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CHAPTER X. PUBLIC JUSTICE.

§ 1. Police.

1. **General.**—In early issues of the Year Book a résumé was given of the evolution of the police force in Australia up to the passing of the Police Act of 1862 (25 Vic. No. 16) in New South Wales, but considerations of space preclude its inclusion in the present volume.

2. **Strength of Police Force.**—(i) *General.* The strength of the police force in each State during the five years ended 1923 is given in the table hereunder. It may be mentioned that the police forces are entirely under State control, but, by arrangement, the Commonwealth Government utilizes their services in various directions, such as the collection of particulars for Commonwealth electoral rolls, etc.

POLICE FORCES.—STRENGTH, 1919 TO 1923.

State.	Area of State in Sq. Miles.	1919.	1920.	1921.	1922.	1923.
New South Wales ..	310,372	2,569	2,630	2,738	2,799	2,825
Victoria ..	87,884	1,719	1,733	1,736	1,741	1,251
Queensland ..	670,500	1,119	1,126	1,105	1,113	1,114
South Australia ..	380,070	541	566	593	576	599
Western Australia ..	975,920	466	473	493	489	502
Tasmania ..	26,215	243	240	240	240	240
Northern Territory ..	523,620	32	32	30	32	32
Total ..	2,974,581	6,689	6,800	6,935	6,990	6,563

The figures for New South Wales for 1923 are exclusive of 31 "black trackers," i.e., natives employed in detection of offenders chiefly in outlying districts, and 4 female searchers. For Queensland the figures exclude 65 native trackers and 1 female searcher; for South Australia 11 "black trackers" and 1 female searcher, and for the Northern Territory 28 "black trackers." There are also 44 "black trackers" and 5 female searchers in Western Australia, not included in the table. According to the returns, women police are employed in all the States except Queensland, the respective numbers being—New South Wales 4, Victoria 4, South Australia 9, Western Australia 6, and Tasmania 1. Their work is mainly preventive, and the importance and usefulness of their duties have been referred to in very high terms, especially by the Commissioners of Police in South Australia and Western Australia.

The strength of the force in Victoria for the year 1923 is below normal, owing to dismissals consequent on the dispute which occurred in November of that year.

(ii) *Proportion to Population.* The average number of inhabitants to each officer in each State during the same period is as follows. In considering these figures, allowance must, of course, be made for the unequal area and unequal distribution of the population of the various States.

POLICE FORCES.—COMPARISON WITH POPULATION, 1919 TO 1923.

State.	Number of Persons per Sq. Mile, 1921 Census.	Inhabitants to each Police Officer.				
		1919.	1920.	1921.	1922.	1923.
New South Wales ..	6.80	779	787	770	769	777
Victoria ..	17.42	857	873	885	902	1,285
Queensland ..	1.13	646	662	690	702	720
South Australia ..	1.30	866	860	839	879	864
Western Australia ..	0.34	687	698	677	695	694
Tasmania ..	8.15	843	876	889	895	897
Northern Territory ..	..	145	131	130	114	113
Total ..	1.83	777	788	787	797	867

As explained previously the figures for Victoria for the year 1923 are abnormal.

3. Duties of the Police.—In addition to the ordinary employment attaching to their office, the police are called upon to perform many duties which in other countries are carried out by various functionaries. Thus, in New South Wales, according to the Report of the Inspector-General, the time of one-fifth of the force was taken up during 1921 in extraneous duties unconnected with the protection of life and property, while the cash value of the services rendered to other Government departments was stated as over £200,000 per annum. The Queensland Commissioner refers to the circumstance that in 1923 no less than 68 subsidiary offices were held by the police. In South Australia, the Commissioner alludes to the large number of subsidiary duties performed by police officers, and mentions that in 1923 over 90,000 inquiries were made on behalf of other departments.

While these special tasks doubtless involve some degree of sacrifice of ordinary routine duties, the fact that the general intelligence of the police is adequate for their performance, besides being most creditable, results in a large saving of the public money.

4. Cost of Police Forces.—The expenditure from Consolidated Revenue on the police forces, and the cost per head of population in each State during the five years 1919 to 1923 are given in the following table:—

POLICE FORCES.—COST, 1919 TO 1923.

State.	1919.	1920.	1921.	1922.	1923.
TOTAL.					
	£	£	£	£	£
New South Wales	977,506	1,101,767	1,150,323	1,205,557	1,219,244
Victoria	490,016	577,407	579,351	600,856	755,698
Queensland	407,480	476,153	458,955	455,519	461,446
South Australia	159,258	197,157	211,428	216,109	221,635
Western Australia	171,832	186,717	184,245	181,893	185,945
Tasmania	66,940	79,372	79,105	77,096	78,313
Northern Territory	11,435	12,970	15,520	16,011	16,070
Total	2,284,467	2,631,543	2,678,927	2,753,041	2,938,351
PER HEAD OF POPULATION.					
	s. d.	s. d.	s. d.	s. d.	s. d.
New South Wales	9 7	10 6	10 10	11 1	11 0
Victoria	6 6	7 7	7 6	7 7	9 4
Queensland	11 1	12 8	11 11	11 7	11 5
South Australia	6 10	8 0	8 5	8 5	8 5
Western Australia	10 6	11 3	11 0	10 7	10 6
Tasmania	6 5	7 6	7 3	7 0	7 2
Northern Territory	50 4	65 0	81 6	90 2	90 5
Total	8 7	9 9	9 9	9 9	10 3

The total for New South Wales in 1923 includes £116,300 payment to the Police Superannuation Fund. Similar payments in Victoria and Queensland amount to £64,500 and £46,500 respectively, while smaller sums are included in the returns for other States.

The relatively high cost per head in Queensland and Western Australia is due to the fact that there are in those States extensive areas of sparsely settled country, in which mounted patrols have to be maintained. In view of the small number of its white population and the vast extent of country to be patrolled, the figures for the Northern Territory necessarily show a very high average. The duties of the police, moreover, chiefly pertain to matters connected with the control of aborigines. It may be noted also that the high cost and cost per head in Victoria shown for the year 1923, as compared

with previous years, are accounted for by expenditure in connexion with the police dispute in 1923.

The general advance in cost during the period under review is due to increases in salaries, and rise in prices of supplies and equipment.

5. *Interstate Police Conferences.*—In February, 1921, a Conference of the chief officers of the police forces of the various States was held in Melbourne. In addition to the discussion of matters of common interest, arrangements were made for the interchange of detectives. The results were so satisfactory that it was decided to hold similar Conferences annually. The third Conference was held in Melbourne in March, 1923.

§ 2. Lower (Magistrates') Courts.

1. *General.*—In considering the criminal returns of the various States, due allowance must be made on account of several factors, such as the relative powers of the courts, both lower and higher, etc. In the case of lower courts, the actual number of laws in each State the breach of which renders a person liable to fine or imprisonment must be taken into account. Again, the attitude of the magistracy and police towards certain classes of offences is a factor, for in the case of liquor laws, or laws connected with vagrancy or gaming, the views of magistrates, and instructions issued to the police, may be responsible for considerable variations in the returns. The strength and distribution of the police forces, and the age-constitution and distribution of the State's population, also influence the results. Due weight should also be given to the prevalence of undetected crime, but information on this point can be obtained only for the State of Victoria. It may be mentioned that each State has its own separate judicial system, the Commonwealth jurisdiction being confined to the High Court of Australia, which is largely a Court of Appeal intermediate to the Privy Council, although it has also original jurisdiction, and the Commonwealth Court of Arbitration and Conciliation. Full particulars regarding the judicial power of the Commonwealth will be found in Chapter III. of the Commonwealth Constitution, which is quoted in full in Chapter I. of this work.

2. *Powers of the Magistrates.*—In New South Wales there is no general limit to the powers of the magistrates in regard to offences punished summarily, their authority depending in each case on the statute which creates the offence and gives them jurisdiction. Except in the case of a very few statutes, and excluding cumulative sentences, the power of sentence is limited to six months. Imprisonment in default of payment of fine is regulated by a scale limiting the maximum period according to the sum ordered to be paid, but in no case exceeding twelve months. Actions for debt and damage within certain limits also come within magisterial jurisdiction. In cases of debts, liquidated or unliquidated, the amount recoverable is not exceeding £50 before a court constituted of a stipendiary or police magistrate at certain authorized places, and not exceeding £30 at any other place before a court constituted of a stipendiary or police magistrate or two or more justices of the peace. The amount in actions of damage is limited to £10, but may extend to £30 by consent of parties.

In Victoria, the civil jurisdiction of magistrates is restricted to what may be designated ordinary debts, damages for assault, restitution of goods, etc., where the amount in dispute does not exceed £50. No definite limit is fixed to the powers of the magistrates on the criminal side, and for some offences sentences up to two years may be imposed. The proportion of long sentences is, however, comparatively small.

In Queensland, generally speaking, the maximum term of imprisonment which justices can inflict is six months, but in certain exceptional cases, such as offences against sections 233 and 445 of the Criminal Code (betting-houses and illegally using animals) sentences of twelve months may be imposed. No limit exists as to the extent to which cumulative sentences may be applied, but in practice the term is never very lengthy.

In South Australia, under the Minor Offences Act, magistrates can impose sentences up to six months, and under the Summary Convictions Act, up to three months. The Police Act of 1916 gives power to sentence up to one year, with hard labour, in the case of incorrigible rogues; while under the Quarantine Act of 1877, and the Lottery and Gaming Act of 1875, sentences of two years may be imposed.

Under the Petty Offences Act of 1867, in Tasmania, any person charged with having committed, or with having aided or abetted in the commission of an offence, in regard to property of a value not exceeding £10, may, on conviction, for a first offence, before two or more justices in Petty Sessions, be imprisoned for any term not exceeding one year, and for a term not exceeding two years for a second or subsequent offence.

3. Persons Charged at Magistrates' Courts.—The total number of persons who were charged before magistrates in each State is given below for the five years 1919 to 1923 :—

MAGISTRATES' COURTS.—PERSONS CHARGED, 1919 TO 1923.

State.	1919.	1920.	1921.	1922.	1923.
New South Wales	78,103	89,572	94,685	96,989	104,519
Victoria	58,470	56,698	62,402	63,713	67,112
Queensland	21,926	24,180	24,479	25,185	25,956
South Australia	8,804	10,143	10,622	11,821	14,321
Western Australia	9,769	10,430	10,775	10,844	10,182
Tasmania	6,362	6,629	7,185	7,106	8,479
Northern Territory	221	221 ^a	115	186	154
Total	183,655	197,873	210,263	215,844	230,723

(a) Year 1919. Returns for 1920 not available.

Investigation of the returns shows that considerable variations in the total for single States are occasioned by breaches of new Acts, or the more stringent enforcement of the provisions of existing Acts. Any deductions drawn from the total returns as to the increase or otherwise of criminality must, therefore, be largely influenced by a careful analysis of the detailed list of offences.

4. Convictions and Committals.—The figures given in the tabulation above include, of course, a number of people who were wrongly charged, and statistically are not of general importance. The actual number of convictions in connexion with the persons who appeared before the lower courts in each year of the period 1919 to 1923 is, therefore, given hereunder. A separate line is added showing the committals to higher courts.

MAGISTRATES' COURTS.—CONVICTIONS AND COMMITTALS, 1919 TO 1923.

State.		1919.	1920.	1921.	1922.	1923.
New South Wales ..	Convictions	64,518	74,667	80,214	82,263	88,864
	Committals	1,680	2,239	2,594	2,495	2,654
Victoria	Convictions	44,623	43,088	46,924	49,464	53,183
	Committals	575	795	776	733	634
Queensland	Convictions	19,773	21,922	22,479	22,982	23,072
	Committals	255	309	328	331	341
South Australia ..	Convictions	7,527	8,628	8,968	10,048	12,647
	Committals	74	123	121	146	193
Western Australia ..	Convictions	8,702	9,198	9,605	9,748	8,985
	Committals	127	112	120	68	92
Tasmania	Convictions	5,807	6,034	6,474	6,385	7,601
	Committals	55	71	88	79	78
Northern Territory	Convictions	187	187 ^a	100	171	117
	Committals	3	3 ^a	8	4	3
Total	Convictions	151,137	163,724	174,764	181,061	194,496
	Committals	2,769	3,652	4,035	3,856	3,995

(a) Year 1919. Returns for 1920 not available.

5. **Convictions for Serious Crime.**—While the figures given in the preceding table refer to the entire body of convictions, the fact must not be overlooked that they include a large proportion of offences of a technical nature, many of them unwittingly committed, against various Acts of Parliament. Cases of drunkenness and minor breaches of good order, which, if they can be said to come within the category of crime at all, at least do so in a very different sense to some other offences, also help to swell the list. The following table has therefore been prepared for the purpose of showing the convictions at magistrates' courts for what may be regarded as the more serious offences, *i.e.*, against the person and property, either separately or conjointly, and forgery and offences against the currency :—

MAGISTRATES' COURTS.—CONVICTIONS FOR SERIOUS CRIME, 1919 TO 1923.

State.	1919.	1920.	1921.	1922.	1923.
TOTAL.					
New South Wales ..	7,232	7,704	8,057	7,744	7,543
Victoria	2,976	4,294	3,719	2,909	3,188
Queensland	1,526	1,357	1,747	1,835	2,021
South Australia ..	629	772	855	653	883
Western Australia ..	995	993	976	977	930
Tasmania	594	548	550	577	637
Northern Territory ..	11	11a	42	60	17
Total	13,963	15,679	15,946	14,755	15,219

(a) Year 1919. Returns for 1920 not available.

PER 10,000 OF THE POPULATION.

New South Wales ..	36.1	37.2	38.2	36.0	34.4
Victoria	20.2	28.4	24.2	18.5	19.8
Queensland	21.1	18.2	22.9	23.5	25.2
South Australia ..	13.4	15.9	17.2	12.9	17.1
Western Australia ..	31.1	30.1	29.2	28.8	26.7
Tasmania	29.0	26.0	25.8	26.9	29.6
Northern Territory ..	23.6	26.1	107.5	164.2	47.1
Total	26.9	29.3	29.2	26.5	26.8

6. **Decrease in Serious Crime, 1881 to 1923.**—(i) *Rate of Convictions.* The figures quoted in the preceding table show that while during the last five years the rate of serious crime has increased somewhat, if the comparison be carried back to 1881 the position is seen to be more satisfactory. The rate of convictions at magistrates' courts per 10,000 of the population is given below for each of the years 1881, 1891, 1901, 1921, and 1923. Only the more serious offences particularized in the preceding sub-section have been taken into consideration.

MAGISTRATES' COURTS.—SERIOUS CRIME.—RATE OF CONVICTIONS, 1881 TO 1923.

Year.	Convictions per 10,000 Persons.				
1881	69.3
1891	44.8
1901	29.1
1921	29.2
1923	26.8

The figures already quoted refer to total convictions, and in respect of individuals necessarily involve a considerable amount of duplication, especially in minor offences, such as petty larcenies, etc.

(ii) *Causes of Decrease.* The statistics given above show that there has been a considerable decrease in crime throughout Australia during the period dealt with. The results so far quoted are restricted entirely to the lower or magistrates' courts. There has also been a gratifying decrease in regard to offences tried at the higher courts, as will be seen later.

Attempts have been made to account for this decline: *e.g.*, advance in education, enlightened penological methods, etc. Much depends upon what is meant by education. Many classed in census statistics as "educated" can barely read and write. In this connexion, moreover, it ought not to be forgotten that collaterally with the introduction of ordinary intellectual education certain people have departed from their pristine virtues. In regard to the deterrent effect of punishment, it may be said that in respect of many offences, notably drunkenness, vagrancy, petty larcenies, etc., it appears to be almost negligible. In general, punishment has declined in brutality and severity, and has improved in respect of being based to a greater extent upon a scientific penological system, though in this latter respect there is yet much to be desired. Recent advances in penological methods will be referred to in a subsequent sub-section. Here it will be sufficient to remark that under the old régime, a prisoner on completion of a sentence in gaol was simply turned adrift on society, and in many cases sought his criminal friends, and speedily qualified for readmission to the penitentiary. Frequently he was goaded to this by mistaken zeal on the part of the police, who took pains to inform employers of the fact of a man having served a sentence in gaol. For a long time any assistance to discharged prisoners was in the hands of private organizations, such as the Salvation Army Prison Gate Brigade, but in some of the States, and notably in New South Wales, the authorities themselves look after the welfare of discharged prisoners in the way of finding work, providing tools, etc. Improvements in the means of communication and identification have been responsible for some of the falling-off noticeable in the criminal returns, the introduction of the Bertillon system having contributed to certainty of identification. In his report for the year 1910 the Inspector-General of Police in New South Wales states that "criminals have a wholesome dread of the finger-print system, and I have not the slightest doubt that it is one of the principal causes of the diminution of serious crimes." Part of the improvement may no doubt be referred also to the general amelioration in social conditions that has taken place during the last fifty years.

7. *Drunkenness.*—(i) *Cases and Convictions.* The number of cases of drunkenness and the convictions recorded in connexion therewith during the period 1919 to 1923 will be found in the following table:—

DRUNKENNESS.—CASES AND CONVICTIONS, 1919 TO 1923.

State.	1919.		1920.		1921.		1922.		1923.	
	Cases.	Convictions.	Cases.	Convictions.	Cases.	Convictions.	Cases.	Convictions.	Cases.	Convictions.
New South Wales ..	19,834	19,546	26,080	25,843	29,047	28,702	30,913	30,723	33,118	32,938
Victoria ..	6,237	3,000	7,154	3,834	7,621	4,334	8,773	5,201	10,131	6,207
Queensland ..	12,178	11,403	12,017	11,712	12,166	11,744	13,014	12,632	12,376	11,832
South Australia ..	3,197	3,171	3,463	3,448	3,465	3,443	3,775	3,764	4,512	4,496
Western Australia ..	3,612	3,595	4,222	4,185	4,135	4,103	3,740	3,715	3,193	3,165
Tasmania ..	485	474	536	530	539	531	539	535	506	501
Northern Territory	109	109	(a)109	(a)109	51	51	112	104	37	37
Total ..	45,652	41,298	53,581	49,661	57,024	52,908	60,871	56,677	63,878	59,176

(a) For 1919. Returns for 1920 not available.

The number of convictions is, as might naturally be expected, almost identical with the number of cases. Victoria, however, is an exception, but in this State it is explained that offenders are generally discharged on a first appearance, and no conviction is recorded, a similar procedure being also adopted in the case of those arrested on Saturday and detained in custody till Monday. The logic of excluding these cases from the list of convictions is open to doubt.

(ii) *Convictions per 10,000 of Population.* The convictions for drunkenness per 10,000 of the population during each of the years from 1919 to 1923 are given hereunder :—

DRUNKENNESS.—CONVICTIONS PER 10,000 INHABITANTS, 1919 TO 1923.

State.	1919.	1920.	1921.	1922.	1923.
New South Wales	97.6	124.9	136.0	142.7	148.9
Victoria	20.4	25.4	28.2	33.1	38.2
Queensland	157.6	157.0	153.9	161.7	145.9
South Australia	67.7	70.9	69.2	74.4	85.7
Western Australia	112.4	126.8	122.9	109.4	89.5
Tasmania	23.1	25.2	24.9	24.9	22.9
Northern Territory	234.2	258.8	130.6	284.7	104.1
Total	79.5	92.7	96.9	101.8	102.9

The convictions for drunkenness taken by themselves are not an altogether satisfactory test of the relative sobriety of the inhabitants of each State, inasmuch as several important factors must be taken into consideration. The age and sex constitution of the people, for example, is by no means identical in each State, Western Australia having by far the largest proportion of adult males. Owing to the smallness of the population the figures for the Northern Territory are, of course, abnormal. The avocations of the people affect the result, since persons engaged in strenuous callings are, on the whole, more likely to indulge in alcoholic stimulants than those employed in less arduous ones. The distribution of the population is also a factor, the likelihood of arrest or summons for drunkenness obviously being greater in the more densely populated regions, and lastly, allowance must be made for the attitude of the magistracy, the police, and the public generally in regard to the offence. Due account also must be taken of the recent legislation dealing with the limitation of hours during which liquor may be sold in hotels.

(iii) *Consumption of Intoxicants.* It is not unusual to supplement statistics of drunkenness by furnishing also the relative consumption of alcoholic beverages. Deductions drawn therefrom will be very misleading if they fail to take into account also the consumption of non-intoxicating beverages such as tea and coffee, and the general habits of the people. Throughout the greater part of Europe, tea and coffee are consumed but sparingly, while Australia, as is well known, is one of the greatest tea-drinking countries of the world.

The following table shows the consumption of spirits, wine, and beer per head of the population in Australia during each year of the quinquennium 1920-24 :—

INTOXICANTS, CONSUMPTION.—AUSTRALIA, 1920 to 1924.

Year.	Consumption per Head of Population.		
	Spirits.	Wine.	Beer.
	Imp. Galls.	Imp. Galls.	Imp. Galls.
1919-20	0.45	0.50	13.39
1920-21	0.36	0.50	12.20
1921-22	0.36	0.50	11.49
1922-23	0.39	0.50	11.30
1923-24	0.43	0.50	11.08

The figures in regard to wine are approximate, as it is impossible to ascertain the exact quantity of the production which goes into consumption in the form of wine.

(iv) *Treatment of Drunkenness.* (a) *General.* Though the problem of the correct method of dealing with dipsomania is by no means an easy one, it seems fairly clear that the present plan of bringing offenders before magistrates, and subjecting them to the penalty of imprisonment or fine, has little deterrent effect, as the same offenders are constantly reappearing before the courts. Further, the casting of an inebriate into prison, and placing him in his weakened mental state in the company of professional malefactors, certainly lowers his self-respect, and doubtless tends to swell the ranks of criminals. Examination of the prison records in New South Wales some years ago

disclosed the fact that over 40 per cent. of the gaol population had commenced their criminal career with a charge of drunkenness. During the last few years the dangers of moral contamination in this way have been more accurately appreciated, and a system of classification of prisoners has been adopted whereby the petty offender is as far as possible kept from association with the more evilly-disposed. The Comptroller-General of Prisons in Queensland stated in his Report for the year 1907 that "the drunken habit in many cases is merely one of many symptoms which jointly indicate the existence of a graver condition than simple habitual drunkenness."

(b) *Remedial.* Legislation has been passed in each State, providing for the commitment of inebriates to special Government institutions. The laws in the various States are as follows :—New South Wales, Inebriates Act 1912; Victoria, Inebriates Act 1915 and 1923; Queensland, Inebriate Institutions Act 1896; South Australia, Inebriates Acts 1908, 1913, and 1920; Western Australia, Inebriates Acts 1912 and 1919; Tasmania, Inebriates Act 1885, Inebriate Hospitals Act 1892. Curative work was first undertaken by the Government of New South Wales in 1907. In most cases the institutes are connected with the gaols, and, naturally, custodial measures are still a strong feature in their management; nevertheless, the results of remedial measures have been encouraging.

8. *First Offenders.*—In all the States and in New Zealand statutes dealing with first offenders have been in force for some years, the dates of passing the Acts being as follows :—New South Wales, 1894; Victoria, 1890, 1908, and 1915 (Crimes Act, sec. 340); Queensland, 1887; South Australia, 1887 and 1913; Western Australia, 1892; Tasmania and New Zealand, 1886. The method of procedure is practically the same in all cases, *i.e.*, with regard to most first offenders the magistrate or judge is empowered to allow the offender to go free on recognizances being entered into for his good behaviour for a certain period. In practice, this humane law has been found to work excellently, very few of those to whom its provisions have been extended having been found to relapse into crime.

9. *Children's Courts.*—Special courts for the trial of juvenile offenders have been established in New South Wales, Victoria, Western Australia, Tasmania, and New Zealand within the last few years, while Children's Courts, although not under that name, are practically provided for by the State Children's Acts of 1895 and 1900 in South Australia. The object of these Courts is to avoid, as far as possible, the unpleasant surroundings of the ordinary police court.

10. *Committals to Superior Courts.*—(i) *General.* In a previous sub-section it has been pointed out that comparisons of criminality based on a consideration of the total returns from magistrates' courts are somewhat inadequate, seeing that the figures include numbers of cases which are merely technical breaches of laws having in some instances a purely local significance. The committals to higher courts give a better basis of comparison, although even in this connexion allowance must be made for the want of uniformity in jurisdiction. The table below gives the number of committals in each year from 1919 to 1923, with the rate of such committals per 10,000 of the population.

COMMITTALS TO SUPERIOR COURTS, 1919 TO 1923.

State.		1919.	1920.	1921.	1922.	1923.
New South Wales	.. { No.	1,680	2,239	2,594	2,495	2,654
	.. { Rate	8.4	10.8	12.3	11.6	12.1
Victoria ..	.. { No.	575	795	776	733	634
	.. { Rate	3.9	5.3	5.0	4.7	3.9
Queensland ..	.. { No.	255	309	328	331	341
	.. { Rate	3.5	4.1	4.3	4.2	4.2
South Australia ..	.. { No.	74	123	121	146	193
	.. { Rate	1.6	2.5	2.4	2.9	3.7
Western Australia	.. { No.	127	112	120	68	92
	.. { Rate	4.0	3.4	3.6	2.0	2.6
Tasmania ..	.. { No.	55	72	88	79	78
	.. { Rate	2.7	3.4	4.1	3.7	3.6
Northern Territory	.. { No.	3	3	8	4	3
	.. { Rate	6.4	7.1	20.5	10.9	8.3
Total ..	.. { No.	2,769	3,653	4,035	3,856	3,995
	.. { Rate	5.3	6.8	7.4	6.9	7.0

(ii) *Decrease in Rate since 1861.* The above figures show that the rate of committals for serious crime has increased by 32 per cent. during the last five years, but if the comparison be carried further back, it will be found that, as compared with the earlier years, there has been a considerable improvement. This will be evident from an examination of the following figures, which show the rate of committals per 10,000 persons in Australia at various periods since 1861 :—

RATE OF COMMITTALS, AUSTRALIA, 1861 TO 1923.

Year	1861.	1871.	1881.	1891.	1901.	1911.	1921.	1923.
Committals per 10,000 inhabitants	22	14	12	11	8	6	7	7

The decline in proportion to population since 1861 has therefore been about 68 per cent.

§ 3. Superior Courts.

1. *Convictions at Superior Courts.*—The number of convictions at superior courts, with the rate per 10,000 of the population are given below for each of the years 1919 to 1923 :—

SUPERIOR COURTS.—CONVICTIONS, 1919 TO 1923.

State.		1919.	1920.	1921.	1922.	1923.
New South Wales	{ No.	762	1,027	1,111	1,040	1,059
	{ Rate	3.8	5.0	5.3	4.8	4.8
Victoria..	{ No.	347	461	520	463	400
	{ Rate	2.4	3.0	3.4	2.9	2.5
Queensland	{ No.	254	302	338	378	278
	{ Rate	3.5	4.0	4.4	4.8	3.5
South Australia ..	{ No.	47	83	97	113	120
	{ Rate	1.0	1.7	2.0	2.2	2.3
Western Australia	{ No.	63	69	70	40	80
	{ Rate	2.0	2.1	2.1	1.2	2.3
Tasmania	{ No.	39	51	57	55	56
	{ Rate	1.9	2.4	2.7	2.6	2.6
Northern Territory	{ No.	..	..	3	3	2
	{ Rate	..	..	7.7	8.2	5.5
Total	{ No.	1,512	1,993	2,196	2,092	1,995
	{ Rate	2.9	3.7	4.0	3.8	3.5

The rate in 1901 was 4.6 per 10,000, and the decrease to the end of 1923 was, therefore, about 24 per cent.

In considering the above figures allowance must be made for the various factors enumerated in a preceding paragraph. South Australia, Western Australia and Tasmania, it will be noted, show the smallest proportion of serious crime, while the rates for New South Wales and the Northern Territory are the highest, the figures for the latter, however, owing to the particular conditions prevailing there being abnormal.

2. *Offences for which Convictions were Recorded at Superior Courts.*—In the following table will be found a classification of the principal offences for which persons were convicted at the higher courts during each year of the period 1919 to 1923. Owing to

lack of uniformity in the presentation of the returns the information is confined to the chief offences against the person only.

SUPERIOR COURTS.—CONVICTIONS, SERIOUS CRIME, AUSTRALIA, 1919 TO 1923.

Offences.	1919.	1920.	1921.	1922.	1923.
Murder, and attempts at ..	34	20	29	36	15
Manslaughter	14	18	17	10	15
Rape, and attempts at ..	3	7	8	5	9
Other offences against females ..	66	69	87	95	130
“ “ “ the person	220	223	235	240	246
Total	337	337	376	386	415

The total convictions for similar offences in 1901 amounted to 432, the decline during the period 1901 to 1923 amounting therefore to about 4 per cent.

3. **Habitual Offenders.**—In New South Wales the Habitual Criminals Act of 1905 gives judges the power of declaring a prisoner, after a certain number of sentences, to be an habitual criminal, and as such to be detained until, in the opinion of the authorities, he is fit to be at large. At the end of 1923 there were 36 persons in prison under this Act. Since the passing of the Act, 98 offenders, including 1 female have been declared to be habitual criminals. The Indeterminate Sentences Act came into force in Victoria in July, 1908, and up to the end of June, 1924, 878 prisoners had been released on probation or parole. Of this number, 297 were re-convicted or returned for not observing the conditions of release, and 570 have not returned to prison. Of the latter, 256 are still on probation or parole, and 314 have completed their probation and are out of the Board's control. At the 30th June, 1923, the number under indeterminate detention was 140. The Criminal Code Amendment Act of 1914, which makes provision for the detention and control of habitual criminals, was assented to in Queensland on the 3rd December, 1914, and the first cases in connexion therewith were dealt with in 1922, when 2 prisoners were declared to be habitual criminals. At the end of 1923 there were 10 prisoners under detention as habitual criminals. The provisions of the Habitual Criminals Amendment Act of 1907 were put into force in South Australia in 1909, and 24 criminals had been declared to be habitual offenders up to the end of 1923. Of these, 21 had been released after serving the indeterminate portion, and 3 were serving the definite portion of their sentence. In Western Australia, under the Criminal Code Amendment Act of 1918, power is given to declare a prisoner after a certain number of convictions to be an habitual criminal. The number under preventive detention on the 30th June 1923, was 22, and the total number dealt with since the passing of the Act was 74. During the period in which the Habitual Criminals and Offenders Act of 1907 (now Indeterminate Sentences Act 1921) has been in force in Tasmania, 141 prisoners have been released under its provisions, and the results, according to the Sheriff, have been satisfactory, only four prisoners having defaulted. The Comptroller-General of Prisons in New South Wales points out that the system has exercised a wholesome deterrent effect on the criminal who is not a prisoner, while the Indeterminate Sentence Board in Victoria states that it has become impressed with the advantages which this form of sentence offers, both from a reformatory and deterrent standpoint, over the ordinary sentence. In New South Wales it is stated that while old associations and habits have in some cases proved too strong for the released “habitual,” many of them have done well, and, generally, there is hope of reformation in the average prisoner other than the sexual offender.

4. **Capital Punishment.**—The table below gives the number of executions in each State during the period 1919 to 1923 :—

EXECUTIONS, 1919 TO 1923.

State.	1919.	1920.	1921.	1922.	1923.
New South Wales .. ..	..	..	..	..	..
Victoria .. ..	..	..	..	1	..
Queensland .. ..	..	..	..	..	..
South Australia	1	1	..	..	..
Western Australia .. ..	..	..	..	1	..
Tasmania .. ..	..	..	..	1	..
Total	1	1	..	3	..

In the early days of the history of Australia the penalty of death was attached to a large number of offences, many of which at the present time would be dealt with in the lower or magistrates' courts. With the growth of settlement, and the general amelioration in social and moral conditions, the list was, however, considerably curtailed, and the existing tendency is practically to restrict death sentences to cases of murder. It may be remarked that in cases of rape, which is a capital offence in some of the Australian States, the penalty has been but sparingly inflicted during the last few years. Juries are reputed to be loth to convict on this charge, owing to the uncertainty whether sentence of death will be pronounced.

Under the Criminal Code Amendment Act of 1922 capital punishment was abolished in Queensland.

During the period 1861 to 1880 the annual average number of executions in Australia was 9, from 1881 to 1900 the average was 6, for the period 1901 to 1910 the figure was 4, from 1911 to 1920 it was 2, while the average for the last three years was 1.

§ 4. Prisons.

1. **Prison Accommodation and Prisoners, 1923.**—The table below shows the number of prisons in each State, the accommodation therein, and the number of prisoners in confinement at the end of 1923 :—

PRISON ACCOMMODATION AND PRISONERS, 1923.

State.	Number of Prisons.	Accommodation in—		Prisoners at End of Year.
		Separate Cells.	Wards.	
New South Wales	25	2,543(a)	..	1,339
Victoria	15	1,331	578	765
Queensland	10	583	374	279
South Australia	13	759	467	267
Western Australia	22	669	848	226
Tasmania	2	145	5	79
Northern Territory	1	..	48	2
Total	88	6,030	2,320	2,957

(a) Total accommodation.

The figures refer to prisoners under sentence, and are exclusive of aborigines.

2. Prisoners in Gaol, 1919 to 1923.—The number of prisoners in gaol at the 31st December in each of the years 1919 to 1923 is given below. As stated above, the figures refer to prisoners under sentence, and are exclusive of aborigines. A separate line is added in each instance showing the proportion per 10,000 of the population.

PRISONERS IN GAOL, 1919 TO 1923.

State.		1919.	1920.	1921.	1922.	1923.
New South Wales	{ Number ..	895	1,128	1,273	1,373	1,339
	{ Proportion	4.5	5.4	6.0	6.4	6.1
Victoria	{ Number ..	665	700	733	719	765
	{ Proportion	4.5	4.6	4.8	4.6	4.8
Queensland	{ Number ..	279	275	309	331	279
	{ Proportion	3.9	3.7	4.1	4.2	3.5
South Australia	{ Number ..	222	229	252	265	267
	{ Proportion	4.7	4.7	5.1	5.2	5.2
Western Australia	{ Number ..	158	167	211	196	226
	{ Proportion	4.9	5.1	6.3	5.8	6.5
Tasmania	{ Number ..	72	63	95	62	79
	{ Proportion	3.5	3.0	4.5	2.9	3.7
Northern Territory	{ Number ..	3	3	4	4	2
	{ Proportion	6.4	7.1	10.2	10.9	5.5
Commonwealth	{ Number ..	2,294	2,565	2,877	2,950	2,957
	{ Proportion	4.4	4.8	5.3	5.3	5.2

The proportion to population of prisoners in gaol under sentence has risen by about 18 per cent. for Australia during the last five years, but, if the comparison be carried farther back, the position is seen to be more favourable, the proportion in 1891 being as high as 16 per 10,000.

3. Improvement of Penological Methods.—(i) *New South Wales.* During recent years Australia, in common with most other civilized countries, has introduced considerable modifications and improvements in methods of prison management. Under the old system, punishment partook more or less of the character of reprisal for wrongdoing, and the idea of constituting the prison as a reformatory agency was in the background. But in recent years there has been an earnest attempt at effecting a moral reformation in the unfortunates who lapse into crime. This aspect of prison management has been specially prominent in New South Wales. A short account of the reorganization of the prison system in this State appears in preceding Year Books (see No. V., p. 922), but considerations of space preclude its repetition here. At the present time it is found that good results have followed the principles of scientific classification and restricted association of prisoners, together with the provision of separate institutions for the treatment of inebriates. Special efforts are put forward to provide reproductive work of a regular and intelligent nature, and for the year 1923 the value of the prisoners' labour amounted to £63,000, as compared with £35,000 in 1913. At the chief penitentiaries for males and females in the metropolis, a careful classification of prisoners is carried out, and provision is made for the treatment of special cases at some of the larger country gaols. Young first offenders are employed at the Emu Plains Prison Farm, and first offenders over the age of 25 years are drafted to the Prisoners' Afforestation Camp at Tuncurry, on the Manning River. This institution, which was opened in 1911, has given very satisfactory results. The total area set apart for afforestation is 3,380 acres, of which about 1,300 acres have been planted. About 150,000 pine seedlings are raised each year, and many thousands of trees, some up to 40 feet in height, are flourishing. The Shaftesbury Inebriate Institution was established in 1915 for the treatment of non-criminal inebriates, and in the following year provision was made for the accommodation and treatment of voluntary paying guests. In many instances prisoners received into the gaols are found to be suffering from contagious diseases, and, under the Prisoners Detention Act such persons may be detained until cured.

Amongst other improvements introduced during the last few years were the relieving of the monotony of non-working hours at week-ends by the provision of concerts, lectures, and suitable picture shows at the principal gaols, by more open-air exercise on Saturday afternoons and Sundays, and by the supply of a greater variety of interesting books and magazines to the prison libraries. Prisoners are encouraged to take up courses of study likely to be of service to them on their discharge, and, within reason, the text-books required are purchased for their use. As the Comptroller-General points out, these changes have been brought about, not from sympathy with the criminal, but as ordinary necessities to the wholesome functioning of the mind.

In his Report for the year 1923 the Comptroller states that many of the younger short-sentenced prisoners are more ignorant than vicious, and could be greatly benefited if detained long enough to be given educational and industrial training, followed by an after-care system under which suitable employment and sympathetic supervision would be provided.

In 1902 the system of finger-print identification of criminals was introduced, and in the following year bureaux were established in the various States for the exchange of records. Very successful results have attended the introduction of the system.

Allusion may be made here to the excellent work performed by the Prisoners' Aid Association, which has branches in the country towns where there are prisons. Members of the organization meet prisoners on their discharge, help in restoring hopeful cases to reputable relatives and friends, assist in obtaining situations, and generally maintain a friendly supervision over those in need of assistance.

(ii) *Victoria.* Space will not permit of more than a passing reference to the improvements brought about in prison management in the other States. In Victoria there is an excellent system of classification and allocation of prisoners in various grades to different gaols, while at the important penal establishment at Pentridge careful segregation into several classes is carried out. First offenders are placed in the "special" division, and it is stated that out of 911 prisoners in this class discharged from Pentridge during the decade ending in 1923 only 96 are known to have been reconvicted. In common with the other States the latest humane methods of accommodation and prison treatment have for some time been employed. An afforestation camp known as McLeod Settlement, French Island, was opened in 1916, and at the 31st December, 1923, there were 29 inmates. In addition to the work of afforestation, portion of the land has been laid down in crops, and some attention given to poultry and pig-keeping. It is stated that the experiment has resulted in improvement, both in demeanour and physique of prisoners, and in many cases has led to a return to honest citizenship. A farm has been established about 3 miles from the prison at Castlemaine with provision for 10 inmates, while others are taken to and fro daily. The number in confinement at the end of December, 1923, was 37. The orchard planted in connexion with the farm contains about 1,000 fruit trees. Provision has been made for practical instruction in carpentering and other work which will help in securing employment for prisoners on release.

Under the Venereal Diseases Act, prisoners where necessary receive medical treatment, and after release the treatment where required is continued outside the prison at places gazetted by the Health Department. Provision is also made for dental attention where necessary, the treatment being free if the prisoner is unable to pay or to make arrangements for payment.

Aid is given to discharged prisoners by the Salvation Army and by various church organizations and welfare committees.

(iii) *Queensland.* Queensland prisons have been considerably modernized during the last few years. Amongst recent reforms may be mentioned the provision of a separate institution at Brisbane for long-sentence prisoners, and the extension of the principle of classification and separation. Juvenile offenders, i.e., those between the ages of 16 and 21 years, are kept apart from other prisoners and treated in accordance with the latest reformatory methods. Many of the prisoners received both in the adult and junior stage come from the ranks of the idle, the thriftless, and the unskilled, and efforts are made

to teach these some useful calling, and to help them to form habits of industry. The penal establishment at St. Helena has been converted into a farm colony, and well-conducted prisoners receive special treatment there during the latter stages of their sentences. Greater facilities have been provided for the instruction of prisoners in trades which will afford them a means of earning a livelihood on their release, and the prison libraries have been replenished with useful and interesting literature. The cells in the principal prisons have been provided with lights, and prisoners are allowed to read and study up to a reasonable hour at night. Under the provisions of the Health Act, prisoners suffering from venereal disease may be detained until danger of infection has ceased.

Excellent work in aid of discharged prisoners is carried on by the Salvation Army, while the "William Powell Home," through its secretary, renders valuable service. In the Report for the year 1923 attention is again drawn to the need of an organized State system of assisting released prisoners.

(iv) *South Australia.* The present system of gaol administration was drafted mainly on English and European lines by the late W. R. Boothby, C.M.G., and has since been as far as possible adapted to modern penological procedure. At the Yatala Labour Prison, which is the largest in the State, the number in confinement on the 31st December, 1923, was 141. The prisoners are graded into three classes—first offenders, second offenders, and old offenders, the various classes being kept apart. The Adelaide gaol, which had 59 prisoners in confinement at the end of 1923, is the next in point of importance. Provision is made for the special treatment of inebriates at the Adelaide and Gladstone gaols.

Various religious organizations devote attention to the periodical visiting of prisoners in the gaols, while fine work is done by the Prisoners' Aid Association in helping released prisoners to obtain employment, or return to their homes in other States.

(v) *Western Australia.* A Royal Commission in 1911 recommended the adoption of various reforms in connexion with the prison system of Western Australia. The bulk of these were carried out, and included, amongst other things, an extension of the principle of separate treatment, improvement in prisoners' dietary scale, more satisfactory arrangements in regard to remission of sentences, and better conditions in regard to hours of labour, leave of absence, etc., for the staff. Amongst other improvements introduced may be mentioned the grant of an eight hours' day to officers, enlargement and improved hygiene of cells, additional library facilities, assistance to discharged prisoners by provision of railway passes and monetary aid, appointment of committees to look after the welfare of discharged prisoners, and the remodelling of the "mark" system. Under the Prisons Act Amendment Act of 1918 a portion of Fremantle Prison was set aside as a reformatory prison in 1919, and first offenders are kept separate from other prisoners. It is pointed out, however, that reformatory treatment is greatly hampered by the lack of a suitable institution away from the ordinary gaol surroundings. The Prison Gate Committee affords assistance to discharged prisoners by finding work and helping in other ways.

(vi) *Tasmania.* The number of convicted prisoners in confinement in Tasmanian gaols on the 30th June, 1923, was 69, of whom 67 were confined in the penal establishment at Hobart and 2 at the Launceston gaol. There were no prisoners in the country gaols. The completion of alterations to the Hobart gaol has facilitated the classification of offenders, and afforded greater opportunities for teaching trades. Youthful offenders are kept apart from ordinary prisoners.

4. *The Psychology of Crime.*—The Director of the State Psychological Clinic at Hobart recently stated that an examination of the prisoners in Hobart Gaol showed that nearly two-thirds were "deviates" from the normal, and he stressed the necessity for devising means for the discovery and possible correction of abnormal tendencies in childhood. He alluded also to the connexion between brain development and mental development and pointed out that in Hobart Gaol 84 per cent of the defectives were small-headed.

§ 5. Civil Courts.

1. Lower Courts.—The transactions of the lower courts on the civil side during each of the last five years are given in the table hereunder. As pointed out previously the jurisdiction of the courts is by no means uniform in the various States.

LOWER COURTS.—CIVIL CASES, 1919 TO 1923.

State.		1919.	1920.	1921.	1922.	1923.
New South Wales	{ Cases No.	31,847	34,475	37,557	38,828	48,760
	{ Amount £	92,853	111,531	145,176	163,803	198,558
Victoria ..	{ Cases No.	34,841	38,300	45,319	47,140	58,502
	{ Amount £	155,009	158,198	202,606	295,697	413,417
Queensland	{ Cases No.	9,289	10,428	14,339	16,023	18,329
	{ Amount £	56,555	58,476	84,277	122,684	155,314
South Australia	{ Cases No.	14,600	18,030	20,334	23,030	25,839
	{ Amount £	58,647	73,505	103,715	123,569	142,217
Western Australia	{ Cases No.	11,990	12,306	15,240	15,991	16,649
	{ Amount £	43,601	46,765	63,162	71,457	76,208
Tasmania ..	{ Cases No.	4,325	4,954	1,442	7,246	7,879
	{ Amount £	30,537	34,329	36,571	59,137	57,014
Total	{ Cases No.	106,892	118,493	134,231	148,258	175,958
	{ Amount £	437,202	482,804	635,507	836,347	1,042,728

The figures just given represent the returns from Petty Sessions Courts in New South Wales and Victoria, the Petty Debts Courts in Queensland, the Local Courts of South Australia and Western Australia, and the Courts of Requests in Tasmania.

2. Superior Courts.—In the next table will be found the transactions on the civil side in the Superior Courts during each of the years 1919 to 1923.

The New South Wales returns refer to the total amounts sued for, and not the sums actually awarded after trial in the District Courts, and are exclusive of judgments signed in the Supreme Court, for which the amount is not available.

SUPERIOR COURTS.—CIVIL CASES, 1919 TO 1923.

State.		1919.	1920.	1921.	1922.	1923.
New South Wales	{ Causes No.	933	1,148	1,344	1,386	1,557
	{ Amount £	a333,539	a377,419	a475,816	a500,862	a578,774
Victoria ..	{ Causes No.	661	760	906	863	996
	{ Amount £	100,200	122,840	226,736	213,597	237,145
Queensland	{ Causes No.	172	225	231	187	245
	{ Amount £	44,567	19,707	32,513	21,914	17,645
South Australia	{ Causes No.	20	39	52	55	60
	{ Amount £	3,491	16,938	5,673	10,300	3,923
Western Australia	{ Causes No.	138	174	288	195	205
	{ Amount £	26,757	28,890	54,339	40,119	34,207
Tasmania ..	{ Causes No.	237	145	246	474	525
	{ Amount £	29,808	14,507	13,651	28,952	30,127
Total	{ Causes No.	2,161	2,491	3,067	3,160	3,588
	{ Amount £	538,362	580,301	808,728	815,744	901,821

(a) Exclusive of judgments signed, Supreme Court, the amount not being recorded.

3. *Divorces and Judicial Separations.*—The number of divorces and judicial separations in each State during the period 1919 to 1923 is shown below. The figures refer in the case of divorces to decrees made absolute in each year and include decrees for nullity of marriage.

DIVORCES AND JUDICIAL SEPARATIONS, 1919 TO 1923.

State.	1919.		1920.		1921.		1922.		1923.	
	Divorces.	Judicial Separations.	Divorces.	Judicial Separations.	Divorces.	Judicial Separations.	Divorces.	Judicial Separations.	Divorces.	Judicial Separations.
New South Wales ..	427	7	556	11	789	13	684	9	739	13
Victoria ..	346	2	373	2	388	1	376	2	429	2
Queensland ..	25	1	45	1	56	2	47	..	75	2
South Australia ..	30	..	32	2	88	1	76	..	90	..
Western Australia ..	45	..	29	..	22	..	42	1	69	..
Tasmania ..	6	2	18	..	40	..	33	..	29	..
Northern Territory ..	..	..	..	..	..	..	..	..	..	..
Total ..	879	12	1,053	16	1,383	22	1,258	12	1,431	17

The average annual number of divorces and judicial separations in Australia at decennial periods from 1871 to 1920 is as follows:—

DIVORCES AND JUDICIAL SEPARATIONS.—AUSTRALIA, 1871 TO 1920.

	1871-1880.	1881-90.	1891-1900.	1901-10.	1911-20.
Averages ..	29	70	358	401	707

The bulk of the divorces and judicial separations refer to New South Wales and Victoria, the Acts of 1899 and 1889 in the respective States having made the separation of the marriage tie comparatively easy. In some statistical works it is customary to compare the divorces in any year with the marriages in the same year. The comparison is, however, quite valueless, as there is no necessary connexion between the figures.

4. *Probates.*—The number of probates and letters of administration granted, together with the value of the estates concerned, are given below for each State for the period 1919 to 1923:—

PROBATES AND LETTERS OF ADMINISTRATION, 1919 TO 1923.

State.	1919.	1920.	1921.	1922.	1923.
New South Wales ..	{ Number 7,188 Value £ 17,131,131	{ 5,737 12,265,044	{ 5,461 13,895,765	{ 5,651 15,441,378	{ 6,281 16,429,860
Victoria ..	{ Number 7,404 Value £ 13,844,186	{ 5,837 14,672,239	{ 5,769 12,554,865	{ 5,445 12,641,263	{ 6,283 15,070,725
Queensland ..	{ Number 1,122 Value £ 3,733,964	{ 1,027 3,594,844	{ 1,130 4,030,379	{ 1,002 3,591,631	{ 1,073 3,594,467
South Australia ..	{ Number 2,310 Value £ 3,470,000	{ 1,844 3,831,914	{ 1,784 3,115,106	{ 1,786 3,683,202	{ 1,823 4,043,547
Western Australia ..	{ Number 1,353 Value £ 2,451,828	{ 948 1,438,192	{ 1,059 1,854,009	{ 942 970,214	{ 907 1,358,846
Tasmania ..	{ Number 564 Value £ 1,390,836	{ 517 1,095,536	{ 518 1,207,252	{ 545 1,211,764	{ 560 1,283,638
Northern Territory ..	{ Number 19 Value £ 23,890	{ (a) ..	{ 10 3,864	{ 27 5,411	{ 19 6,006
Total ..	{ Number 19,069 Value £ 42,015,835	{ 15,910 36,897,769	{ 15,731 36,670,330	{ 15,428 37,553,763	{ 16,955 41,787,089

(a) Not available.

5. *Bankruptcies.*—(i) *General.* The returns in bankruptcy during each of the last five years are given in the following table.

For several reasons comparisons drawn from these figures are of little value. In the first place, the statements of assets and liabilities are notably unsatisfactory, particularly in regard to the former. Then, again, there is wide dissimilarity in regard to the laws in force in the various States and the methods of procedure thereunder in connexion with bankruptcy. Further, there are no means of knowing how many persons in each State who were in a bankrupt condition made private arrangements with their creditors either personally or by intervention of a solicitor. The figures quoted in the table exclude private arrangements in Victoria, South Australia, and Western Australia, and the liquidations in Queensland and Tasmania.

BANKRUPTCIES, 1919 TO 1923.

State.		1919.	1920.	1921.	1922.	1923.
New South Wales	Number ..	316	344	394	481	668
	Liabilities £	323,222	204,594	311,900	440,856	659,314
	Assets £	189,920	139,550	108,457	251,185	282,657
Victoria ..	Number ..	207	186	300	322	414
	Liabilities £	184,041	154,658	180,014	349,118	323,540
	Assets £	130,328	53,229	92,018	139,016	152,602
Queensland ..	Number ..	144	118	150	148	204
	Liabilities £	68,291	73,853	65,603	90,790	109,211
	Assets £	26,863	57,904	18,760	42,012	55,186
South Australia	Number ..	59	60	67	110	137
	Liabilities £	78,888	81,610	121,987	153,987	173,632
	Assets £	63,724	54,502	96,658	102,738	116,333
Western Australia	Number ..	31	25	30	36	41
	Liabilities £	23,958	46,381	43,944	36,510	50,449
	Assets £	21,190	41,875	35,899	16,961	24,018
Tasmania ..	Number ..	..	..	6	1	4
	Liabilities £	..	..	1,829	1,170	3,148
	Assets £	..	..	1,599	..	535
Northern Territory	Number ..	1	..	..	2	2
	Liabilities £	115	..	..	175	141
	Assets £	7	..	..	..	40
Total ..	Number ..	758	733	947	1,100	1,470
	Liabilities £	678,515	561,096	725,307	1,077,606	1,319,435
	Assets £	432,032	347,060	411,421	601,912	631,370

(ii) *Deeds of Arrangement, etc.* The figures given above are, as explained, exclusive of private arrangements. For New South Wales the returns show that a composition was effected in 1 case only in 1923. In Victoria during 1923 the deeds of arrangement numbered 133, the declared liabilities and assets being £199,074 and £139,757 respectively. Liquidations under the Insolvency Act in Queensland numbered 8, the total liabilities and assets amounting to £20,812 and £13,616 respectively. In South Australia 157 compositions were arranged during the year. Under the Bankruptcy Amendment Act of 1898, 7 compositions, 6 schemes of arrangement, and 58 deeds of assignment were made in Western Australia. In Tasmania, 18 liquidations involving liabilities £11,530 and assets £4,183, and 13 compositions with liabilities £3,725 and assets £1,265, were arranged during 1923.

6. *High Court of Australia.*—Under the provisions of section 71 of the Commonwealth Constitution Act, the judicial power of the Commonwealth is vested in a Federal Supreme Court, called the High Court of Australia, and in such other courts as the Parliament creates or invests with federal jurisdiction. The Federal High Court possesses both original and appellate jurisdiction. The powers of the Court are defined in Chapter III. of the Constitution Act and in the Judiciary Acts of 1903–20. At present the Court consists of a Chief Justice and six other judges. Sittings of the Court are held in the capitals of the various States as occasion may require. The following statement shows the transactions of the High Court for the quinquennium 1919–23 :—

COMMONWEALTH HIGH COURT.—TRANSACTIONS, 1919 TO 1923.

Items.	1919.	1920.	1921.	1922.	1923.
I. ORIGINAL JURISDICTION.					
Number of writs issued	93	123	155	183	82
Number of causes entered for trial ..	8	20	24	30	15
Verdicts for plaintiffs	3	6	13	6	5
Verdicts for defendants .. ..	..	5	4	9	1
Otherwise disposed of	5	31	22	61	9
Amount of judgments	£1,730	£6,907	£15,403	£18,579	£5,525
II. APPELLATE JURISDICTION.					
Number of appeals set down for hearing ..	54	65	68	96	72
Number allowed	20	20	31	39	27
Number dismissed	25	31	24	48	35
Otherwise disposed of	9	14	13	9	10
III. AMOUNT OF FEES COLLECTED.					
Amount in each year	£502	£675	£742	£802	£586

During the year 1923 the Court dealt also with other matters as follows :—

Appeals from Assessments under the Taxation Assessment Acts ..	18
Special cases stated for the opinion of the Full Court	14
Applications for Prohibition	3
Applications under the Trading with the Enemy Act	1

7. Commonwealth Court of Conciliation and Arbitration.—A more or less detailed statement regarding the operation of this Court, which was established under the provisions of the Commonwealth Conciliation and Arbitration Act of 1904-21, will be found in Chapter XIII.

§ 6. Cost of Administration of Justice.

1. Expenditure by the States.—The table below shows the expenditure from Consolidated Revenue during each of the last five years in connexion with the administration of justice in each of the States. Expenditure on police and on prisons are given on separate lines. With regard to the figures quoted for "other" expenditure, a slight allowance has to be made for the fact that some extraneous expenditure has been included which it was found impossible to disentangle from the total, but the amount is in no instance large.

STATE EXPENDITURE ON JUSTICE, 1919 TO 1923.

State.		1919.	1920.	1921.	1922.	1923.
		£	£	£	£	£
New South Wales ..	Police	977,506	1,101,767	1,150,323	1,205,557	1,219,244
	Gaols	92,781	113,882	120,136	145,887	138,137
	Other	309,632	370,061	400,943	395,691	415,420
Victoria ..	Police	490,016	577,407	579,351	600,856	755,698
	Gaols	61,937	75,986	74,161	80,363	101,233
	Other	193,481	227,190	224,670	233,452	252,995
Queensland	Police	407,480	476,153	458,955	455,519	461,446
	Gaols	36,802	40,190	36,236	34,068	34,635
	Other	140,374	149,068	143,592	144,341	149,492
South Australia ..	Police	159,258	197,157	211,428	216,109	221,635
	Gaols	27,381	31,940	33,359	34,520	37,388
	Other	60,784	52,500	54,129	50,459	64,549
Western Australia ..	Police	171,832	186,717	184,245	181,893	185,945
	Gaols	28,669	30,417	28,715	27,440	26,102
	Other	83,546	97,779	89,987	91,605	99,250
Tasmania	Police	66,940	79,372	79,105	77,096	78,313
	Gaols	8,274	9,774	10,097	9,643	9,475
	Other	29,289	33,322	34,114	32,921	33,487
Northern Territory α	Police	11,435	12,970	15,520	16,011	16,070
	Gaols	2,663	3,857	4,171	4,403	4,148
	Other	1,925	3,396	3,289	2,664	2,611
Total	Police	2,284,467	2,631,543	2,678,927	2,753,041	2,938,351
	Gaols	258,507	306,046	306,875	336,324	351,118
	Other	819,031	933,316	950,724	951,133	1,017,804

(a) See 2, Federal Expenditure, next page.

The rise in expenditure during the last few years was due chiefly to increases in wages and salaries and heavier outlay on stores and supplies.

For the purposes of comparison the figures in the table above have been reduced to a population basis, and the results are given in the table following:—

STATE EXPENDITURE ON JUSTICE PER HEAD, 1919 TO 1923.

State.		1919.	1920.	1921.	1922.	1923.
		<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
New South Wales	Police	9 7	10 6	10 10	11 1	11 0
	Gaols	0 11	1 1	1 2	1 4	1 3
	Other	3 0	3 6	3 9	3 8	3 9
Victoria ..	Police	6 6	7 7	7 6	7 7	9 4
	Gaols	0 10	1 0	0 11	1 0	1 3
	Other	2 7	3 0	2 11	2 11	3 1
Queensland ..	Police	11 1	12 8	11 11	11 7	11 5
	Gaols	1 0	1 1	0 11	0 10	0 10
	Other	3 10	4 0	3 9	3 8	3 8
South Australia	Police	6 10	8 0	8 5	8 5	8 5
	Gaols	1 2	1 4	1 4	1 4	1 5
	Other	2 6	2 2	2 2	2 0	2 6
Western Australia	Police	10 6	11 3	11 0	10 7	10 6
	Gaols	1 9	1 10	1 9	1 7	1 6
	Other	5 1	5 11	5 4	5 4	5 7
Tasmania ..	Police	6 5	7 6	7 3	7 0	7 2
	Gaols	0 10	0 11	0 11	0 11	0 10
	Other	2 10	3 2	3 1	3 0	3 1
Northern Territory	Police	50 4	65 0	81 6	90 2	90 5
	Gaols	11 9	19 4	22 4	24 10	23 4
	Other	8 6	17 0	17 7	15 0	14 8
Total ..	Police	8 7	9 9	9 9	9 9	10 3
	Gaols	1 0	1 2	1 1	1 2	1 3
	Other	3 1	3 5	3 6	3 5	3 6

Owing to the smallness of the white population, large area to be policed, and cost of supplies, transport, etc., the figures for the Northern Territory must necessarily appear somewhat abnormal.

The total expenditure in connexion with the administration of justice in the various States has risen from 10s. per inhabitant in 1901 to 15s. in 1923. Police expenditure increased by 4s. 6d. per head, the average for gaols by 1d. per head, while the expenditure on courts and the remaining machinery of justice increased by 5d. per head during the period. Increased salaries and allowances, and the heavier cost of materials and equipment, were largely responsible for the rise in the rate per head during the last few years.

2. *Federal Expenditure.*—(i) *High Court.* With the exception of that for the Northern Territory, the expenditure shown in the foregoing tables is that incurred by the State Governments only, and does not include expenditure in connexion with the Federal High Court, which is given hereunder for the period 1918–19 to 1923–24.

EXPENDITURE ON FEDERAL HIGH COURT, 1918–19 TO 1923–24.

Year.			Amount.	Year.			Amount.
			£				£
1918–19	..	..	30,337	1921–22	..	..	33,776
1919–20	..	..	34,370	1922–23	..	..	35,458
1920–21	..	..	34,669	1923–24	..	..	35,654

(ii) *Other Expenditure.* Other items of expenditure during 1923–24 by the Commonwealth Attorney-General's Department include—Secretary's office, £25,774; Crown Solicitor, £19,478; Court of Conciliation and Arbitration, £13,228; Public Service Arbitrator, £3,956. Including the High Court expenditure, but excluding that in connexion with Patents and Copyright, the total expenditure by the federal law authorities in 1923–24 amounted to £120,135.