
C Justice preface

Justice services are concerned with ensuring a safe society by enhancing public order and security and upholding the rule of law. This involves crime prevention, detection and investigation, judicial processes and dispute resolution, prisoner and offender management, and rehabilitation services.

The focus of this Report is on the justice services of police, court administration and adult corrective services. The Report covers:

- the operations of the police agencies of each State and Territory government and the ACT community policing function performed by the Australian Federal Police;
- the court administration of the State and Territory supreme courts, district/county courts, magistrates' (including electronic and children's) courts, coroners' courts and probate registries, as well as the court administration of the Federal Court of Australia, the Federal Magistrates Service, the Family Court of Australia and the Family Court of Western Australia; and
- the operations of corrective services within each State and Territory, including prison custody (and periodic detention) and a range of community correctional orders and programs for adult prisoners and offenders. Both public and privately operated facilities are included.

While the Report covers an extensive range of justice service activities within police, court administration and corrective services, it does not cover everything that occurs within the justice system. Some of the government services not included in this Report also contribute to civil and criminal justice outcomes, for example:

- legal aid services, which provide access to both criminal and civil aspects of the justice system;
- alternative dispute resolution services, such as conciliation and mediation;
- offices of fair trading or consumer affairs, which operate to minimise the incidence of unlawful trade practices;
- crimes compensation services and victim support services, which assist victims' recovery from crime;

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- prosecution services, which bring actions on behalf of the community in criminal actions; and
 - various social services and community organisations which help prisoners released from prison re-integrate into society, support families of prisoners during their incarceration, and assist people who have contact with the criminal justice system.

In addition, some smaller elements of justice services are excluded from this Report. The police services chapter, for example, does not cover the National Crime Authority or the federal functions of the Australian Federal Police. The courts administration chapter does not cover the operations of tribunals and registries (except for probate and court registries), nor does it report on judicial outcomes. The corrective services chapter does not cover juvenile corrective services (information on juvenile justice can be found in the ‘Community services preface’).

Profile of the justice system

Real recurrent expenditure, less revenue from own sources

Total recurrent expenditure, less revenue from own sources, for the parts of the justice system covered in this Report, was nearly \$7.0 billion in 2001-02 (table C.1). This represents approximately 10 per cent of all recurrent expenditure on services covered in the Report.

Police services accounted for approximately \$4.6 billion in 2001-02, corrective services for around \$1.6 billion and criminal courts administration for \$412 million. Expenditure on civil justice (including the Federal Court, Federal Magistrates Service and family courts) was approximately \$375 million (table C.1).

Recurrent expenditure, less revenue from own sources, between 1997-98 and 2001-02 grew fastest in real terms for corrective services (at an annual average of 7.9 per cent). Recurrent expenditure, less revenue from own sources, decreased for civil courts administration (at an annual average of 3.6 per cent) (table C.1).

Improvements in counting rules and collection scope for each service area over this period means that care needs to be taken in interpreting the rate of change of expenditure.

Table C.1 Real recurrent expenditure (less revenue from own sources) on justice by all Australian governments (2001-02 dollars)^{a, b, c}

	1997-98	1998-99	1999-2000	2000-01 ^f	2001-02 ^{f, g}	Annual average growth ^{f, g}
	\$m	\$m	\$m	\$m	\$m	%
Police services	3927	4289	4521	4496	4610	4.1
Court admin. – criminal ^d	409	439	440	450	412	0.2
Court admin. – civil ^e	436	476	493	358	375	-3.6
Corrective services	1171	1289	1446	1498	1587	7.9
Total justice system	5943	6493	6899	6802	6984	4.1
	%	%	%	%	%	
Police services	66.1	66.1	65.5	66.1	66.0	..
Court admin. – criminal	6.9	6.8	6.4	6.6	5.9	..
Court admin. – civil	7.3	7.3	7.1	5.3	5.4	..
Corrective services	19.7	19.9	21.0	22.0	22.7	..
Total justice system	100.0	100.0	100.0	100.0	100.0	..

^a Totals may not sum as a result of rounding. ^b For police and courts, defined as recurrent expenditure plus depreciation less revenue from own sources (excludes capital expenditure and estimates of the user cost of capital). For corrective services, total net expenditure includes recurrent expenditure (net of recurrent receipts), the cost of transport and escort services, and capital costs comprising depreciation on government owned facilities, debt service fees for privately owned facilities, capital asset charges, and other associated capital expenses, but excludes the user cost of capital. ^c Payroll tax has been included for all jurisdictions except WA and the ACT (where government operations are not subject to payroll tax). ^d Includes the cost of magistrates' (including electronic and children's), district/county, supreme and coroners' courts. ^e Includes magistrates' (including children's), district/county and supreme courts, Family Court, Federal Court of Australia and Family Court of WA. The Federal Magistrates Service has been included for the first time in 2001-02. The data exclude the cost of probate hearings for all years. ^f Court administration expenditure less income has been used instead of in-house revenue in 2000-01 and 2001-02. This has led to a much larger amount of revenue from own sources, particularly for the civil courts for these two years. Care needs to be taken in comparing the rates of growth of court expenditure prior to these years. ^g The data for court administration (criminal) include a large amount of income from electronic courts not previously reported. .. Not applicable.

Source: Commonwealth, State and Territory governments (unpublished).

Recurrent expenditure, less revenue from own sources, per person

A number of factors contribute to the marked differences in expenditure across jurisdictions. These include factors beyond the control of jurisdictions (such as geographic dispersion, economies of scale and socioeconomic factors), as well as differences in justice policies and/or the scope of services that are delivered by justice agencies. For example, police agencies in some jurisdictions provide event management and emergency response services, while others do not.

Expenditure per person on civil and criminal justice in 2001-02 was highest in the NT (\$854) and lowest in Victoria (\$296) (table C.2).

Expenditure per person was highest for police services in the NT (\$541) and lowest in Victoria (\$225). In criminal courts administration, the highest expenditure per person was in the NT (\$66) and the lowest was in Victoria (\$13) (table C.2).

In civil court administration, the highest expenditure per person was in the NT (\$43) and the lowest was in Victoria and Tasmania (\$6). The NT also had the highest expenditure per person on corrective services (\$205) and Victoria had the lowest (\$52) (table C.2).

Table C.2 Recurrent expenditure (less revenue from own sources) on justice, per person, 2001-02^{a, b, c, d}

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
	\$	\$	\$	\$	\$	\$	\$	\$	\$
Police services ^e	233	225	226	260	238	232	227	541	240
Court admin.– criminal	24	13	19	26	23	19	24	66	21
Court admin.– civil ^{f, g, h}	9	6	7	21	15	6	16	43	19
Corrective services	88	52	92	105	71	74	68	205	81
Total justice systemⁱ	353	296	344	411	348	331	335	854	361
	%	%	%	%	%	%	%	%	%
Police services	65.8	75.9	65.6	63.1	68.6	70.1	67.6	63.3	66.6
Court admin. – criminal	6.8	4.4	5.6	6.3	6.7	5.9	7.2	7.7	5.8
Court admin. – civil ^g	2.5	2.2	2.1	5.1	4.3	1.8	4.8	5.0	5.3
Corrective services	24.9	17.6	26.7	25.4	20.4	22.2	20.4	24.0	22.4
Total justice system	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

^a For police and courts, defined as recurrent expenditure plus depreciation less revenue from own sources (excludes capital expenditure and estimates of the user cost of capital). For corrective services, total net expenditure includes recurrent expenditure (net of recurrent receipts), the cost of transport and escort services, and capital costs comprising depreciation on government owned facilities, debt service fees for privately-owned facilities, capital asset charges, and other associated capital expenses, but excludes the user cost of capital. ^b Payroll tax has been included for all jurisdictions except WA and the ACT (where government operations are not subject to payroll tax). ^c Totals may not sum as a result of rounding. ^d For corrective services and court administration the population is estimated at 30 June 2002. ^e For police services the population is estimated at 31 December 2001. ^f Australian total includes Commonwealth expenditure on the Family Court of Australia, the Federal Court, and the Federal Magistrates Service which are not attributed to jurisdiction expenditure. The civil expenditure on these Commonwealth courts are \$9 per person (based on the Australian population). ^g WA civil data are not comparable with other jurisdictions, as the WA civil data include the cost of the Family Court of WA. If this cost was removed then the cost per person becomes \$16 within WA. ^h Excludes cost of probate hearings. ⁱ Due to the use of two different population bases, the total justice system expenditure per person should be viewed as an approximation.

Source: Commonwealth, State and Territory governments (unpublished); ABSa; ABSb.

Policy developments in the criminal justice system

The provision of services is continually evolving. Recent policy initiatives within the areas of courts, police and corrective services are outlined in chapters 5, 6 and 7 respectively. In addition to these developments, there are also a number of initiatives occurring across police, courts and corrective services that have implications for the system as a whole. These are outlined as follows.

Crime prevention

Crime prevention initiatives can have a positive effect on policing, courts and corrective services in a number of ways. All jurisdictions have endeavoured, where practical, to develop mechanisms aimed at enhancing crime prevention. A common theme has been the involvement of police in the community. Some of the initiatives undertaken by jurisdictions are outlined below.

The NSW Premier's Council on Crime Prevention was established in 1995 to take proactive steps to prevent crime and the preconditions that foster it. This body was recently reconstituted as the NSW Crime Prevention Council. The Crime Prevention Division of the Attorney-General's Department provides advice on crime prevention policy and programs, and assists local government and non-government agencies to address crime prevention issues. Crime prevention programs and initiatives are broad-based whole-of-government approaches, involving non-government organisations and the general community working in close partnership with local councils. Programs offered include: Safer Community Development; Families First; Schools as Community Centres; Beat Graffiti; Drug Diversion; Violence Against Women; and Police Accountability Community Teams. The NSW approach to crime prevention is based on the understanding that strong and effective law enforcement combined with firm but fair penalties for breaking the law need to be supported by policies and programs that work to prevent people becoming involved in crime in the first place.

The Victorian Government agency, Crime Prevention Victoria, develops effective strategies for reducing crime and violence, particularly through its *Safer Streets and Homes Strategy 2002–2005*. As well, Victoria Police is actively involved in a number of community safety and crime prevention strategies targeted at different sections of the community, including women, young people, and older Victorians; and the establishment of multicultural liaison units.

Forty-four programs across 13 government agencies target the reduction of crime under the *Queensland Crime Prevention Strategy—Building Safer Communities*. This whole-of-government strategy incorporates a range of situational, criminal

justice, developmental and community approaches, which combined, provide an internationally recognised comprehensive means to address the causes of crime.

In 2001-02, the Queensland Government continued and enhanced a large number of these programs and established new initiatives in demonstrated areas of need. To address at-risk young people, the Government trialled a motor vehicle program and arson program for offending juveniles, expanded the juvenile Fight Fire Fascination program, implemented a Youth and Family Support Service and will further extend the Youth Justice Service initiative and community conferencing. Older Queenslanders were assisted through an expansion to the Home Assist/Home Secure program which helps people over 60 years of age improve the security in their homes. *Meeting Challenges, Making Choices*, the Government's response to the Cape York Justice Study, was published identifying a range of reforms to address alcohol and violence issues afflicting Indigenous communities in Queensland. Work continues to be done in the area of drug-related projects aimed at breaking the cycle of drug addiction and crime, such as expansion of the Drug Court system. Innovative projects were trialled, such as the expansion of Neighbourhood Watch projects to incorporate general community safety, crime and emergencies and a number of demonstration crime prevention projects were undertaken in identified areas of need. New initiatives were also established, including a graffiti management program to fund community efforts to prevent graffiti and a *Strategic Framework for Community Crime Prevention* which established a number of regional resource officer positions to coordinate local Building Safer Community Action Teams that provide local solutions to local crime problems.

The WA Government's strategic direction statement, *Making Our Community Safer*, outlines the Government's policy commitments to crime prevention. The focus is on the development of a whole-of-government crime prevention strategy, which requires closer partnerships between agencies, local governments and communities. A key element of the strategy is the establishment of an Office of Crime Prevention directly responsible to the Premier.

Under the SA Crime Prevention Strategy, community based-programs and crime prevention build on partnerships between government agencies, community organisations, businesses and all South Australians. South Australia Police (SAPOL) places great importance on crime reduction in all South Australian communities, working with local communities to identify particular needs and coordinate State-wide crime reduction/prevention and community-based policing programs. Crime management is an integral part of SAPOL's Crime Reduction Strategy, using problem-solving techniques such as enhanced intelligence systems and the targeting of persistent offenders to reduce crime.

The Tasmanian Government is working with local government to develop partnerships with a community safety focus. The whole-of-government/community based *Crime Prevention and Community Safety Council* is sponsoring a range of crime prevention initiatives. As well, in keeping with a goal of ‘having a community where people feel safe and are safe in all aspects of their lives’, whole-of-government programs will be developed with five-year targets for a range of performance indicators.

The ACT has had a particular focus on prevention of property crime. Initiatives have included public education about how best to protect property and a law enforcement and corrections focus on recidivists and people at high risk of offending. A whole-of-government focus has been placed on targeting high-risk children and families with the introduction of early intervention programs, particularly in the corrections, education, family services and health portfolios.

The NT Government has established an Office of Crime Prevention in the newly formed Department of Justice. The Office will develop and coordinate the implementation of a whole-of-government crime prevention strategy with wide community involvement, evaluate the success or failures of crime prevention strategies, provide policy advice about crime reduction initiatives, and independently collect, analyse and publish crime statistics.

Alternative sentencing mechanisms

While there has been a sustained growth in prisoner populations over recent years, jurisdictions have also considered and, in some cases, implemented various alternative sentencing mechanisms. This stems from both the rise in prisoner populations and the development of alternative methods to ensure integration back into the community and to limit the prospect of re-offending. It is likely that alternative sentencing options, such as intensive supervision orders, home detention and electronic surveillance will continue to be considered in the future as more sophisticated technology becomes available. The following outlines some of the alternative sentencing mechanisms being implemented or considered by jurisdictions.

New South Wales has developed a model to conduct a ‘trial of circle sentencing’, in order to improve the effectiveness of sentencing for Indigenous people and their communities. The initiation of a series of community forums helped to improve recognition of Indigenous customary law. As well, NSW and the ACT are the only jurisdictions that operate periodic detention programs (an order of confinement requiring that a person be held in a prison or periodic detention facility for two consecutive days within a one-week period).

The WA Government is committed to the notion that reducing re-offending is more effectively carried out in the community, reserving imprisonment for those from whom the community requires most protection. To support this, the Government is developing a range of legislative reforms including proscription on sentences of six months and less, providing a full range of sentencing options for traffic offences, and providing courts with the capacity to impose conditions on suspended imprisonment.

South Australia's Police Drug Diversion Initiative implemented in 2001, diverts some offenders away from the justice system into the health environment, in conjunction with the Pilot Drug Court where illicit drug users gain access to education and treatment/rehabilitation programs before sentencing. SAPOL also currently administers a number of diversionary juvenile justice programs that contain an educative component aimed at reducing offending.

A major review of sentencing in Victoria was completed during 2001-02, which will lead to further refinement of the sentencing options available in that jurisdiction.

Framework of the criminal justice system

The criminal justice system is broad and complex and has many interrelated objectives. An overarching aim is to ensure community access to a fair system of justice that protects the rights of individuals and is responsive to community needs (box C.1).

Box C.1 Objectives of the criminal justice system

The objectives of the criminal justice system are to provide protection for the rights and freedoms of all people through:

- the operation of police services that enhance community safety by preventing, detecting and investigating crime;
- the administration of criminal justice that determines guilt and applies appropriate, consistent and fair sanctions to those people who have offended; and
- the provision of a safe, secure and humane adult correctional system that incorporates the elements of safe custody, rehabilitation, and restorative justice to the community.

These objectives are pursued in a manner that is accessible, equitable, timely and efficient.

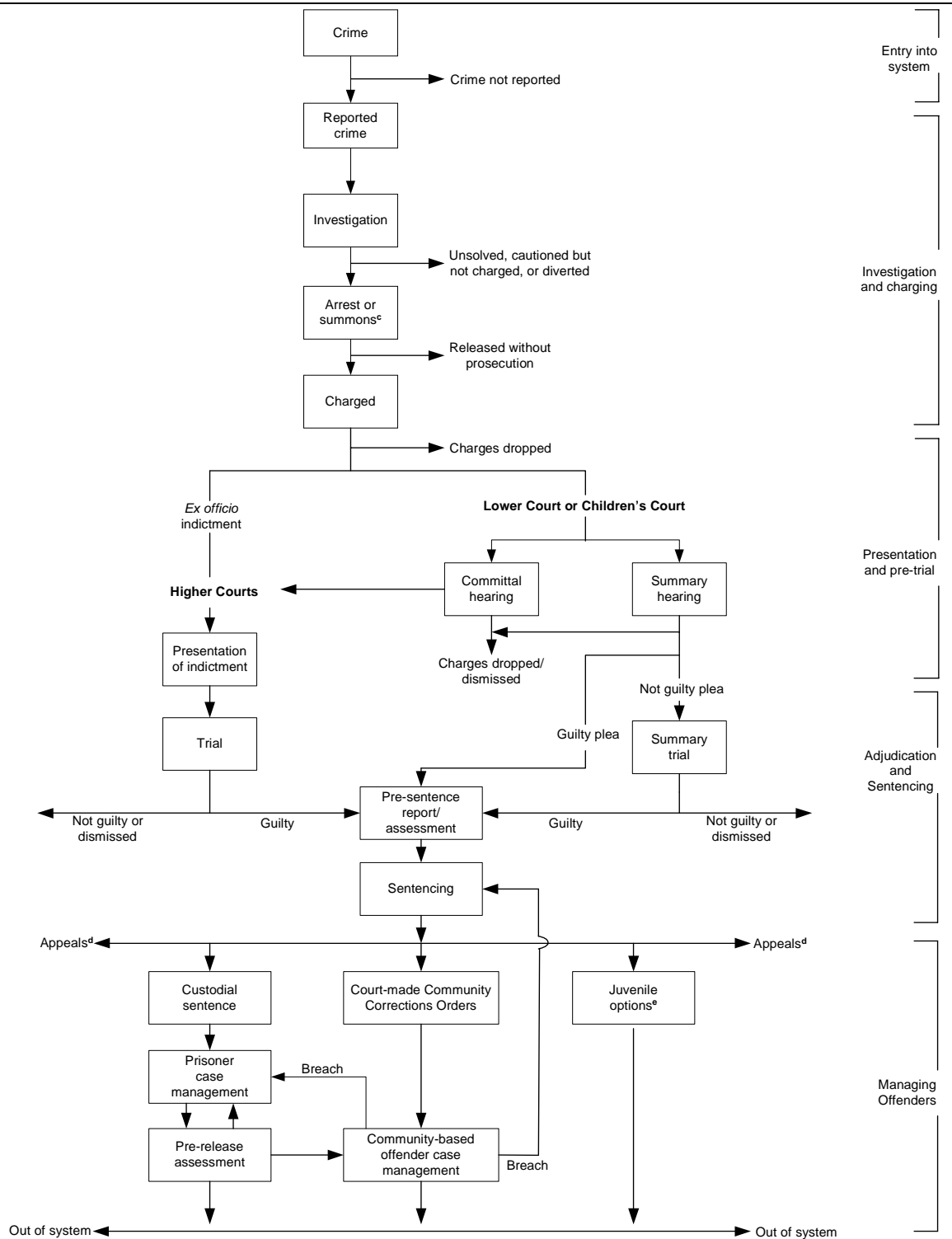
A model of the criminal justice system

The performance of the criminal justice system is measured against the objectives of effectiveness (the ability of agencies to meet the outcomes of access, equity and timeliness) and efficiency (the measurement of how well inputs are used to deliver a range of outputs). Within the criminal justice system, the various elements of policing, courts and corrective services interact with each other. Examples of this are:

- the police service's direct influence on the judicial system through policing strategies such as police cautions and other diversionary strategies;
- the judicial system's direct influence on the correctional system through changes in sentencing practices; and
- the correctional system's direct influence on the police service through offences committed inside prison and input to the judicial system by advisory services provided to courts.

Figure C.1 illustrates the possible stages involved in the processing of cases as they move through the criminal justice system, and shows some of the links between police, courts and corrective services. This depiction is broadly indicative and for purposes of brevity and clarity does not seek to capture all the complexities of the criminal justice system or variations between jurisdictions.

Figure C.1 Flows through the criminal justice system^{a, b}



^a Does not account for all variations across jurisdictions. ^b The flow diagram is indicative and does not seek to include all the complexities of the justice system. ^c Includes voluntary agreement to attend court in some jurisdictions. ^d Appeals are referred to higher courts. Lower court sentencing is upheld for unsuccessful appeals. ^e Juvenile justice is covered in the 'Community services preface'.

Source: Adapted from Criminal Justice Commission (1991).

Key results of the criminal justice system

The following discussion links into the stated policy objectives of the criminal justice system (box C.1), while accounting for the process by which the criminal justice system operates (figure C.1). The discussion illustrates the set of performance indicators used in this Report. It also identifies other areas that are not covered in this analysis, but which may also be relevant in providing a more complete picture of the operations of, and service delivery options available to, police, courts and corrective services agencies.

Crime prevention and detection

Effectiveness

The Report includes measures of community perceptions of safety and rates of reported crime and victimisation. Measures of public perceptions of safety indicate the success of the system in ensuring the public feels safe both personally and in regard to their property. Public perceptions of safety are reported in detail in chapter 5 and include measures of perceptions of safety in the home, in public places and on public transport.

An indicator of the success of crime prevention and law enforcement is the recorded rate of crime. Given that a number of factors can influence recorded rates of crime, including the general willingness of the public to report crimes to police, additional information is also provided. A survey of the community's experience with crime, such as the Australian Bureau of Statistics' (ABS) Crime and Safety Survey, helps to clarify the relationship between reported and unreported crimes. Recorded rates of crime and information from crime victimisation surveys are reported in chapter 5.

Efficiency

The cost per person of the service delivery area 'community safety and support' is used for the efficiency of delivering these services. This is contained in chapter 5.

Crime investigation

Effectiveness

Information on the outcomes of criminal investigations indicates the success of the police in responding to criminal incidents. Chapter 5 reports on outcomes of

investigations. The data include the total number of investigations for a range of crimes, the investigations finalised as a proportion of total investigations, and the investigations in which the offending person was proceeded against as a proportion of investigations that were finalised.

While chapter 5 identifies the investigations in which the offending person was proceeded against as a proportion of investigations that were finalised, what may also be relevant are data on the proportion of investigations that resulted in the offending person being cautioned or diverted from the criminal justice system, as well as the proportion of investigations that are not resolved.

Efficiency

The efficiency measure of crime investigation is the cost per person of delivery of the service to the community. This is contained in chapter 5.

Presentation and pre-trial

Effectiveness

Measures relating to the proportion of lower court cases resulting in a guilty plea indicate the effectiveness of work undertaken by police and prosecuting services. Chapter 5 provides data for police in this area. Data on the timeliness of hearings provide important information on the ability of the justice system to meet community demands for accused persons to be dealt with in a timely manner, and also on the courts' ability to effectively manage their caseload. The timeliness with which criminal committal matters are finalised is reported in chapter 6.

Efficiency

The cost per person of the service delivery area, 'services to the judicial process' is used for the efficiency of delivering police prosecution services and is contained in chapter 5. The cost per case in lower criminal courts is used as a measure of the efficiency of case management by court administrators and is contained in chapter 6.

Adjudication and sentencing

Effectiveness

Data on the timeliness of hearings provide further important information on the ability of the justice system to meet community demands for accused persons to be dealt with in a timely manner and on the courts' ability to effectively manage their caseload. Measures relating to the proportion of higher court cases resulting in a guilty finding are contained in chapter 5. Case completion times and adjournment rates are reported in chapter 6.

Custodial corrections

Effectiveness

Key effectiveness measures of custodial care are prisoner assault, death and escape rates. These measures are supported by descriptive indicators, such as imprisonment rates (disaggregated by gender and Indigenous status). Chapter 7 contains these data.

Efficiency

Recurrent and capital costs per prisoner per day are key indicators of efficiency included in chapter 7. These include costs associated with offender programs, reparation, prisoner custody and transport.

Community corrections

Effectiveness

In community corrections, a key effectiveness measure is the proportion of orders successfully completed. This measure is supported by descriptive indicators, such as offender rates (disaggregated by gender and Indigenous status). Chapter 7 contains these data.

Efficiency

The cost per offender per day is used to measure the efficiency of providing community corrections and is included in chapter 7.

Offender programs and reparation

Effectiveness

Information on the number of prisoners and offenders undertaking approved education and training courses, as well as personal development courses, provides a measure of the effectiveness of corrective services in providing programs that increase the chances of successful re-integration into the community. The type of programs offered are reported in chapter 7.

Reparation may include prisoners undertaking work in the community on environmental and other work projects. Offenders in community corrections provide reparation by serving court orders with unpaid community work components. The level and distribution of this reparation is detailed in chapter 7.

An area not covered in this Report, but which is under development, relates to the delivery of structured, targeted, offence focused programs to prisoners and offenders, such as, sex offence treatment programs and anger management programs.

Efficiency

The costs associated with offender programs and reparation are not separately identified. These data are incorporated into the cost per prisoner/offender indicator (chapter 7).

Overall performance

Effectiveness

Recidivism — the extent to which persons convicted by the courts re-offend — is a partial measure of the performance of the system in improving public safety by reducing the incidence of crime. An indicator of recidivism is presented in this Report which measures the return to corrective services of persons released from custody or community correction orders. This measure:

- does not include arrests that do not proceed to court (for example, restitution or police caution);
- does not include convictions for re-offending that lead to outcomes that are not administered by corrective services (for example, fines);

- does not include a corrections sanction for a repeat offender who has previously been sentenced to only non-corrections sanctions (such as fines); and
- is not weighted in any way to account for the nature of the re-offence (for example, a return to prison for a driving offence is counted in the same manner as a return for a more serious offence such as armed robbery).

The original indicator of recidivism within the corrective services sector was ‘the percentage of prisoners returning to prison within two years of release’. A second indicator of return to corrective services (either prisons or community corrections) was introduced in 1997-98. Both indicators are based on the outcomes for prisoners released from custody during the two years before the year in which the indicator is reported; thus data for this Report relate to prisoners released during the 1999-2000 period. Recidivism among offenders under community correction orders is also assessed by two indicators — a return to community corrections and a return to corrective services (either prisons or community corrections). Return to corrective services is the preferred indicator in both cases. However, not all jurisdictions are able to report on this measure.

In 2001-02, WA reported the highest rate of return to prison by prisoners (46.2 per cent) and SA the lowest (22.1 per cent). WA reported the highest rate for prisoner return to corrections as a whole (52.6 per cent) and the NT the lowest (36.9 per cent) (table C.3).

Western Australia reported the highest rate of return to community corrections by offenders following completion of community orders (30.7 per cent) and Queensland the lowest (9.4 per cent). WA also reported the highest rate of return to corrections by offenders as a whole (37.6 per cent) and Queensland the lowest (14.7 per cent). NSW and the ACT did not report on offenders returning to community corrections or corrective services in 2001-02 (table C.3).

Table C.3 Proportion of prisoners and offenders released or completing order in 1999-2000, returning with a correctional sanction within two years (per cent)

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Prisoners returning									
– to prison	45.4	33.4	31.6	46.2	22.1	37.5	na	32.5	37.4
– to corrective services	51.2	42.9	48.6	52.6	40.6	49.5	na	36.9	47.3
Offenders returning									
– to community corrections	na	20.0	9.4	30.7	15.6	18.9	na	15.2	18.9
– to corrective services	na	24.0	14.7	37.6	22.9	30.9	na	29.2	24.5

na Not available.

Source: State and Territory governments (unpublished).

Efficiency

The efficiency of the criminal justice system is reflected in the level of resources used to deliver justice services. Unit cost indicators for individual justice services are presented in the relevant chapters, but some outcomes result from interactions between the individual services. One indicator of efficiency is annual government expenditure on the criminal justice system per person (table C.4). However, comparisons of unit costs need to account for conflicting objectives and tradeoffs between cost, quality and timeliness, and therefore need to be viewed in the context of the suite of effectiveness indicators in each chapter.

Over the period 1998-99 to 2001-02, the highest annual rate of growth in real expenditure per person on criminal justice was experienced in WA (5.5 per cent). There was a reduction in real expenditure over this period in the NT (a fall of 1.6 per cent) (table C.4). It should be noted that improvements in counting rules and collection scope for each service area over this period means that the annual growth rate of expenditure should be viewed with caution.

Table C.4 Real government expenditure on criminal justice system per person (2001-02 dollars)^{a, b, c, d}

	1998-99	1999-2000	2000-01	2001-02	Real annual growth rate
	\$	\$	\$	\$	%
NSW	337	342	350	345	0.7
Victoria	293	301	278	290	-0.4
Queensland	289	322	317	337	5.3
WA ^e	344	406	398	404	5.5
SA	314	323	338	333	1.9
Tasmania	293	292	302	325	3.5
ACT ^e	314	325	353	333	2.0
NT	852	777	774	812	-1.6
Australia^f	319	335	331	342	2.4

^a Improvements in counting rules and collection scope for each service area over this period means that the annual growth rate of expenditure should be viewed with caution. ^b Defined as recurrent expenditure plus depreciation less revenue from own sources. Excludes capital expenditure and estimates of the user cost of capital in police and courts. For corrective services, total net expenditure includes recurrent expenditure (net of recurrent receipts), the cost of transport and escort services, and capital costs comprising depreciation on government owned facilities, debt service fees for privately owned facilities, capital asset charges, and other associated capital expenses, but excludes the user cost of capital. ^c Population estimated at 30 June, except for the police services data for 2001-02 which are estimated at 31 December 2001. ^d Excludes costs of civil court administration and probate hearings. For criminal court administration expenditure in 2000-01 and 2001-02, greater amounts of income have been included than in previous years. ^e Includes approximations of payroll tax throughout the reported period for WA and the ACT (as a guide, payroll tax was approximately \$13 per head of population in 2001-02). ^f Australian totals (and annual growth rate) do not include the adjustments made for payroll tax by WA and the ACT.

Source: State and Territory governments (unpublished); ABSa; ABSb.

Future directions in performance reporting

Each chapter (police, courts and corrective services) contains its own service-specific section on future directions. The aim of this section is to provide an insight into directions in performance reporting for the whole justice sector.

Juvenile justice

Information on juvenile justice is contained in the 'Community services preface'. The 'Community services preface' contains descriptive data on the number and detention rates of juveniles (including Indigenous juveniles) in correctional facilities. In future years, it is anticipated that the Report will expand to include performance reporting on juvenile justice.

Crime and justice statistical framework

In July 2001, the ABS released the 'National Criminal Justice Statistical Framework' (NCJSF). The development of the framework arose from the need to develop comprehensive and integrated national criminal justice data. The NCJSF discusses the various connections between the main sectors of the criminal justice system and identifies some of the key counting units (such as 'person' and 'criminal incident') and data variables that are needed to characterise its main aspects.

The strategic objectives of the NCJSF include integrating criminal justice data across the different interconnecting sectors of the criminal justice system and the States and Territories. It achieves this by promoting comparability of data, both within and across jurisdictions, and by using common definitions and standards across services areas and jurisdictions. A common interpretation of language is created that facilitates a shared understanding of the criminal justice system and the populations that flow through it.

The NCJSF's promotion of a common unit of measurement ensures consistent reporting across jurisdictions and criminal justice agencies, and allows for an examination of the flow of aggregate populations through the criminal justice system. The ABS reports both person data (for example, demographic information on defendants and on prisoners) and non-person data (for example, the number of cases handled by the courts) and is working to expand its police statistics collection to include information on those alleged to have committed a crime.

The ABS is also committed to facilitating the development of National Information Development Plans (NIDPs) for a range of sectors including crime and justice. Such

plans are already in place for the health and community services sectors. A NIDP aims to articulate demand for statistical information in a sector, understand the current supply of information and, by deduction, the information gaps. It articulates the relative priority of information needs and how they are to be met. As a NIDP is a strategic document, substantial consultation is required for its development. The ABS proposes to do this mainly through existing fora as well as a range of workshops to be conducted throughout 2003.

Indigenous issues

The information available on interaction of Indigenous people with specific parts of the criminal justice system is of varying quality. The most important reason for the poor quality of Indigenous data is the reluctance of some justice agencies to explicitly ask for a person's Indigenous status. A number of agencies, however, have recently moved to rectify this situation.

For instance, the Queensland Government will be collecting statistics on the level of Indigenous representation in the criminal justice system, based on ABS questions from July 2003. Western Australia is also intending to introduce questioning on Indigenous status (based on the ABS standard question) over the next year, and NSW will continue to collect this type of information. This is consistent with the ABS' preferred method of identifying Indigenous clients via a standard set of questions that endeavour to facilitate self identification.

The data on the deaths of Indigenous people in police custody and custody-related operations (for example, most sieges and most cases where officers were attempting to detain a person, such as pursuits) (in chapter 5), Indigenous representation in prisons and community corrections (in chapter 7), and Indigenous deaths in prison custody (in chapter 7) are of a high quality and are published in the Report.

Another source of Indigenous data is the Australian Institute of Criminology, which produces a number of statistical and analytical reports on the involvement of Indigenous people in the criminal justice system, particularly in relation to deaths in police and corrective services custody.

References

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—b, *Projected Population: Series 1*, Cat. no. 3222.0, Canberra, unpublished.

Criminal Justice Commission 1991, *Crime and Justice in Queensland*, Criminal Justice Commission.

