 No. If yes, was he/she/they a:

3 Spouse

4 Relative

5 Friend

6 Neighbor

7 Wantok

8 Gang, and/or

9 Someone you had only seen before?

4.10 Were any weapons used in the crime?

1 Yes 2 No

4.11 Was anyone hurt?

1 Yes 2 No (*If no, skip to 4.13*)

4.12 If someone was hurt, do you know any reason for the violence?

1 Yes 2 No. If yes, was it an:

3 Ethnic dispute

4 Land dispute

5 Domestic dispute

6 Compensation dispute

7 Alcohol, or

8 Other (specify) _____

4.13 Did you report the incident to the police?

1 Yes 2 No

4.14 Why? (specify) _____

_____ (*If no to 4.13, skip to question 4.21*)

4.15 If you did report, were you satisfied with the police response?

1 Yes 2 No

4.16 Why? (specify) _____

4.17 Was an arrest made in this case?

1 Yes

2 No

3 Don't know (*If no, skip to question 4.21*)

4.18 Did you have to attend court?

1 Yes

2 No, or

3 Case on-going (*If no, go to 4.21*)

4.19 How long did it take before the case came to court?

1 Up to 1 month

2 Between 1 and 6 months

3 6 to 12 months

4 More than 1 year

5 More than 2 years, or

6 Still waiting

4.20 Were you satisfied with the way the authorities (police/prosecutor/public solicitor/judge) handled the case?

1 Yes 2 No

4.21 Did you report the crime to anyone else (other than the police)?

1 Yes 2 No. If yes, who? (*Don't read out the alternatives*)

3 Traditional authority

4 Relative

5 Local gang

6 Doctor, and/or

7 Other community group or leader (specify) _____

4.22 (*Interviewer to ask depending on the crime nominated*) If your property was taken, was it ever recovered?

1 Yes 2 No

4.23 After the crime was committed against you what was the most important thing for you as the victim? (*Don't read out the alternatives*)

- 1 Getting your life back to normal
 2 Recovering what you lost
 3 That the criminal suffer for the crime
 4 Avoid being victimised again
 5 That the criminals be taken off the street
 6 That the criminal pay for the loss or damage, and/or
 7 Nothing

4.24 As a result of this crime or your treatment by the authorities did you make a claim for compensation?

1 Yes 2 No

4.25 If yes, specify _____

4.26 Have you changed your behaviour as a result of this crime you or your house experienced?

1 Yes 2 No (*If no, skip to Part 5*)

4.27 If yes, in what way? _____

4.28 Do these measures make you feel safer?

1 Yes 2 No

All respondents continue the questionnaire from here.

Section 5 – Individual and Community Response to Crime

Interviewer to read out: Next I would like to ask some questions about what you believe people in your area, the police and the government can do to bring down the level of crime in your area.

5.1 Do you feel safe and secure from crime in your area?

1 Yes 2 No 3 Sometimes

.....

5.2 What one thing could you and your household do better to make yourself and your home safer from crime? (*Don't read out alternatives*)

- 1 Help the police
- 2 Make your house more secure
- 3 Participate more in crime prevention activities in your community (like the peace and good order committees)
- 4 Avoid some places at certain times of the day or night
- 5 Carry weapons
- 6 Praying for help from God, and/or
- 7 Others (specify) _____

5.3 Is there an organization or group in your area (other than the police) that provides protection against crime in your community?

- 1 Yes 2 No (*If yes, then the next 5 questions. If no, skip to 5.9*)

5.4 Can you describe it? _____

5.5 Do you or your house participate in this group?

- 1 Yes 2 No

5.6 Does this group do community patrols?

- 1 Yes 2 No

5.7 Does this group catch offenders?

- 1 Yes 2 No

5.8 If yes, what do they do with them? (specify) _____

5.9 If you could tell the government what one thing to do to make your area safer from crime would it be for? (*Don't read out alternatives*)

- 1 More police
- 2 Harsher penalties from the courts
- 3 Crack down on gangs
- 4 Fight corruption, and/or
- 5 Better living conditions (*more than one response possible here*)
- 6 More jobs
- 7 Youth activities

5.10 If you could tell your community leaders what one thing to work on to make your area safer from crime would it be? (*Don't read out alternatives*) to:

- 1 Cooperate better with the police
- _____
- _____

- 2 See that people caught committing crime are punished
- 3 Develop more activities for young people
- 4 Regulate people coming in from outside your area
- 5 Better living conditions, and (*more than one response possible here*)
- 6 Other (specify)_____

5.11 How big do you feel the crime problem is in PNG?

- 1 Very large
- 2 Large
- 3 Average
- 4 Not large, or
- 5 Don't know

Section 6 – Police – General

Interviewer to read out: Next I will ask you some general questions concerning what you know about the police.

6.1 Do you know where is the nearest police station where you could go for help or to make a complaint?

- 1 Yes 2 No

6.2 Have you been to this police station in the past 12 months?

- 1 Yes 2 No

6.3 Have you ever had official contact with the police other than visiting the police station?

- 1 Yes 2 No (*If no to either this or the previous question, skip to question 6.6*)

6.4 If so, was this as a victim of crime?

- 1 Yes 2 No

6.5 Did this contact with the police, or your visit to the police station improve your opinion of the police?

- 1 Yes 2 No

6.6 Do you think the police in your area are doing a good job?

- 1 Yes
- 2 No
- 3 Sometimes
- 4 Don't know

6.7 If yes to 6.6, is it because: *(Don't read out the alternatives)*

- 1 They treat the community with respect
- 2 They are fair in their dealings with the community
- 3 They are responsive to crime in your area
- 4 They do things to maintain the safety of the community, and/or
- 5 Other (specify) _____

(there can be multiple responses to this question)

6.8 If no to 6.6, is it because: *(Don't read out the alternatives)*

- 1 They do not treat the community with respect
- 2 They are not fair in their dealings with the community
- 3 They are not responsive to crime in your area
- 4 They don't do enough to maintain safety in your community, and/or
- 5 Other (specify) _____

(there can be multiple responses to this question)

6.9 Can you tell the difference between the regular police and the auxiliary police?

- 1 Yes 2 No

6.10 *{ FOR BOUGAINVILLE ONLY* – Can you tell the difference between police from Bougainville and others from the rest of PNG?:

- 1 Yes 2 No }

6.11 If so, which do you prefer?

- 1 Regular police
- 2 Auxiliary police
- 3 Neither

6.12 Can you give me any examples of community-based policing in your area?

- 1 Yes
- 2 No
- 3 Don't know

(specify where appropriate) _____

6.13 Some police are heavily armed and travel as mobile squads. If you know of these police, do they make you feel:

- 1 Safer
- 2 Less safe, or
- 3 Don't know

Section 7 – Police Accessibility and Service Delivery

Interviewer to read out: *Still thinking about the police, I would like to ask you some questions about access to the police and the service they provide.*

7.1 Have you had to call the police to your home in the last 12 months to respond to a crime?

- 1 Yes 2 No

7.2 How long do you think it takes for police to respond to such calls and be at the scene?

(Don't read out alternatives)

- 1 0-20 mins
 2 25 mins-1 hour
 3 Over 1 hour
 4 After 2 hours, or
 5 They do not come at all

7.3 Do you think they come as quickly as possible?

- 1 Yes
 2 No
 3 Don't know

7.4 What do you think are the most important things the police can do in your community for crime prevention/community safety? **(Don't read out alternatives)**

- 1 Walk around in groups
 2 Drive around
 3 Talk with people
 4 Just be around
 5 Caution young people
 6 Attend meetings
 7 All of these, and/or
 8 They do nothing important in this regard **(there can be more than one response to this question)**

7.5 Do you think that having the police around your community would stop some people from committing crime?

- 1 Yes
 2 No
 3 Don't know

7.6 Do you think that the police around your community provide a good example, particularly to younger people?

- | | |
|---|------------|
| 1 | Yes |
| 2 | No |
| 3 | Sometimes |
| 4 | Don't know |

Section 8 – Police – Community Participation

8.1 In what ways could members of your community better assist the police? (*Don't read out alternatives*)

- | | |
|---|---|
| 1 | Participate in peace and good order (crime prevention) committees |
| 2 | Provide more information to the police |
| 3 | Call the police when they see criminal activity |
| 4 | Co-operate with the police |
| 5 | Be more respectful, and/or |
| 6 | Other (specify)_____ |

8.2 Generally are people in your community willing to give information about crime to the police?

- | | |
|---|------------|
| 1 | Yes |
| 2 | No |
| 3 | Sometimes |
| 4 | Don't know |

8.3 Why? _____

8.4 If you are a victim to a crime in the future, would you report it to the police?

- | | |
|---|------------|
| 1 | Yes |
| 2 | No |
| 3 | Don't know |

8.5 Why? _____

8.6 Who do you think should have most responsibility for crime prevention/community safety?

- | | |
|---|-----------------|
| 1 | The police |
| 2 | The community |
| 3 | Individuals, or |

4 Don't know

Section 9 – Personal Demographics

Interviewer to note where possible:

9.1 Gender:

1 Male 2 Female

9.2 What is your age? _____ years, would not disclose (*Interviewer to check household list or estimate*).

9.3 Marital status:

- 1 Married/living together
- 2 Separated/divorced
- 3 Widowed
- 4 Never married

9.4 Highest level of education completed:

- 1 Never went to school
- 2 Primary (grade 6)
- 3 Secondary (grade 10)
- 4 Secondary (grade 12)
- 5 Technical/vocational
- 6 University/college

9.5 What best describes your main occupational activity? (*Probe – what kind of work do you do most of the time?*)

- 1 Student
- 2 Home duties
- 3 Retired
- 4 Unemployed
- 5 Casual work
- 6 Self employed
- 7 Farmer/fishing
- 8 Full time (formal)
- 9 Government employee
- 10 Full time (informal)

This ends the interview. Thank you very much for your cooperation.

<i>Time interview concluded:</i>	
<i>Interviewer's initials:</i>	
