

## LAW AND CRIME.

## CRIME.

In all the states proceedings against a person accused of an offence may be initiated either by the arrest of the culprit or by summoning him to appear before a magistrate. Serious offences, of course, are rarely dealt with by process of summons; but, on the other hand, it is not uncommon for a person to be apprehended on a very trivial charge, and this circumstance should not be forgotten in dealing with arrests by the police, which are unusually numerous in some of the states. Unfortunately, it is not easy to say how far the police of one state are disposed to treat offenders with such consideration as to proceed against them by summons, and how far those of another state are content to adopt similar action; for in most of the provinces the records do not draw a distinction between the two classes of cases; and in the table given on page 546, showing the number of persons charged before magistrates in each state during the year 1902, offenders who were summoned to appear are included with those arrested. It is likewise difficult to make a true comparison between the various states in the matter of the prevalence of crime, for there are a number of circumstances which must considerably affect the criminal returns and modify their meaning. The first of these, of course, is the question of the strength of the police force and its ability to cope with lawlessness, which must be decided chiefly by the proportion of undetected crime which takes place in the states. The policy adopted by the chief of police in regard to trivial breaches of the public peace and other minor offences against good order must also be taken into consideration; and then there are considerable differences between the criminal codes of the states, and in the number of local enactments, breaches of which form a large proportion of the minor offences taken before the Courts. Also, when the returns of the lower Courts are laid aside and the convictions in superior Courts taken up, the comparison is affected by the jurisdiction of the magistrates who committed the prisoners. In New South Wales, for example, the jurisdiction of the lower Courts is limited to imprisonment for six months, except in regard to cases brought under one or two Acts of Parliament, such as the Chinese Restriction Act, prosecutions under which are very few; while in Victoria a large number of persons are every year sentenced in Magistrates' Courts to imprisonment for terms ranging from six months

to three years. It is apparent, therefore, that in any comparison drawn between the number of convictions in the superior Courts of New South Wales and of Victoria, the former state must appear to great disadvantage.

An investigation into the differences between the law of New South Wales and of Victoria in respect to the jurisdiction of magistrates discloses some important results. Under the Victorian Crimes Act of 1890, 54 Victoriae No. 1,079, it is provided by section 67 that Justices may try persons under sixteen years of age for the offence of simple larceny or for any offence punishable as simple larceny no matter what the value of the property in question may be, and persons over sixteen years of age where the property said to have been stolen is not of greater value than £2; and it is further provided by the same section that if upon the hearing of such a charge the Justices shall be of opinion that there are circumstances in the case which render it inexpedient to inflict any punishment, they shall have power to dismiss the charge without proceeding to a conviction. This provision, it is needless to say, is likely to reduce materially the number of convictions for larceny in Victoria. In New South Wales, on the other hand, the law does not give Justices any such power. In every case where the offence is proved they must convict the accused person, although in the case of offenders under the age of sixteen years they may discharge the convicted person on his making restitution, or in other cases deal with him under the First Offenders' Act and suspend the sentence; but in all such cases the conviction is placed on record and is accounted for in the criminal statistics of the state. Section 69 of the same Victorian Act gives Justices power to deal with any case of simple larceny, or of larceny as a clerk or servant, or of stealing from the person, when the accused pleads guilty, the punishment being imprisonment for any term not exceeding twelve months; while in New South Wales the law does not give Justices the power to deal with such cases when the property alleged to have been stolen exceeds the value of £20. This section must therefore tend materially to reduce the number of cases committed for trial in Victoria for the offences mentioned, although in all such cases the Justices may commit the accused person if they think fit to do so. Furthermore, it is provided by section 370 of the Crimes Act of 1890 that suspected persons who have been convicted of capital or transportable felony elsewhere and are found in Victoria may be arrested and sentenced to imprisonment for three years in the case of a male, and for one year in the case of a female. Such a protective provision is in force in some of the other provinces as well as in Victoria; but it was not until towards the close of 1903, when the Influx of Criminals Prevention Act was passed that New South Wales was similarly protected. These statements all go to show in what important respects the criminal statistics of the states must differ from each other, and how great care must be taken in making comparisons.

The number of persons arrested during the year 1902, together with the proportion per 10,000 of the population for four of the Commonwealth states, is given below. The returns from the other states do not show apprehensions separately.

State.	No. of Arrests.	Per 10,000 of Population.
New South Wales .....	28,341	201
Victoria .....	24,720	205
Queensland .....	16,235	315
Tasmania .....	1,705	96

Taking into consideration only the more serious crimes, such as offences against the person and against property, including forgery, the rates for New South Wales, Victoria, and Tasmania, were respectively 41, 27, and 26 per 10,000 of the population.

During the year 1902, so far as can be gathered, 184,041 persons were charged before magistrates in Australasia, 147,271 being summarily convicted and 32,985 discharged, while 3,785 were committed. The returns of each of the Commonwealth states and New Zealand will be found below. It should be explained that in the case of New Zealand each charge is counted as a separate person—a proceeding which, of course, tells against the colony; if the New South Wales experience be applied a reduction of about 10 per cent. on the total charges should be made to arrive at the actual number of persons concerned:—

State.	Persons charged.	Summarily dealt with.		Committed.
		Discharged.	Convicted.	
New South Wales.....	60,373	8,326	50,776	1,271
Victoria .....	45,198	11,096	33,461	641
Queensland.....	21,115	3,001	17,625	489
South Australia.....	6,608	843	5,556	209
Western Australia ...	16,443	3,355	12,753	335
Tasmania .....	6,228	1,178	4,975	75
Commonwealth ...	155,965	27,799	125,146	3,020
New Zealand .....	28,076	5,186	22,125	765
Australasia.....	184,041	32,985	147,271	3,785

Taking the whole of Australasia, rather more than thirty-nine persons out of every thousand were charged before magistrates during the year 1902—a figure somewhat in excess of the average for preceding years from the fact that, prior to 1902, it was not found possible to obtain information respecting summons cases in Victoria. Only three states—Western Australia, Queensland, and New South Wales—exceed the average amount of disorder and crime as disclosed by the police court returns. The very large proportion of adult males in the population of the first-named state, and its present industrial conditions,

place it, of course, in quite an exceptional position; while in Queensland and New South Wales there are greater floating populations, from the ranks of which a large percentage of offenders is drawn, than in the other states which have better records. The province with the least disorder and crime is South Australia, where the persons answering to charges in the lower Courts only form 18·06 per thousand of the population. Next come Tasmania with 35·17 per thousand; Victoria, 37·49; and New Zealand, with 39·21; while, as before stated, Western Australia, New South Wales, and Queensland have the highest proportions, namely, 76·43, 42·89, and 41·01 per thousand respectively. In the case of Western Australia, the returns leave little doubt that there has been a large influx of criminals from the eastern states, because the rate is over one and three-fifths in excess of that of New South Wales, the next state. The rate is, however, unduly increased by including the charges brought against the aborigines, and also from the fact that, as stated before, each offence is counted as a separate person; but in the absence of any exact statistical information, there is no option but to use the figures presented. In New South Wales and Victoria, about every ninety persons charged are accused of 100 offences, and assuming the same ratio to hold in Western Australia, it is estimated that if these two mentioned factors were excluded, the rate in Western Australia would be about 68 per 1,000. The New Zealand rate is also affected by the last-mentioned circumstance. The following table shows the proportion of persons charged before magistrates in each state during the year; also the percentages of the persons discharged, convicted, and committed of the whole number charged:—

State.	Persons charged per 1,000 of Population.	Percentages of total persons charged.			
		Discharged.	Convicted.	Summarily dealt with.	Committed.
New South Wales .....	42·89	13·79	84·10	97·89	2·11
Victoria .....	37·49	24·54	74·04	98·58	1·42
Queensland .....	41·01	14·21	83·47	97·68	2·32
South Australia.....	18·06	12·76	84·08	96·84	3·16
Western Australia .....	76·43	20·40	77·56	97·96	2·04
Tasmania .....	35·17	18·92	79·88	98·80	1·20
Commonwealth .....	40·13	17·82	80·24	98·06	1·94
New Zealand .....	34·75	18·47	78·81	97·28	2·72
Australasia..... .....	39·21	17·92	80·02	97·94	2·06

It will be seen from the above table that out of every hundred persons charged before magistrates in Australasia in 1902, 97·94 were summarily dealt with, 17·92 being discharged and 80·02 convicted, while only 2·06 were committed to higher courts. The state with the highest percentage of cases summarily disposed of and the smallest proportion of

committals was Tasmania; while South Australia, which shows by far the lowest rate of charges in comparison with the population, has nevertheless the highest percentage of committals. The increase in the rate of charges, and also in the percentage of cases summarily disposed of in Victoria, is owing to the circumstance previously alluded to, that summons cases were included in the returns of that state for the first time in 1902.

As shown above, Victoria and Western Australia have by far the largest proportion of discharges, and if the theory be dismissed as untenable that the police in those states are more prone to charge persons on insufficient grounds than in the other states, it must be concluded that the magistrates of Victoria and Western Australia deal more leniently with accused persons than is the case elsewhere; indeed, so far as Victoria is concerned, it has already been shown that the Crimes Act of 1890 provides for the discharge without conviction of persons found guilty of certain offences. The lowest proportion of discharges is to be found in South Australia, New South Wales, and Queensland, and the figures testify to the stringency with which the criminal laws are administered in those states.

Of the 184,041 persons brought before magistrates during the year 1902, only 28,782 were charged with offences which can fairly be classed as criminal, the overwhelming majority being accused of drunkenness and other offences against good order, and of breaches of Acts of Parliament, which have a tendency to multiply to a great extent. For present purposes the accused persons may be divided as in the table given below, offences against the person and against property being regarded as serious crime. Of course, amongst the other offenders are to be found a few charged with grave misdemeanours, but against these may be put trifling assaults, which are included with crimes against the person:—

State.	All Offenders.	Serious Offenders.			Minor Offenders.
		Against the Person.	Against Property.	Total.	
New South Wales .....	60,373	4,183	6,023	10,206	50,167
Victoria .....	45,198	2,212	3,245	5,457	39,741
Queensland .....	21,115	1,908	2,375	4,283	16,832
South Australia .....	6,608	379	635	1,014	5,594
Western Australia .....	16,443	845	1,901	2,746	13,697
Tasmania .....	6,228	248	631	879	5,349
Commonwealth.....	155,965	9,775	14,810	24,585	131,380
New Zealand .....	28,076	1,309	2,888	4,197	23,879
Australasia.....	184,041	11,084	17,698	28,782	155,259

This examination into the nature of the offences explains in some measure the comparatively unfavourable position of New South Wales

as shown by the previous tables; for of the 60,373 accused persons in that state, the minor offenders numbered 50,167, or 83·1 per cent. No doubt the large number of trivial cases in New South Wales is accounted for by the greater strictness of police administration. Victoria shows 87·9 per cent. of minor offenders, but in consequence of a difference in the tabulation of the returns its position is not nearly so favourable as it appears to be on the surface. In New South Wales, and, it is to be presumed, in most of the other states, a person accused of two or more offences is entered as charged with the most serious in the eyes of the law; while in Victoria he is entered as charged with the first offence committed, any others, however serious, arising out of his capture, being left out of consideration. For example, if a person is arrested for drunkenness, and he assaults his captors while on the way to the station, he is entered in the returns of New South Wales, as they are here presented, as charged with an offence against the person, and thereby helps to swell the amount of serious crime; but in Victoria he is entered as charged with drunkenness and disorderly conduct, and the charge of assault, on which he may be convicted and sentenced to a term of imprisonment, is not disclosed. This fact must therefore be taken into account in comparing the proportions of the various classes of offenders per thousand of population, which are appended:—

State.	Per 1,000 of Population.				
	All Offenders.	Serious Offenders.			Minor Offenders.
		Against the Person.	Against Property.	Total.	
New South Wales .....	42·89	2·97	4·28	7·25	35·64
Victoria .....	37·49	1·83	2·69	4·52	32·97
Queensland .....	41·01	3·71	4·61	8·32	32·69
South Australia .....	18·06	1·03	1·74	2·77	15·29
Western Australia .....	76·43	3·93	8·84	12·77	63·66
Tasmania .....	35·17	1·43	3·57	5·00	30·17
Commonwealth .....	40·13	2·52	3·81	6·33	33·80
New Zealand .....	34·75	1·62	3·57	5·19	29·56
Australasia .....	39·21	2·36	3·77	6·13	33·08

It will be seen that, relatively to population, the state with the largest number of serious offenders was Western Australia, which had a proportion of 12·77 per thousand. Queensland followed with a proportion of 8·32, while New South Wales and New Zealand occupied third and fourth positions with 7·25 and 5·19 per thousand respectively. The rate of Tasmania was 5·00 per thousand, while that of Victoria is set down at 4·52, and South Australia closes the list with 2·77. It would be interesting to compare the crime of the principal states on the basis of the number of males of such ages as contribute to the ranks of offenders; but the records unfortunately do not give sufficient data to enable such a comparison to be made. In explanation of the position of Western Australia, it is well known to the police of Victoria and New South Wales—and, indeed, the fact is proved by the records of the prisoners received into Fremantle gaol—that a large number of criminals have left those states for the west during the last few years.

An examination of the criminal records of the Commonwealth shows that there has been a considerable decrease in the volume of serious offences during the last ten years. Taking the apprehensions and summons cases for offences against the person and against property, the average charges for the quinquennial period 1893–7 amounted to 26,668, or 7·62 per 1,000 of the population; while, as the table below indicates, the charges for the period 1898–1902 averaged 24,868, or 6·59 per 1,000. The returns for New Zealand show a rate of 5·56 per 1,000 for 1893–7, the proportion for 1898–1902 being almost identical, viz., 5·54 per 1,000. The figures for the Commonwealth are given below:—

Period.	Average number of Offences against Person and Property.	Rate per 1,000 Persons.
1893-7 ... ..	26,668	7·62
1898-1902 .....	24,868	6·59

About two-fifths of the minor offenders of Australasia are charged with drunkenness. From the table given below it will be seen that in all the states 60,576 cases of drunkenness were heard during the year 1902, convictions being recorded in 54,829 cases, or 90·51 per cent. of the total number. The state with the highest number of cases relatively to population was Queensland, the rate of which was 15·78 per thousand persons, followed by Western Australia with 15·56, New South Wales with 15·33, and Victoria with 12·06, while Tasmania was last with a rate of only 3·59 per thousand. Turning to the record of convictions it will be seen that the lowest percentage is shown by Victoria. This is accounted for by the fact that in that state it is

customary to discharge first offenders as well as those who were arrested on Saturday and detained in custody till the following Monday. In some cases also offenders admitted to bail after arrest are discharged on promising to place a donation in the poor box.

State.	Charges of Drunkenness.	Convictions.		Per 1,000 Persons.	
		Total.	Percentage of Charges.	Charges.	Convictions.
New South Wales .....	21,577	21,472	99·51	15·33	15·25
Victoria .....	14,540	9,394	64·61	12·06	7·79
Queensland .....	8,123	8,102	99·74	15·78	15·74
South Australia.....	2,431	2,394	98·43	6·65	6·54
Western Australia .....	3,347	3,283	98·09	15·56	15·23
Tasmania .....	636	602	93·24	3·59	3·40
Commonwealth.....	50,654	45,247	89·32	13·03	11·64
New Zealand .....	9,922	9,582	96·57	12·28	11·86
Australasia .....	60,576	54,829	90·51	12·91	11·68

Experience has shown that the present method of dealing with the dipsomaniac by fine or imprisonment is hopelessly futile, the same faces reappearing at the Magistrates' Courts sometimes over a hundred times in the course of a few years. In New South Wales some attempt has been made to segregate the drunkard and vagrant class from the professionally criminal; but the folly of allowing persons with non-criminal tendencies, but with their faculties weakened by the effects of drink, to associate with the professional malefactor, does not seem to be fully appreciated in all the states.

A return showing only the number of cases of drunkenness is not, however, a safe index of the abuse of alcoholic liquors, for a great deal depends on the state of the law and the manner in which it is administered, and it is evident that the maintenance of the law intended to preserve public decency will always be less strict in sparsely-settled country districts than in larger centres of population where the police are comparatively more numerous, if not in proportion to the population, at least in proportion to the area they have under their supervision; and further, will vary according to the diverse nature of the duties performed by the police. The quantity of intoxicants consumed per head is another index of the habits of communities living under like conditions; but comparisons so based should not be pushed to extremes, for, as has often been pointed out, the larger part of the alcohol which enters into consumption is that consumed by the population who are not drunkards. The average quantity of intoxicants used in each state during the three years ended 1902, is given below, wines and beer being reduced to their equivalent of proof spirit. The consumption of the various kinds



of intoxicants will be found in the chapter on "Food Supply and Cost of Living":—

State.	Proof Gallons of Alcohol per head population.
New South Wales .....	2·44
Victoria .....	2·74
Queensland.....	2·57
South Australia.....	1·95
Western Australia .....	5·13
Tasmania .....	1·75
Commonwealth.....	2·61
New Zealand.....	2·00
Australasia.....	2·50

The record of cases heard before a Court of Magistrates cannot be regarded as altogether a trustworthy indication of the social progress of Australasia, because, as has been pointed out, it includes many kinds of offences which cannot fairly be classed as criminal, and the number of these has a tendency to increase with the increase of local enactments. The committals for trial, taken in conjunction with the convictions for crime in the Superior Courts may be regarded as much more conclusive on the question of the progress of society or the reverse. In some respects even this evidence is misleading, for, as already shown, in the less populous provinces there are no Courts intermediary between the Magistrates' and the Supreme Courts, so that many offences which in New South Wales, for example, are tried by a jury, are in some of the other provinces dealt with by magistrates; and even in Victoria, where there are Courts of General Sessions, magistrates have a much wider jurisdiction than in New South Wales. But for the purpose of showing the decrease of serious crime in Australasia as a whole, the proportion of committals and of convictions in Superior Courts may fairly be taken; and this information is given below. It will be seen that during the forty-two years, from 1861 to 1902, the rate of committals per thousand of population has dropped from 2·2 to 0·7, and of convictions from 1·3 to 0·4 :—

Year.	Per 1,000 of Population.	
	Committals.	Convictions in Superior Courts.
1861 .....	2·2	1·3
1871 .....	1·4	0·8
1881 .....	1·2	0·7
1891 .....	1·1	0·6
1902 .....	0·7	0·4

In noting these facts and comparing the results with those obtained in Great Britain during the same period, it must not be forgotten that some of the provinces of Australasia have been compelled gradually to reform a portion of their original population, and that in the case of states such as Victoria and Queensland, not originally peopled in any degree by convicts, the attractions of the gold-fields have drawn within their borders a population by no means free from criminal instincts and antecedents. Viewed in this light, the steady progress made cannot but be regarded as exceedingly satisfactory, and the expectation may not unreasonably be entertained that the same improvement will be continued until the ratio of crime to population will compare favourably with that of any part of the world.

Below will be found the number of convictions in the Superior Courts of each state, at decennial periods from 1861 to 1902 :—

State.	1861.	1871.	1881.	1891.	1901.	1902.
New South Wales .....	437	628	1,066	964	730	775
Victoria .....	846	511	332	729	393	381
Queensland .....	24	91	92	232	285	249
South Australia .....	62	91	213	90	134	100
Western Australia .....	35	65	61	44	162	165
Tasmania .....	127	74	51	63	39	28
Commonwealth .....	1,531	1,460	1,815	2,122	1,743	1,698
New Zealand .....	100	162	270	276	328	312
Australasia .....	1,631	1,622	2,085	2,398	2,071	2,010

The following table gives a classification of the offences for which the accused persons were convicted during 1902; also the rate of convictions and of committals per 1,000 of population. It will be seen that the rate of convictions in the Superior Courts of Victoria is 0·32 per thousand; but if the persons who received sentences of over six months' imprisonment at the hands of magistrates were taken into account, the proportion would be as high as that of most of the other states. Tasmania and South Australia for the period in question show a smaller

proportion of convictions in Superior Courts than Victoria ; but in those two provinces, as already pointed out, no intermediate Courts exist:—

State.	Convictions in Superior Courts.					Committals per 1,000 of Population.
	Classification of Offences.			All Convictions.	Per 1,000 of Population.	
	Against the Person.	Against Property.	Other.			
New South Wales .....	146	598	31	775	0·55	0·87
Victoria .....	81	283	17	381	0·32	0·55
Queensland .....	86	150	13	249	0·48	0·92
South Australia .....	13	86	1	100	0·27	0·57
Western Australia.....	54	105	6	165	0·77	1·56
Tasmania.....	7	11	10	28	0·16	0·37
Commonwealth ....	387	1,233	78	1,698	0·44	0·78
New Zealand .....	82	202	28	312	0·39	0·53
Australasia .....	469	1,435	106	2,010	0·43	0·74

The punishment of death is very seldom resorted to except in cases of murder, though formerly such was not the case. Thus the number of executions steadily declined from 151 during the decade 1841-50 to 66 during the ten years 1881-90. In South Australia the extreme penalty has been most sparingly inflicted, there having been only 11 executions in the thirty-one years which closed with 1902. The following table shows the number of executions in each province during each decade of the 50 years ended 1890, also those which took place in 1891-95, 1896-1900, and 1901-2. Queensland was incorporated with New South Wales until the end of 1859, though Victoria became a separate colony in 1851. It will be noticed that the returns are defective so far as Western Australia is concerned:—

State.	1841-1850.	1851-1860.	1861-1870.	1871-1880.	1881-1890.	1891-1895.	1896-1900.	1901.	1902.	
New South Wales .....	68	38	34	27	23	15	7	3	...	
Queensland .....			14	18	15	16	1	5	...	
Victoria .....			47	41	19	13	12	4	...	2
South Australia .....			7	12	6	2	2	1	...	...
Western Australia.....	...	...	...	...	...	6	10	...	1	
Tasmania.....	83	32	15	3	5	1	...	...	...	
New Zealand.....	...	...	...	12	8	1	5	1	...	
Total.....	151	124	116	85	66	53	28	9	3	

The returns relating to the prisons of the states are in some cases very incomplete. The prisoners in confinement at any specified time

may be divided into those who have been tried and sentenced, those who are awaiting their trial, and debtors. The returns of five of the states allow of this distinction being made. The number and classification of prisoners in confinement on the 31st December, 1902, were as follow :—

State.	Tried and Sentenced.	Awaiting Trial.	Debtors.	Total.
New South Wales.....	1,698	137	5	1,840
Victoria .....	1,016	55	.....	1,071
Queensland .....	590	23	.....	613
South Australia .....	261*	13	.....	274
Western Australia .....	492	42	1	535
New Zealand.....	602	51	.....	653
Total .....	4,659	321	6	4,986

\* Including debtors.

The returns of Tasmania do not enable the distinction made in the above table to be drawn, but there were 80 prisoners in Tasmanian gaols at the end of 1902; so that the total number of persons in confinement in the gaols of Australasia, at the close of 1902, may be stated as 5,066, equal to 1·08 in every thousand of the population.

## POLICE.

The strength of the police force in each of the states and New Zealand at the end of 1902 is given below. These figures show the importance which must be attached to police administration when studying the question of drunkenness.

State.	Police.			Inhabitants to each Police Officer.	Area to each Constable in Country Districts.
	Metropolitan.	Country.	Total.		
	No.	No.	No.	No.	Sq. miles.
New South Wales .....	950	1,272	2,222	621	244
Victoria .....	824	671	1,495	806	131
Queensland.....	228	695	923	558	962
South Australia.....	192	219	411	890	4,125
Western Australia .....	156	366	522	412	2,666
Tasmania .....	43	212	255	723	123
Commonwealth.....	2,393	3,435	5,828	667	865
New Zealand .....	135	470	605	1,335	222
Australasia.....	2,528	3,905	6,433	730	788

A comparison of the cost of the police forces of the various states will be found below. The greater number of mounted troopers in those

states where very large and thinly-populated districts have to be controlled, tends to make the average cost somewhat higher than in the other provinces :—

State.	Total Cost of Police Force.	Average Cost per Constable.	Average Cost per Inhabitant.
	£	£ s. d.	£ s. d.
New South Wales.....	415,980	187 4 2	0 5 10
Victoria .....	268,118	179 6 10	0 4 4
Queensland.....	173,833	188 6 8	0 6 9
South Australia.....	84,291	205 1 9	0 4 7
Western Australia .....	128,830	246 16 0	0 11 8
Tasmania.....	36,139	141 14 5	0 4 1
Commonwealth ...	1,107,191	189 16 1	0 5 8
New Zealand .....	123,804	204 12 8	0 3 0
Australasia.....	1,230,995	191 7 1	0 6 5

#### EXPENDITURE ON JUSTICE, &C.

The cost of the administration of justice, the police, and the penal services of the Commonwealth during the last five years was at the rate of £1,825,108 per annum or 9s. 7d. per inhabitant. This large sum is made up of £536,883 for the administration of justice, £227,993 for prisons, and £1,060,232 for police. For each of these five years the expenditure was :—

Year.	Justice. £	Prisons. £	Police £
1899 .....	519,770	231,943	1,007,642
1900 .....	525,473	220,901	1,028,210
1901 .....	543,598	226,615	1,068,332
1902 .....	545,162	225,960	1,089,785
1903 .....	550,414	234,547	1,107,191

The expenditure varies greatly in the different states, the range per inhabitant being from 7s. 7d. in Tasmania to 21s. 3d. in Western Australia. The distribution of the expenditure for 1903 amongst the six states was :—

State.	Justice.	Prisons.	Police.	Total.
	£	£	£	£
New South Wales ...	236,732	102,014	415,980	754,726
Victoria .....	128,590	56,270	268,118	452,978
Queensland .....	72,854	26,389	173,833	273,076
South Australia .....	22,140	16,069	84,291	122,500
Western Australia ...	66,079	28,223	128,830	223,132
Tasmania .....	24,019	5,582	36,139	65,740
Total .....	550,414	234,547	1,107,191	1,892,152

In explanation of the large sum expended on justice administration in New South Wales, it has been stated by the department that the clerks of petty sessions perform many duties such as those of electoral registrars, registrars of births, deaths, and marriages, crown lands agents, mining registrars, &c., which, in the other states, are performed by separate officers, while many of the magistrates act as mining wardens, wardens' clerks, and mining registrars, &c. Then, again, there are in New South Wales 54 Courts of Quarter Sessions as compared with 30 in Victoria, and the expenditure on administration and on jurors' and witnesses' fees is of necessity higher in the mother state. The charges incidental to the Coroners' Courts also form a heavy item in the New South Wales expenditure. Further, there are in New South Wales 62 magistrates and 91 clerks of petty sessions, these officers in Victoria numbering 19 and 57 respectively. The foregoing items, however, only partly explain the high expenditure in New South Wales, and there is still much to be accounted for.

The expenditure per inhabitant in each state, and in the Commonwealth, for the year 1903 was as follows:—

State.	Justice.	Prisons.	Police.	Total.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.
New South Wales.....	0 3 4	0 1 5	0 5 10	0 10 7
Victoria .....	0 2 2	0 0 11	0 4 4	0 7 5
Queensland.....	0 2 10	0 1 0	0 6 9	0 10 7
South Australia.....	0 1 3	0 0 10	0 4 7	0 6 8
Western Australia .....	0 6 0	0 3 7	0 11 8	1 1 3
Tasmania .....	0 2 8	0 0 8	0 4 1	0 7 7
Total .....	0 3 0	0 1 2	0 5 8	0 9 10

It will be seen that, in proportion to population, the total cost, as well as the expenditure per head on each service, was much higher in Western Australia than in any of the other states. This of course is only to be expected, if regard be paid to the peculiar industrial conditions of that state, and also to the fact that the provision for efficient police protection must necessarily entail a heavy expenditure in a large and sparsely-peopled country. In considering the above figures, allowance must be made for the fact that the functions of the justice officials are not identical in all the states, but in compiling the above table, so far as it was possible, all expenditure not directly connected with the administration of justice has been eliminated.