

**Report on the development of a
Juvenile Justice National
Minimum Data Set**

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Report on the development of a Juvenile Justice National Minimum Data Set

Anne Broadbent

April 2001

Australian Institute of Health and Welfare
Canberra

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Preface

The development of a national minimum data set for juvenile justice was commissioned by the National Community Services Information Management Group (NCSIMG) and funded by the Community Services Ministers' Advisory Council. By agreement with NCSIMG the project was carried out by the Australian Institute of Health and Welfare (AIHW) with the cooperation of the Australasian Juvenile Justice Administrators (AJJA). This report and the recommendations have been endorsed by the AJJA and NCSIMG.

The time, effort and input of all who have participated in discussions with the AIHW to develop the Juvenile Justice National Minimum Data Set (JJ NMDS) is gratefully acknowledged. The NMDS would not exist without this input. In particular the AIHW would like to thank all those on the JJ NMDS Reference Group, listed in Appendix A, for their considerable time and effort. Members of the Australasian Juvenile Justice Administrators were also helpful to the AIHW with this project.

National Community Services Information Management Group
Australian Institute of Health and Welfare

Abbreviations

ABS	Australian Bureau of Statistics
AIC	Australian Institute of Criminology
AIHW	Australian Institute of Health and Welfare
AJJA	Australasian Juvenile Justice Administrators
CJC	Criminal Justice Commission Queensland
CSMAC	Community Services Ministerial Advisory Council (previously SCCSISA)
DD	data dictionary
JJ	juvenile justice
JJ NMDS	Juvenile Justice National Minimum Data Set
NCPASS	National Child Protection and Support Services
NCSDC	National Community Services Data Committee
NCSDD	National Community Services Data Dictionary
NCSIMG	National Community Services Information Management Group
NHDD	National Health Data Dictionary
NMDS	National Minimum Data Set
SCCSISA	Standing Committee of Community Services and Income Security Administrators

Juvenile justice departments

Juvenile justice departments are departments with prime responsibility for the administration of juvenile justice within each jurisdiction. At September 2000 the juvenile justice departments were:

Department of Juvenile Justice, New South Wales

Department of Human Services, Victoria

Families, Youth and Community Care, Queensland

Ministry of Justice, Western Australia

Department of Human Services, South Australia

Department of Health and Human Services, Tasmania

Department of Justice and Community Safety, Australian Capital Territory

Correctional Services, Northern Territory

Executive summary

This report outlines a project undertaken by the Australian Institute of Health and Welfare (AIHW) on behalf of the Australasian Juvenile Justice Administrators (AJJA) and the National Community Services Information Management Group (NCSIMG), to develop a national minimum data set (NMDS) for juvenile justice. It provides a description of the methodology used to develop the NMDS, details of the scope, a detailed flow chart of the juvenile justice system in the broad context, a data model and a draft data dictionary for the Juvenile Justice National Minimum Data Set Version 1.0 (JJ NMDS Version 1.0).

It is hoped that development of the JJ NMDS Version 1.0 will lead to the collection and reporting of nationally comparable information on juvenile justice in some form in the near future. It should be recognised that this report and the data dictionary contained within this report are only an initial stage in the process of moving towards that collection. They are a vital first step in an ongoing process that will require agreement and commitment from stakeholders, particularly juvenile justice administrators, to progress.

To develop a national collection from the NMDS outlined in this report will also require time and the allocation of resources to test and refine the data items, standards and definitions and possible collection methods. Issues such as resourcing, managing, reporting and accessing a national juvenile justice data collection will also need to be resolved.

Recommendations on the steps required to move the NMDS towards a national collection are included in this report.

This report consists of five main sections:

1 Summary of recommendations summarises the main recommendations of the project.

2 The project to develop a national minimum data set for juvenile justice provides background information on the project and the process undertaken by the AIHW to develop the initial JJ NMDS outlined in later sections.

3 Description of the JJ NMDS Version 1.0 describes and discusses the data model and data items.

4 JJ NMDS Data Dictionary Version 1.0 each data item included in the JJ NMDS.

5 Moving the JJ NMDS towards a national data collection outlines the main steps required to develop the JJ NMDS further.

1 Summary of recommendations

This section summarises the main recommendations of the AIHW for the development of the JJ NMDS and for moving the JJ NMDS towards a national collection.

Recommendation 1

That the AJJA and NCSIMG endorse the JJ NMDS Version 1.0 as specified within this report as the basis for further testing and development.

Recommendation 2

That an ongoing and formal data development working group, with representatives from all jurisdictions, the ABS, the AIC, the AIHW and other relevant agencies, be established to manage the process of moving the NMDS toward a national collection. The JJ NMDS workshop and experience from data development in other areas highlights the benefits of this approach to data development.

Recommendation 3

That there be a staged approach to the implementation of the JJ NMDS, beginning with the JJ NMDS Version 1.0 specified in this report. This first version of the JJ NMDS is relatively restricted in scope, but achievable and manageable in the short term. Expansion to incorporate other key areas in the broader juvenile justice system can be undertaken in future.

Any expansion of the JJ NMDS should be done in a planned manner, with regard to national priorities in the juvenile justice area.

Recommendation 4

That the initial scope of the JJ NMDS be as outlined in this report, that is:

those areas of juvenile justice where the State or Territory department responsible for juvenile justice has some case management or supervision role with a juvenile who has committed or is alleged to have committed an offence. See Sections 2.4.3 and 3.2 for a full discussion on the scope of the JJ NMDS.

Recommendation 5

That incorporation of juveniles into the JJ NMDS scope held in police watch-houses and adult prisons be undertaken at a later stage of development of the NMDS. Once the initial NMDS has been fully tested and implemented, consultations with police and the adult system should be take place to move towards the inclusion of these areas.

Recommendation 6

That work be undertaken on the development of national performance indicators or national standards of service in the juvenile justice area that should help shape any future development of the JJ NMDS. Initial work has already been undertaken by the AJJA in this area, with the development of some national standards for youth detention centres and a project to develop similar standards for community service orders.

Recommendation 7

That, in regard to indicators of cultural and linguistic diversity, only Indigenous status and Country of birth be included at this stage, and that alternatives be explored for inclusion in the JJ NMDS at a future stage. NCSIMG should be made aware of the difficulties of implementing the national standards in regard to the indicators of cultural and linguistic diversity in the juvenile justice area.

Recommendation 8

That the AJJA agree to proceed to a field test of the JJ NMDS Version 1.0, in some form, as one of the next vital steps in the process of moving towards a national collection of juvenile justice data. The field test will provide valuable input to refine and finalise data items, definitions and data domains.

In particular, core data items such as Reason for intervention and those relating to JJ episode (Entry date, Exit date, Reason for exit, Transfer from) should be fully tested in the field to ensure national comparability and consistency, and to determine whether an episode-based collection is feasible.

The testing phase will take time and resources to generate the data, analyse the results, conduct post-test discussions and to incorporate necessary changes into the NMDS. The importance of the field testing process should not be minimised by setting unrealistic time frames.

Recommendation 9

That results of the field test be incorporated into the JJ NMDS before implementation of a national collection of juvenile justice data. Issues regarding the management, access and reporting of national juvenile justice data should also be resolved before implementation of a national collection.

Recommendation 10

That there be two components to a national juvenile justice data collection, as reflected in the draft NMDS Version 1.0. One will collect information on juveniles, their characteristics and involvement with the juvenile justice department. The other will collect basic establishment-level detail on detention/remand centres.

Recommendation 11

That, if possible, the national juvenile justice client collection should be a unit record collection. Unit record information (rather than aggregate) gives greater flexibility, provides the ability to examine flows within the system and the possibility of linkage within the collection and to other collections, and is less burdensome on providers (as they do not have to aggregate the information).

Recommendation 12

It may prove difficult for some jurisdictions to provide unit record data in the first instance to a national juvenile justice collection. To ensure that this does not impede progress towards the collection of nationally comparable data on juvenile justice, those jurisdictions that cannot provide unit record data should provide aggregate data. To ensure comparability

across jurisdictions, aggregate data should be collected according to the nationally agreed data standards and definitions specified in the JJ NMDS.

AJJA response to recommendations

In November 2000 the majority of the above recommendations were approved by the Australasian Juvenile Justice Administrators without qualification. However, some issues were identified for further consideration:

- the capacity of some States to deliver the level of information required and the resource implications inherent in the project
- the requirement for complete data on juveniles in watch-houses and in prison rather than simply those for whom the relevant juvenile justice agency has responsibility – this will entail broadening the scope of the project to include other agencies such as Police and Correctional Departments
- the need for an additional system to report on the young offender group who do not fit within the definition of juvenile but are under supervision of a juvenile justice agency – for example, the dual track system in Victoria whereby adult courts can order more vulnerable and immature 17-20-year-olds to serve their sentence in a Juvenile Justice Centre as an alternative to imprisonment.

2 The project to develop a national minimum data set for juvenile justice

2.1 Introduction

Juveniles who come into contact with the justice system have been identified as a significant area of interest and concern to communities and government alike. Many of the young people involved have other significant problems, such as with mental and physical health, drug abuse, dysfunctional families, homelessness, lower educational attainment and poor employment prospects. They require access to multiple services provided by a range of government and non-government agencies including the police, the courts, juvenile justice departments, community services and welfare agencies, education agencies and employment agencies. There are several issues concerning the provision of appropriate services to these young people – how best to try to limit re-offending, re-integration of juveniles into the community after periods of incarceration, and ensuring that youth who commit offences are appropriately penalised.

The recent and widespread debates concerning mandatory sentencing legislation in the Northern Territory and Western Australia have illustrated the public's interest in the juvenile justice area, as well as highlighting the need for well-developed information systems to form the basis of community and government debate.

2.1.1 Current data collections

In Australia, responsibility for juvenile justice rests with a number of different organisations in each State and Territory. Thus most of the information regarding juveniles in the justice system is State-based. Within each State and Territory, departments responsible for juvenile justice administration, the police and the courts hold detailed information on juveniles who are involved with the justice system in some way. Currently in Australia the only existing national data on juvenile justice is a collection on persons in juvenile detention centres, held and reported by the Australian Institute of Criminology (AIC) (AIC 1997; Carcach & Muscat 1999). The information in this collection is provided to the AIC by State and Territory departments responsible for the administration of juvenile justice within their jurisdiction. The AIC collection is particularly useful for examining some of the long-term trends in juvenile detention, as it has been collected on a reasonably comparable basis from all States and Territories over 20 years. It provides a count of the number of youth in detention centres, classified by age, sex, Indigenous status and legal status (remanded or sentenced) at the end of each quarter. However, the information collected is limited in scope and coverage and there are some problems with consistency across jurisdictions.

There are currently no other national data available on juvenile involvement with crime and the justice system. In contrast there are several data collections on adult crime conducted by the Australian Bureau of Statistics (ABS) (ABS 1998a, 1998b, 1999). The Productivity Commission also collects and publishes information on a national basis on the activity of

Police, Courts and Corrections (SCRCSSP 2000). These either do not identify juveniles specifically, or do not include them in the collection. There also exist national collections in many closely related community services areas, including child protection, crisis accommodation, mental health services, drug and alcohol services, disability, housing, community legal services, education and health, and developmental work in family support services.

2.1.2 Rationale for the project

There has been a long-recognised need for comparable and consistent national information on juvenile justice. As well as providing a national picture of the extent and nature of juvenile crime and the youths that come into contact with the juvenile justice system, well-developed and maintained national juvenile justice data have the potential to contribute to:

- the measurement of relative performance against agreed indicators
- the monitoring of national service standards in the juvenile justice area (such as those developed for detention centres and currently being developed for the community service side)
- the examination of national trends over time
- the monitoring and evaluation of juvenile justice policies and programs
- accountability
- the identification of possible 'best practices' (for example in types of prevention and intervention programs)
- informing the community about the level and extent of juvenile incarceration and community service sentences
- research
- the exploration of possible linkages with other related health, welfare, housing, employment, education and criminal data to obtain a much more detailed view of youth in the juvenile justice system, their backgrounds, environment, outcomes and pathways.

2.2 Background

Development of nationally comparable data on juvenile justice has been one of the key priority areas identified by the National Community Services Information Management Group (NCSIMG). At its meeting in April 1999, the Standing Committee of Community Services and Income Security Administrators (SCCSISA), now known as the Community Services Ministers' Advisory Council (CSMAC), agreed to provide funding to the NCSIMG to facilitate the establishment of the Juvenile Justice National Minimum Data Set (JJ NMDS). The JJ NMDS would comprise nationally consistent data definitions and agreed standards for the juvenile justice area. The project would be largely under the direction of the Australasian Juvenile Justice Administrators (AJJA), while also reporting to the NCSIMG.

The Australian Institute of Health and Welfare (AIHW) was invited to develop a proposal to undertake this data development work in late 1999. The AJJA and NCSIMG endorsed the AIHW's approach and the project commenced in January 2000.

2.3 Objectives and expected outcomes of the project

The broad objective of the project was to undertake the necessary work to establish a national minimum data set for the juvenile justice area. This includes establishing the scope of juvenile justice and its linkages to other related areas and developing standards for the collection of nationally comparable juvenile justice information.

Expected outcomes from the project, as specified in the project brief, are:

- a juvenile justice data model
- a list of core data items that can be collected on a nationally comparable basis
- a data dictionary for these core items, specifying data definitions and standards for collection on a comparable basis
- recommendations for implementation of a national juvenile justice data collection.

2.4 Methodology for development of the NMDS

The following section provides a brief summary of the main steps taken in developing the JJ NMDS Version 1.0 and the AIHW's approach to these tasks. Many of these tasks depended on one another and were undertaken concurrently.

2.4.1 Review of literature and related information

The AIHW undertook a review of existing information on juvenile justice, including data collections held by the States and Territories and the AIC. Data collections on related topics, such as those on crime and community services held by the ABS, the Productivity Commission and the AIHW were also reviewed. The AIHW scoping study on juvenile justice and youth welfare (AIHW 1998b) provided a useful starting point for an examination of relevant literature. Legislation relating to juveniles in each jurisdiction and relevant research papers were also reviewed. In addition, consultations were held with officers of the AIHW undertaking data development or analysis work in other community services and health areas, such as child protection, crisis accommodation, mental health, drug and alcohol services, child and youth health, aged care and the *National Community Services Data Dictionary* (AIHW 1998c).

2.4.2 Identification of stakeholders and their potential role in the NMDS

Identification of stakeholders, their role in juvenile justice and the level of involvement that they could have in the development of the NMDS were important first steps in the project.

Commitment from stakeholders to move towards the collection of nationally comparable data and their willingness to possibly alter their own data systems to achieve this was seen by the AIHW as vital to the success of the implementation of a JJ NMDS. As a result, identification of key stakeholders was closely associated with determining the scope of the NMDS.

There are many organisations (or parts of organisations) directly involved in juvenile justice (see Figure 1).

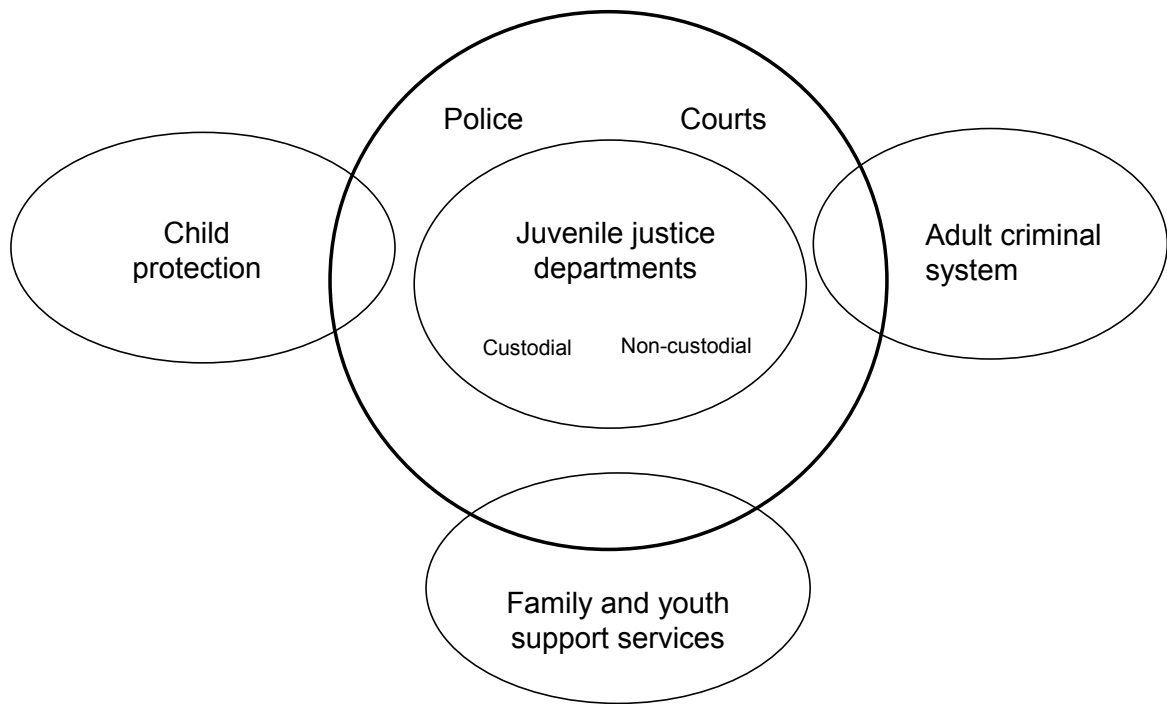


Figure 1: The juvenile justice system and links with closely associated areas

The scoping study on juvenile justice conducted for the AIHW noted that the key broad elements of juvenile justice systems in most States and Territories include:

- police, who are young people's first point of contact in the system, and who may administer cautions as an option to the youth facing court
- a children's or youth court, where young people receive one of a variety of orders or dispositions, or may be found not guilty or have the offence discharged; some non-custodial orders require various commitments or undertakings from young people (such as community service, attendance at a centre) and others of less severity (e.g. fines and good behaviour bonds) do not require supervision or ongoing involvement with juvenile justice authorities
- centres where young people who commit the most serious offences are detained (youth detention centres, youth training centres, juvenile justice centres)
- government agencies which supervise court orders (both those requiring custody and those requiring some sort of supervision in the community) and either provide directly or fund other agencies to provide a variety of programs and services for young people in detention and on orders in the community (AIHW 1998b).

Some other components include the agencies that fund or provide services to young people who have offended or are at risk of becoming offenders.

In addition, there are also many other organisations that are closely linked to juvenile justice. These include departments that are responsible for the adult criminal system, agencies involved in the care and protection of children, agencies involved in the management and provision of a broad range of intensive family support services, and agencies responsible for education, employment, health and mental health.

It was clear very early on in the project that both the number of stakeholders and the scope of the initial NMDS would have to be restricted if the project was to be achievable and have a good chance of progressing towards a national collection. Having too many stakeholders

would involve considerable negotiations at many different levels and this would take considerable time. It was considered that the key stakeholders should be initially restricted to those organisations that already had a core role in juvenile justice and an existing commitment to the process of developing an NMDS.

As a result, the key stakeholders in the development of the initial stage of the JJ NMDS were identified as the departments responsible for the administration of juvenile justice in each State and Territory, i.e. the members of the AJJA. This group has a central role in juvenile justice and is committed to the process of developing a JJ NMDS and national juvenile justice data.

This does not negate the importance of the other stakeholders in the juvenile justice area. Every effort should be made to include other stakeholders and expand the scope of the JJ NMDS incrementally and in a planned manner, once the initial stage is successfully implemented.

2.4.3 Establishing the scope of the JJ NMDS

The task of establishing the scope of the JJ NMDS was undertaken hand in hand with establishing the key stakeholders in the JJ NMDS project.

Youth do not enter the juvenile justice system from a vacuum, nor exit into one. They are often in contact with some other form of government organisation while in the juvenile justice system (such as the child protection area). The juvenile justice system itself is very complex, as the generic flow chart developed by the AIHW in consultation with the Reference Group illustrates (Figure 2).

It was very important at the beginning of the project that the AIHW determine boundaries around what could be included in the initial JJ NMDS and what would be excluded (i.e. the scope of the collection).

The development of the NMDS will be best achieved by having a clearly defined and manageable scope while still meeting national information requirements. In addition, agreement to the NMDS will be more likely to occur if it engages those stakeholders who have a commitment to the project at this stage. Once established, the scope of the JJ NMDS and the stakeholders who agree to the NMDS can be expanded using a staged approach.

The areas covered by the scope of the JJ NMDS Version 1.0 are indicated in Figure 2 as shaded boxes. The scope of the NMDS is discussed in detail in Section 3.2.

Figure 2: The juvenile justice system – generic flow chart

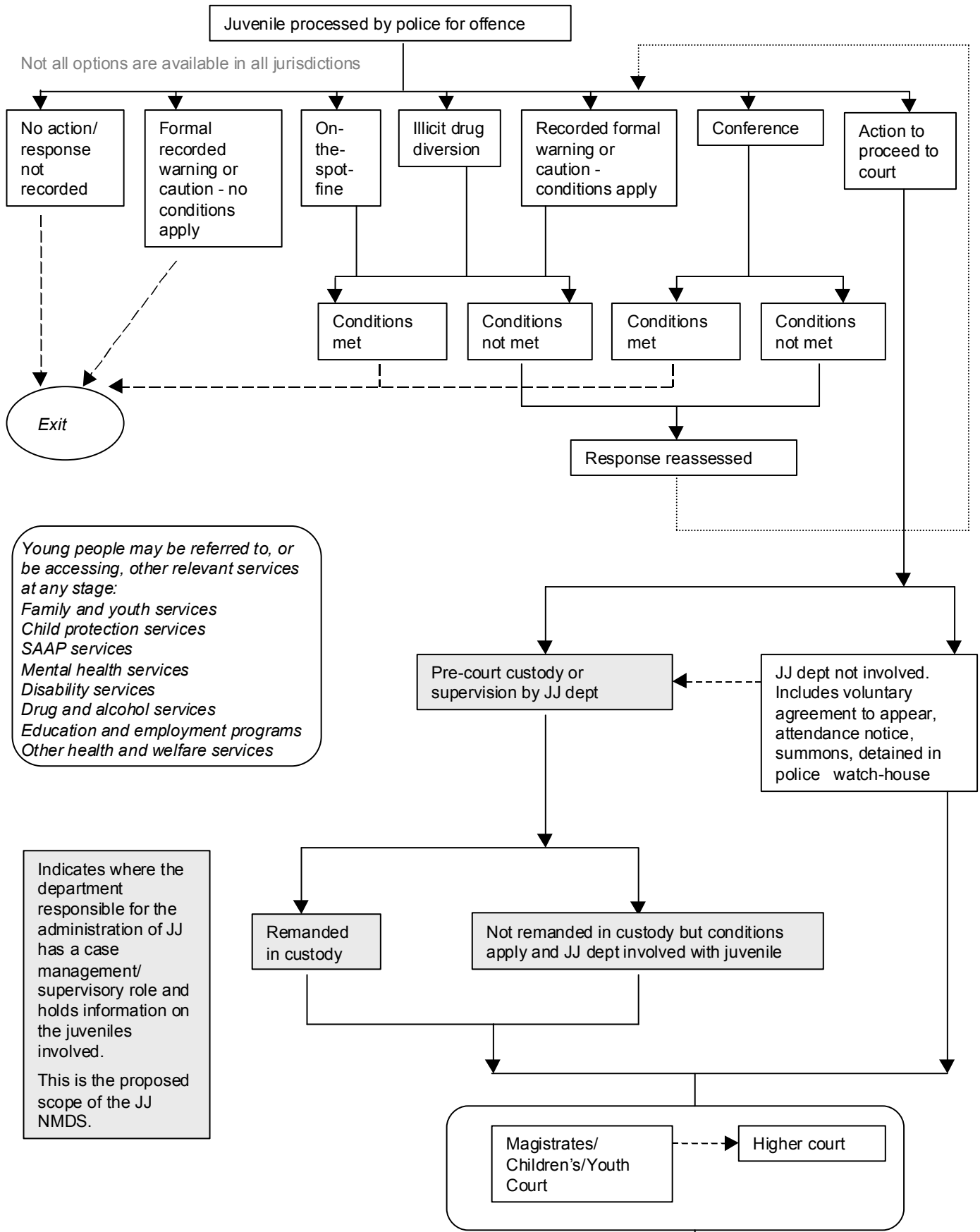


Figure 2 (continued): The juvenile justice system – generic flow chart

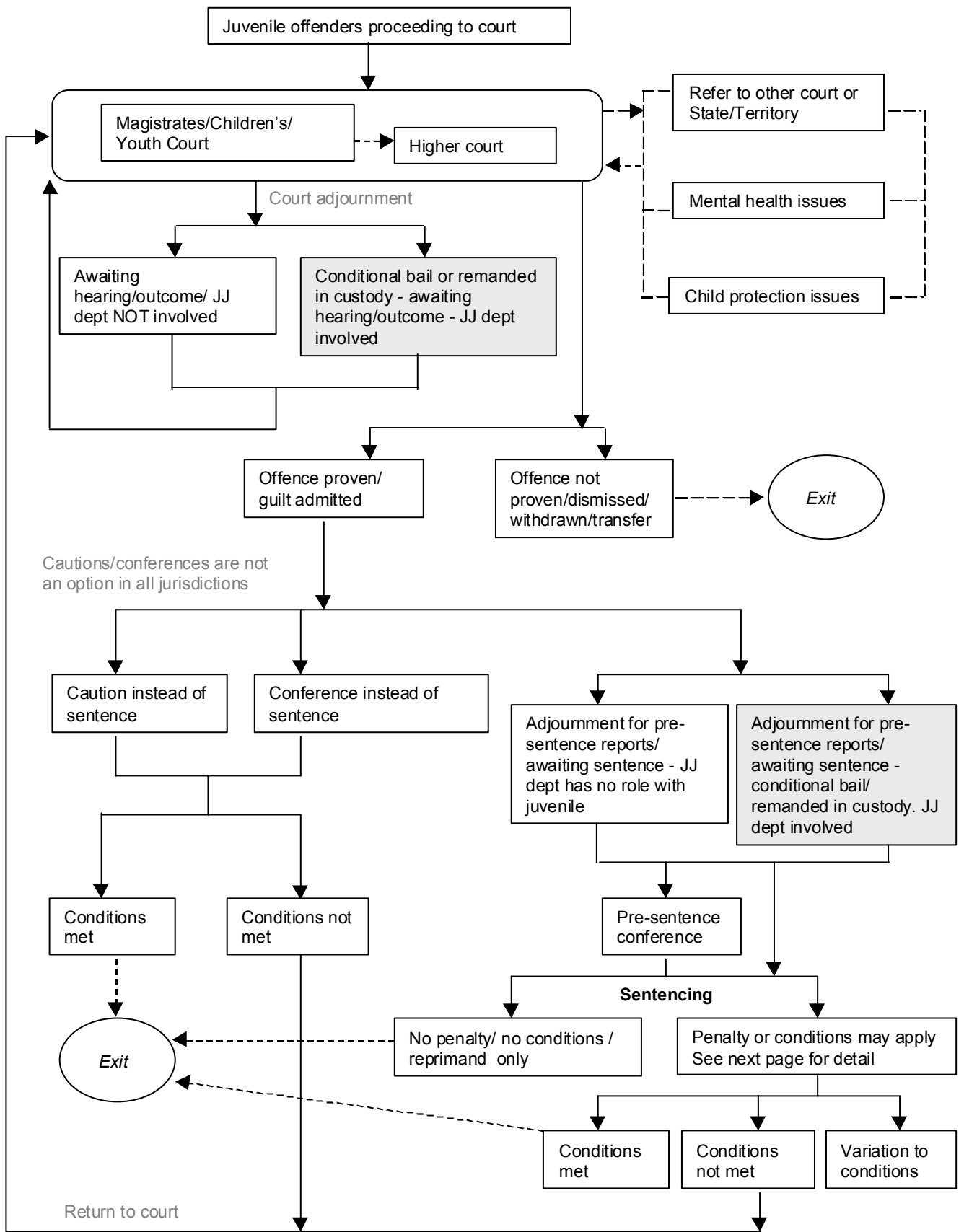
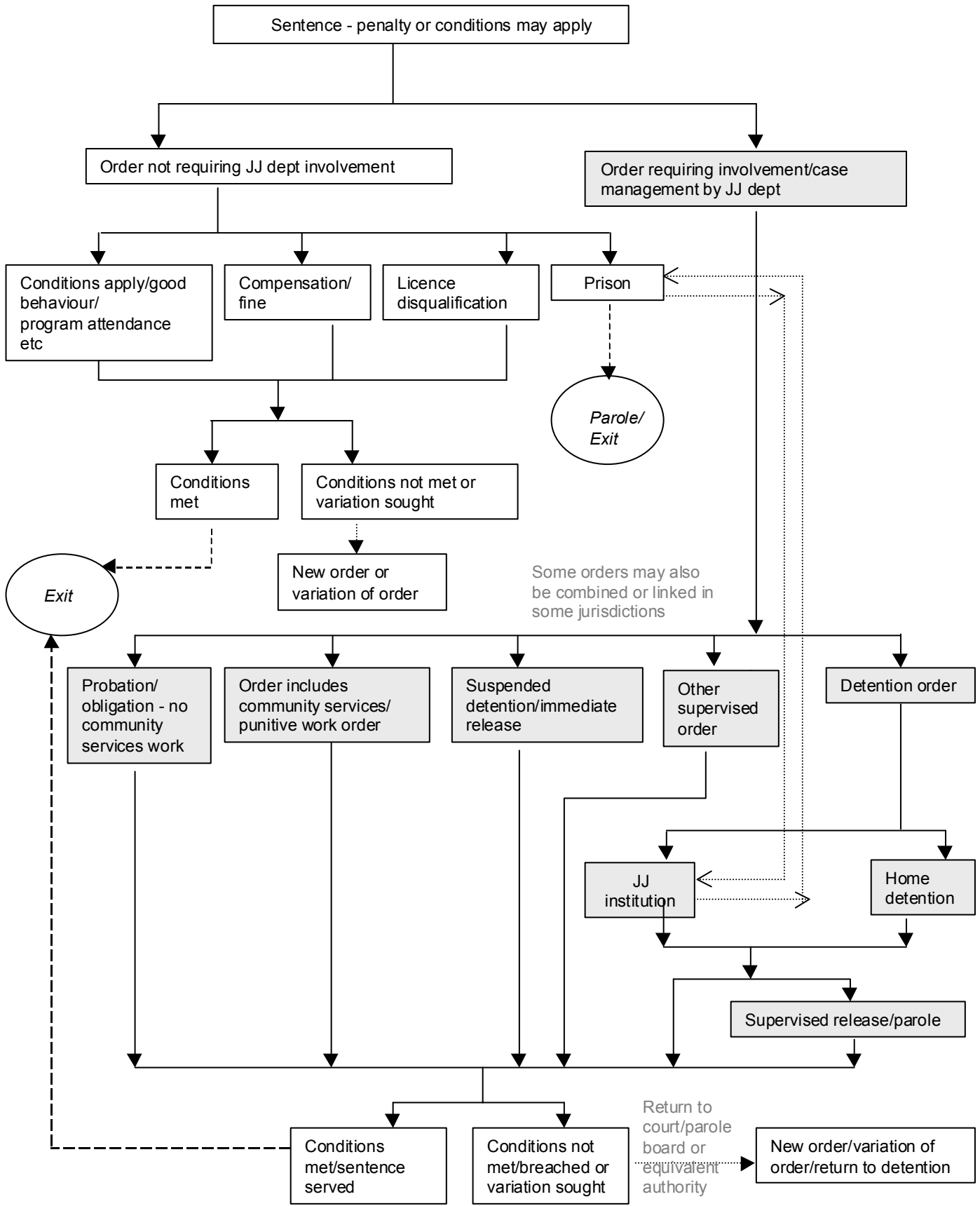


Figure 2 (continued): The juvenile justice system – generic flow chart



2.4.4 Establishment of a Reference Group

A Reference Group of nominated officers from each State and Territory department responsible for juvenile justice was established to facilitate contact between the AIHW and jurisdictions. This group of people were very important in furthering the development of the NMDS by providing information, arranging for the AIHW to meet with them and other relevant contact people from their jurisdiction, and by providing informed and useful comments and feedback to the AIHW. Most of this group also attended a workshop run by the AIHW in Canberra on 19 July 2000 to discuss and further the development of the JJ NMDS. A list of members of the Reference Group at September 2000 is given in Appendix A.

2.4.5 Consultations with stakeholders

Consultation with the key stakeholders in each jurisdiction and with the other main organisations involved with crime statistics was conducted in a number of different ways throughout the life of the project.

- Initially, the representatives from juvenile justice departments were contacted to provide information on the juvenile justice system in their jurisdiction and to provide comments on a draft flow chart devised by the AIHW.

Between February and May 2000 the AIHW visited each State and Territory to hold consultations regarding the development of the JJ NMDS. In each jurisdiction the AIHW met with the Reference Group member and other representatives from the department responsible for the administration of juvenile justice, the police, court staff in some jurisdictions and other relevant bodies such as the Crime Research Centre in Western Australia, and the Criminal Justice Commission (CJC) in Queensland.

The aim of these visits was for the AIHW to outline the project aims and objectives, to inform others about the project, to gain an understanding of the juvenile justice system and data in each jurisdiction and to determine stakeholders' requirements of the JJ NMDS. Discussions during these visits were very open, productive and constructive. In general, the juvenile justice departments were positive about working towards a national data collection, but emphasised that the focus should be on a minimum number of data items required for national reporting purposes. Concerns about the resourcing of a national collection and the work involved to change existing systems to meet nationally agreed standards were also raised by most jurisdictions. There were also concerns expressed by representatives from the juvenile justice departments that there were no agreed national performance indicators in the juvenile justice area or agreed areas of national interest on which to base the JJ NMDS. Currently there exist national quality standards for detention centres, and similar national standards for community services are being developed. However, these standards are not used for comparative purposes and are largely qualitative in nature.

The police with whom discussions were held also indicated an interest in the prospect of a national juvenile justice collection. It was clear that they were not, however, in a position to contribute nationally comparable information on juveniles at this stage.

- In the early stages of the project, meetings were also held with the other main organisations that have a key interest or involvement with justice data, including the National Centre for Crime and Justice Statistics of the ABS, the AIC and the Productivity Commission. The aim of these meetings was to inform these organisations of the project and the AIHW's role in the development of the NMDS, and to determine possible overlaps with work being undertaken elsewhere. All three organisations expressed an

interest in the development of national data on juvenile justice and were supportive of the project to develop a JJ NMDS.

- In June 2000 the first draft of the JJ NMDS, including juvenile justice issues identified as being of national importance, the data model and data items, was circulated to all juvenile justice departments, the AIC, the ABS and the Queensland CJC for comment. This first draft data model and the list of data items is provided in Appendix B.

In summary, the main comments from this round of consultation were:

- the NMDS should be kept to the minimum required to meet national requirements
 - the content of the NMDS should be determined by information needs at a national level, for comparative and national monitoring and reporting purposes
 - the development of national performance indicators for juvenile justice services should be undertaken and should be taken into account in determining the content of the NMDS
 - the development of the NMDS should be undertaken in manageable and achievable stages
 - the scope of the proposed NMDS needs to be substantially narrowed so that there is an achievable outcome from this project
 - issues concerning the costs and resources required to implement the NMDS will need to be resolved by jurisdictions
 - there is a need for greater information sharing between jurisdictions
 - contextual factors are very important from a research perspective
 - information on flows may be important as snapshot information can be subject to substantial fluctuations in some States and Territories
 - some way of measuring the extent to which clients use services should be incorporated.
- A workshop was convened by the AIHW in Canberra on 19 July 2000 to discuss the identified key national juvenile justice issues and the first draft. The workshop was attended by representatives from all juvenile justice departments except Western Australia and South Australia (who sent written advice in proxy), the AIC, the National Centre for Crime and Justice Statistics (ABS) and the Queensland CJC.

The workshop provided invaluable input to the project. Some of the main general decisions that emerged from the workshop were:

- in developing the NMDS there should be a clear differentiation between information requirements of a national priority and other information needs of the States and Territories and other interested parties
- there should be a clearly stated national purpose for including each specific data item in the NMDS
- a staged approach should be taken in developing the NMDS, beginning with core essential data items only
- incorporation of other data items should be undertaken in a planned way, and only if they are considered to be essential to meet national information needs.

To provide some criteria for determining which data elements would be considered of national relevance and 'core' data elements for the JJ NMDS, the workshop group revised the key juvenile justice issues that had been identified by the AIHW through discussions with stakeholders. It was recognised that the NMDS would not be the sole source of information for these key issues (particularly as they are very broad issues), but that the core data items should provide information to help shape decisions or discussion on one or more of these issues.

As a result of the discussions at the workshop and the comments provided before that meeting, the JJ NMDS data model and list of data items were refined. The number of data items was reduced considerably, in line with the decision of stakeholders to begin with core and essential data items of national significance. Most of the candidate data items that were excluded were considered to be either important at the State level but not nationally, or too problematic in terms of achieving comparability in definition for inclusion in the initial JJ NMDS.

The resulting revised list of data items (Draft 2 of the JJ NMDS) is provided in Appendix C.

- In late July 2000 the revised second draft of the JJ NMDS was circulated to all those who attended the workshop, as well as South Australia and Western Australia. Comments were sought on the list of issues, the data model, the data items considered to be essential to the NMDS, the definitions and data domains, and whether additional data items should be included in the NMDS. In addition, information was sought on the recording of start and end dates, to further refine the definition of a JJ episode and on the applicability of the data domain for Reason for intervention to each jurisdiction. The mapping of jurisdictions' orders and arrangements to the NMDS data item Reason for intervention is given in Appendixes D and E. Comments received in this round of consultation have been incorporated into the JJ NMDS Version 1.0, specified in this report.
- In addition to the close consultation with stakeholders on the content of the JJ NMDS, the AIHW has provided regular progress reports to the NCSIMG and presented a report on the project at the May 2000 meeting of the AJJA.

2.4.6 Identification of areas of national priority

The requirement or desire to monitor national performance indicators and national standards is often an important consideration in determining the scope and content of an NMDS. However, as stated previously, in the juvenile justice area these have not yet been developed at a national level.

As a result, one of the main early tasks for the AIHW in this project was to determine the key areas of national importance in the juvenile justice area. This was undertaken in part by asking the following questions of stakeholders: What is the purpose of the JJ NMDS? What are the issues of national significance or key interest in juvenile justice? What are the main issues that should be examined, compared and contrasted across jurisdictions?

From these discussions and the review of existing information (such as annual reports, performance indicators at the State level and in the adult justice area, literature and research papers) the AIHW drew up an initial list of key juvenile justice issues of national significance. This list was, as stated above, discussed and revised at the JJ NMDS workshop in July 2000, with the result shown in Box 1. This revised list was then used as a basis for determining which data elements would be retained in the second draft of the JJ NMDS,

bearing in mind the agreement at the workshop to keep the NMDS to a minimum number of core essential data items. Although it was recognised that not all these issues can be resolved by the JJ NMDS, particularly given the need for a manageable initial scope, the requirement for information to help shape decisions on these issues was a major factor in developing the initial JJ NMDS.

Box 1: Identified key juvenile justice issues – September 2000

The following have been identified as areas of key national interest in the juvenile justice area:

- *a measure of recidivism (such as repeat contacts with the juvenile justice department and repeat periods of detention)*
- *alternatives to detention (including cautioning, conferencing)*
- *juvenile justice clients and their characteristics*
- *offences – trends in the types and number of offences committed by juveniles*
- *sentences – trends and variations in the types of sentences served*
- *outcomes of juveniles in the system*
- *JJ institutions – size, location, programs offered, escapes, etc.*

2.4.7 Development of the data model, data items, definitions and domains for the JJ NMDS Version 1.0

The steps or processes outlined above in Sections 2.4.1 to 2.4.6 resulted in the development of a list of core data items for inclusion in the JJ NMDS and a simple data model indicating the relationships between those data items. The data model for the JJ NMDS Version 1.0 is illustrated in Figure 3 (p. 22) and a full description of data items in the JJ NMDS is given in the data dictionary section of this report (Section 4).

The following general principles were applied by the AIHW in developing the data items for the NMDS:

- national/international standards used wherever relevant
- collector burden minimised
- privacy of individuals respected
- data is appropriate to its purpose
- data definitions are clear, concise and comprehensive.

The JJ NMDS Version 1.0 contains only those data items considered essential to produce comparable national information on key issues of national significance. It includes data items to record information on the basic characteristics of juveniles under the supervision or case management of the juvenile justice department in each State and Territory and the reason for their involvement with the juvenile justice department. Other data items are required to facilitate the collection of information on an episode basis (i.e. Entry date, Exit date, Reason for intervention, Reason for exit).

The majority of jurisdictions have indicated that they consider these data items to be essential.

In developing data definitions and data domains the AIHW has been conscious of the need to facilitate the collection of juvenile justice data that is comparable not only across

jurisdictions but also with other relevant data collections. For example, comparability of standards will enable the comparison of juvenile justice data with relevant ABS population and crime data, to provide for much more meaningful analysis than if the data were examined in isolation. Comparability with definitions in other related data collections in the adult justice arena and community services data collections was also seen as a high priority.

In developing the data definitions and data domains for the data items in the JJ NMDS, the AIHW has drawn on existing standards from the ABS, the *National Community Services Data Dictionary Version 2* (AIHW 2000a) and those developed by data working groups for the Review of Commonwealth – State Service Provision (SCRCSSP 2000, NCAG 1999).

As with the list of data items, there has been consultation with all stakeholders on the data definitions and data domains during the development of the NMDS.

The AIHW has endeavoured to incorporate the comments of individual jurisdictions and other stakeholders, while at the same time focusing on the need to have data domains and definitions that will facilitate the collection of nationally consistent and comparable data.

2.4.8 Establishment of a national juvenile justice data dictionary

One of the expected outputs from this project was a data dictionary for juvenile justice. A data dictionary is a vehicle for specifying data collection standards and is a useful and necessary tool for enabling the collection of a national minimum data set. Essentially it describes the meaning of the information to be collected. Nonetheless, a data dictionary does not normally specify all the information necessary to conduct a data collection or specify the format in which the information is to be reported, as the reporting format may vary over time.

A data dictionary comprises data elements or data items. Each data element (such as date of birth) has a set of information or 'attributes' that explains more about that piece of information. Examples of attributes are the definition (what is it you want to know?), context (who wants to know it and why?), data domain (what is the range of possible answers?) and guide for use (which one of the possible answers should I use?).

The JJ NMDS Data Dictionary Version 1.0 consists of the core data items described and defined using a standard format or template endorsed by the NCSIMG. This standard format is based on ISO/IEC 11179 Specification and Standardisation of Data Elements – the international standard for defining data elements issued by the International Organisation for Standardisation and the International Electrotechnical Commission. This standard has been applied in the *National Community Services Data Dictionary* (AIHW 1998c, 2000a), the *National Health Data Dictionary Version 9.0* (AIHW 2000b) and other data dictionaries developed by the AIHW. The application of this international standard across data dictionaries in the health and community services fields adds to the completeness, integrity and consistency of data definitions and consequently to the quality and utility of national data definitions.

It is considered important that the initial version of the JJ NMDS data dictionary be viewed in conjunction with the other documentation provided within this report. As a result the data dictionary is included in Section 4 rather than created as a separate document.

3 Description of the JJ NMDS

Version 1.0

This section describes in detail the scope of the JJ NMDS Version 1.0 and provides a discussion of some of the more complex data items in the NMDS. The data items included in the NMDS have a 'draft' status as they have not yet been tested in the field. In addition, the comments provided by jurisdictions raised some issues that could not be resolved before the writing of this report. This section points out the areas for further development and clarification.

3.1 What is the purpose of the NMDS?

A national minimum data set (NMDS) is a minimum set of data elements agreed to be collected according to nationally set standards and definitions. The agreed common core of data elements is intended to meet national requirements for information, but does not preclude organisations from collecting additional data to meet their own specific needs.

Although the emphasis is on minimum, the JJ NMDS should have the potential to meet the requirements for national information in the juvenile justice area. There should be allowance for the development and inclusion of additional data items in the NMDS as resources and need determine.

Agreement from key stakeholders to the NMDS is the first step towards establishing a nationally comparable data collection on juvenile justice. The NMDS specifies agreed data items and the way in which information on those data items should be collected. It does not specify how that information should be collated at a national level to form a national collection, or how this national data should be reported or published. These are obviously crucial issues, and although they should be considered when developing the NMDS, they are somewhat secondary to the development of an NMDS. The AIHW has included recommendations on how to proceed to a national collection in this report.

3.2 Scope of the JJ NMDS

3.2.1 Scope of the JJ NMDS Version 1.0

The development of the JJ NMDS will be best achieved in the near future by having a scope that is clearly defined and manageable while still meeting the national information requirements of key stakeholders in juvenile justice. In addition, agreement to the NMDS will be more likely to occur if it engages those stakeholders who have a commitment to the project at this stage. Agreement on the NMDS is vital if this is to be further developed to a national data collection. It will also be more achievable if the first version of the JJ NMDS is constrained to those areas of intervention with juveniles where it is considered that there will be the greatest chance of achieving comparability of data in the immediate future.

The AIHW recommends a staged approach to development and implementation of the NMDS, beginning with a very clearly defined and tight scope. The exploration of future expansion to other key areas of juvenile justice should be a clear objective in the near future.

The scope of the JJ NMDS Version 1.0 includes those areas of juvenile justice where the State or Territory department responsible for juvenile justice has some case management or supervision role with a juvenile who has committed or is alleged to have committed an offence.

A juvenile justice client is defined as a person who has committed an offence or allegedly committed an offence whilst between the ages of at least 10 years and less than 18 years and who, as a consequence, is under the supervision of, or is case-managed by, a juvenile justice department.

The relevant juvenile justice departments are defined as those departments or areas of departments in each State and Territory that have the primary responsibility for the management of juvenile justice.

In September 2000 these were:

- Department of Juvenile Justice, New South Wales
- Department of Human Services, Victoria
- Families, Youth and Community Care Queensland
- Ministry of Justice, Western Australia
- Department of Human Services, South Australia
- Department of Health and Human Services, Tasmania
- Department of Justice and Community Safety, Australian Capital Territory
- Correctional Services, Northern Territory.

Under this definition the NMDS will include the following legal orders/arrangements or reasons for intervention:

- Pre-court – referred/ordered by police, including:
 - police arrest (or similar arrangement/order) where the juvenile is held in a juvenile justice remand/detention centre while awaiting a court appearance for allegedly committing an offence
 - other pre-court arrangements where the juvenile justice department is responsible for case management or supervision of the juvenile (e.g. where a juvenile is on supervised or conditional bail while awaiting a court appearance for allegedly committing an offence and where the juvenile justice department is responsible for case management or supervision of the juvenile).
- Pre-sentence supervision/case management by juvenile justice department – referred/ordered by court, including:
 - remand in custody in a juvenile justice remand/detention centre while awaiting a hearing, an outcome or sentencing, or while the court is adjourned for some other purpose; the court may be adjourned for a number of reasons including to obtain assessments on the youth, to gather further information, awaiting an outcome decision, awaiting a pre-sentence report
 - other pre-sentence arrangements or orders where the juvenile justice department is responsible for case management or supervision of the juvenile (e.g. where a juvenile is on supervised/conditional bail during court adjournment and where the juvenile justice department is involved with monitoring or supervising the juvenile).

- Sentence orders or arrangements that require the youth to:
 - report to the juvenile justice department on a regular basis
 - undertake community service work and/or developmental activity, either directly or indirectly under the supervision or case management of the juvenile justice department
 - meet certain conditions that are monitored by the juvenile justice department
 - be detained by the juvenile justice department either in a juvenile justice facility or in their home.

This includes probation, community service orders, immediate release or suspended detention orders, detention orders, and supervised release or parole.

The areas covered under this scope are shown in Figure 2 (p. 9) as shaded boxes. Figure 2 highlights the limited extent of the initial scope of the JJ NMDS Version 1.0, particularly when viewed in the context of the wider juvenile justice system. However, currently only very limited national information on juvenile justice exists and the first version of the JJ NMDS is an initial step to developing nationally comparable data in this field. There are eight States and Territories involved each with their own juvenile justice legislation, policies and practices. Within those States there are a number of different organisations with key roles – the police, the courts, the juvenile justice departments, adult justice departments and community services departments. Currently there is only limited comparability of juvenile justice information across these organisations within jurisdictions. To do this on a national basis will require a considerable amount of negotiation and consultation, resources and time.

The scope of JJ NMDS Version 1.0 is one that is considered realistic and achievable in the short term.

3.2.2 Police watch-house information and juveniles in adult prisons

At their meeting in May 2000 the AJJA endorsed the proposed scope as outlined above, but indicated an interest in expanding it to include juveniles in police watch-houses. The AIHW recognises that juveniles held in police watch-houses, along with juveniles held in adult prisons, should be included in a JJ NMDS to provide a full picture of youth held in any form of incarceration. However, the AIHW recommends that both be included in a later stage of development of the NMDS, rather than in Version 1.0.

The reasons for not including police watch-houses or youth in adult prisons in the JJ NMDS in its initial version are as follows:

- To limit the number of stakeholders to a manageable number and to those with some commitment to the project is important for the project to progress. Police watch-houses are the responsibility of the police in each jurisdiction and information on juveniles held in those watch-houses is collected by those organisations. Queensland is the only State where the department responsible for juvenile justice has a formal agreement with the police to provide them with information on those juveniles held in watch-houses. Similarly, information on juveniles in the prison system is held by separate departments or areas of the department in each jurisdiction, and is not readily accessible by the juvenile justice departments. Including the police watch-houses or juveniles in prison at this stage will add another group of stakeholders who as yet have no commitment to the development of a JJ NMDS. To consult and reach agreement on standard definitions with the police or the adult justice system in each jurisdiction will take some time.

- There are some definitional difficulties that will need to be resolved before including watch-house data items in the JJ NMDS. For example, whether all juvenile detainees held in a police watch-house are included – regardless of the length or period of time they are held – or only those detained overnight or for a certain length of time will need to be clarified. Are only those juveniles who then proceed to have further action taken against them included? Similarly, for juveniles in prisons there will need to be definitions developed that are acceptable on a national level.
- Discussion at the JJ NMDS workshop in July focused strongly on the need to have a staged approach to the JJ NMDS, beginning with a minimum set of core data items that could be comparably collected on a national basis to meet national information needs on juvenile justice. Once this core is established and agreed to, then expansion can occur in a managed way to include other key areas of interest. Inclusion of police watch-houses and/or juveniles in prisons could be a priority in developing the next version of the JJ NMDS.
- There is no agreement from all jurisdictions that watch-houses should be included in the scope of the initial JJ NMDS. The specific issue of inclusion of police watch-houses in the scope of the NMDS was discussed at the JJ NMDS workshop in July, and comments were provided by some jurisdictions in the follow-up period. Some jurisdictions clearly consider that it should be included to provide a full picture of juveniles being held in some form of incarceration and that interpretation of differences across jurisdictions would be aided by the inclusion of this information. Others have stated their opposition to its inclusion at this stage due to the complexities that this would impose in terms of another group of stakeholders that would need to be involved in agreement to the NMDS, and also the definitional issues surrounding police watch-house information.
- It is recognised that some jurisdictions and regions within jurisdictions use police watch-houses more than others do, and therefore the comparability of data on juveniles in remand/detention centres could be affected. To take account of this, the data element Reason for intervention is structured to collect information on juveniles who are being held before appearing in court (pre-court) separately from those in remand (pre-sentence) and those sentenced. This will facilitate the exclusion of instances where juveniles are held in remand or detention centres before court appearance, if that is deemed to be a reasonable way of ensuring greater comparability across jurisdictions.

Therefore, the AIHW recommends that incorporation of juveniles held in police watch-houses and juveniles in adult prisons into the JJ NMDS scope be undertaken in a later version. This will allow time for full consultation with police and the adult criminal system and to reach agreement on appropriate and meaningful data items and definitions.

However, if the AJJA are committed to the inclusion of youth in police watch-houses and the adult criminal system in the JJ NMDS Version 1.0 then there are a number of ways this can be done. AJJA members as a group could consult with the relevant organisations at a national level to gain their support and commitment to the process of developing nationally comparable definitions and for inclusion of particular data items and definitions relating to this information in the JJ NMDS. This consultation could also be undertaken at an individual State level if deemed more appropriate.

3.2.3 Future expansion of the JJ NMDS scope

Although it is recommended that the initial scope of the NMDS be restricted as specified above, exploring its expansion should be a clear objective in the near future. It is recognised that there are other key areas of the juvenile justice system, in addition to juveniles held in

police watch-houses and in prisons, which should also be incorporated in the JJ NMDS to provide a full picture of juvenile justice issues. In particular, the processes to divert juveniles from court (such as police cautioning and conferencing), court appearances, and non-supervised sentences are major omissions.

However, the AIHW recommends that this future expansion be undertaken only after the JJ NMDS Version 1.0 has been agreed to, tested and implemented fully. Any future expansion should be undertaken in a planned and staged manner and with regard to agreed areas of national priority.

3.3 The JJ NMDS Version 1.0 data model

A simple data model based on the above scope and information requirements is shown in Figure 3 (p. 22).

Two main components are shown in the model – the main part relates to the collection of information on juveniles within the scope of the NMDS, and the other part relates to the collection of information on juvenile justice correction institutions.

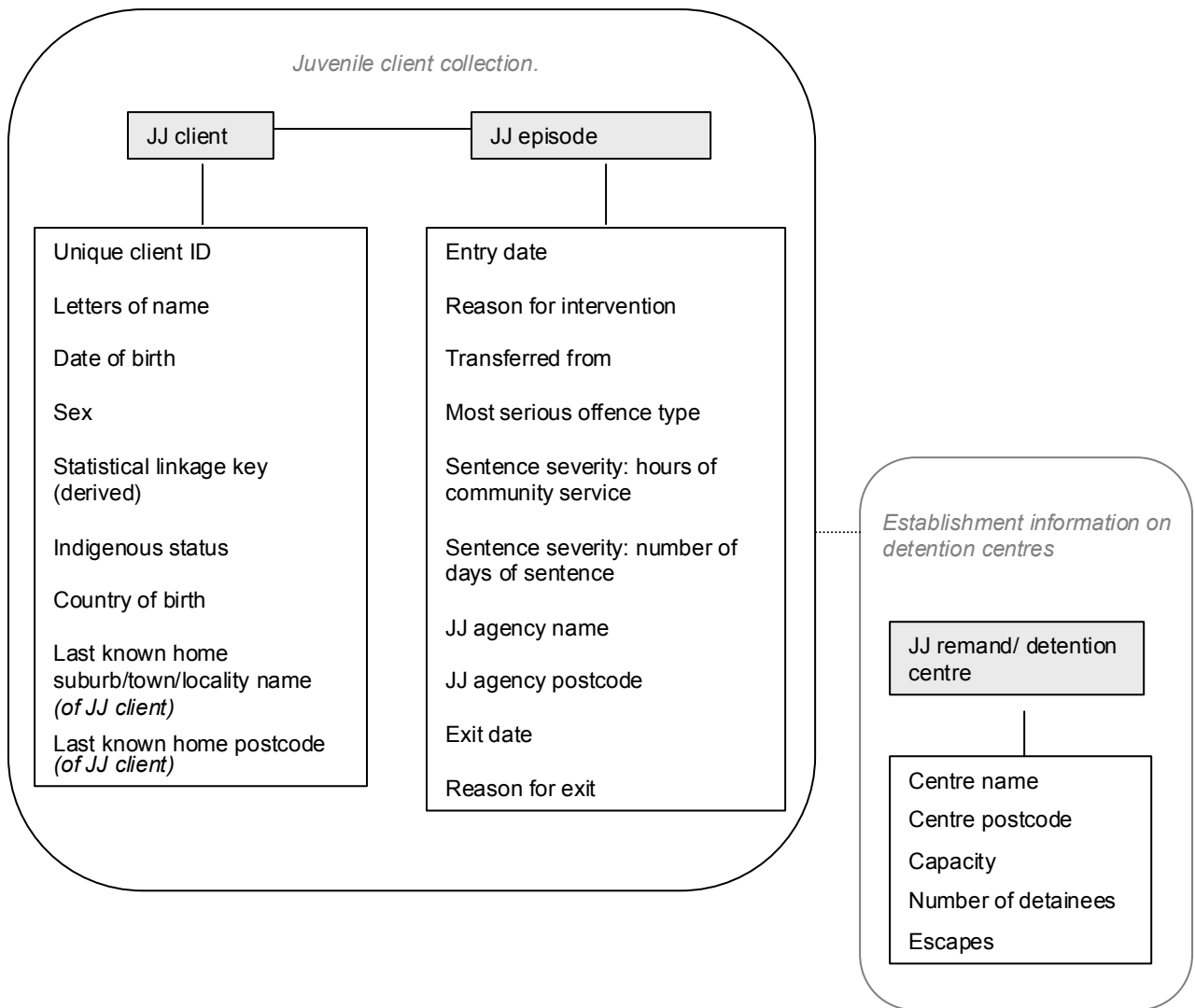
The data model and list of data items in the JJ NMDS Version 1.0 has been reduced significantly and modified from earlier drafts as a result of input from all jurisdictions and from discussion at the JJ NMDS workshop in July 2000 (see Appendixes B and C).

In the last round of consultation the only data items that were considered non-essential by the majority of jurisdictions were those aimed at measuring the cultural and linguistic characteristics of juvenile justice clients. Out of five potential measures, only two (Indigenous status and Country of birth) were considered essential by the majority of jurisdictions and retained in the JJ NMDS Version 1.0.

One additional data item has been included in the model since the workshop. Transferred from has been included in the JJ NMDS Version 1.0 to capture information on intrastate and interstate transfers of juvenile justice clients, and transfers from the adult to the juvenile system.

The data items included in the JJ NMDS Version 1.0 are discussed in more detail in Section 3.4.

Figure 3: JJ NMDS Version 1.0, data model, September 2000



3.4 Data items included in the JJ NMDS Version 1.0

Table 1 provides a list of data items included in the JJ NMDS Version 1.0.

These data items are labelled ‘draft’ as they have not yet been tested in the field. In addition, there are some issues that were raised by jurisdictions in the last round of feedback that could not be resolved before writing this report due to time constraints. A discussion of the main issues regarding the data items in the JJ NMDS Version 1.0 follows in Section 3.5.

Table 1: Data items included in the JJ NMDS Version 1.0

Data concepts	Data elements
Juvenile justice client collection	
JJ client	Unique client ID
	Letters of name
	Date of birth
	Sex
	Statistical linkage key (composite of other data elements)
	Indigenous status
	Country of birth
	Last known home suburb/town/locality name
	Last known home postcode
	JJ episode
Reason for intervention	
Transferred from	
Most serious offence type	
Sentence severity: hours of community service	
Sentence severity: number of days of sentence	
JJ agency name	
JJ agency postcode	
Exit date	
Reason for exit	
Juvenile justice institution collection	
JJ remand/detention centre	Centre name
	Centre postcode
	Juvenile justice remand/detention centre capacity
	Number of juvenile justice detainees
	Escapes

3.5 Discussion of specific data items

3.5.1 Juvenile justice client

The juvenile collection component of the JJ NMDS is client-focused. That is, it is designed to collect information on the juvenile justice clients who are within the scope of the JJ NMDS as outlined in Section 3.2. All State and Territory departments responsible for juvenile justice have client-focused data collections, with identifiers of some kind for each juvenile client who comes under their case management or supervision. A client-focused collection facilitates the collection of information on the client such as:

- their individual characteristics (age, sex, Indigenous status, where they were last residing)
- the reason for their involvement with the juvenile justice department (on remand, in detention, on a community service order, on parole)
- if sentenced, the most serious offence for which they have been found guilty
- the length of time to which they have been sentenced by the court or the number of hours of community service to which they have been sentenced
- their movements into and out of episodes of involvement with the juvenile justice department (entry and exit dates, transferred from, reason for exit).

The client is the focus of work undertaken by the juvenile justice departments and information systems of these departments are client-focused.

3.5.2 Reason for intervention

Reason for intervention is a crucial data item in the JJ NMDS and agreement on the definition is central to collecting national comparable information, regardless of the type of data collection (unit record, aggregate, snapshot, episode-based etc). Reason for intervention is defined as the legal order/arrangement that results in the juvenile being supervised or case-managed by the juvenile justice department.

This data item facilitates comparative analysis of the distribution of juvenile justice clients across intervention types (such as remand and detention) and, at the highest level, distinguishes between custodial and non-custodial sentences. It also allows for comparison of the types of sentences imposed with other client variables such as age, sex, Indigenous status and geographic location indicators. In addition, as it is structured into pre-court, pre-sentence and sentenced, it allows for flexibility in analysis and in comparisons across jurisdictions. For example, due to different State practices in the use of police watch-houses, it may be decided that the juveniles held in detention/remand centres before court are excluded for comparative purposes. The data domain allows for this.

The data domain for Reason for intervention is hierarchical with three main divisions (pre-court, pre-sentence and sentenced). The first two are then split further (basically along the lines of held in custody/not in custody). The third is split to reflect the main types of sentences in each jurisdiction (probation or similar order, sentence requiring community work and/or developmental activity, immediate release or suspended detention orders, home detention, detention, parole or supervised release, other sentence orders requiring juvenile justice department supervision or case management).

The data domain was discussed in some detail at the juvenile justice workshop in July. Victoria proposed an alternative split of community/custody. However, there was general agreement at the workshop to retain in general the data domain proposed by the AIHW as it provided a logical progression of intervention, was appropriate for collection purposes, provided for differentiation between custodial and non-custodial orders/arrangements and provided flexibility for reporting purposes. It was agreed that the data may be aggregated for national reporting purposes.

In the final round of input requested from jurisdictions in August 2000, the AIHW asked each to map their own systems to the proposed data domain of Reason for intervention to ensure that each could meet the specifications without major problems. Appendixes D and E provide State and Territories input on this issue. Generally, from comments received, most jurisdictions could readily map to the data domain. However, Western Australia and Victoria indicated that they could not or did not wish to separate probation from community service orders. It may be possible to combine the probation and community service categories if there is a problem among jurisdictions in splitting these two types of orders. This alternative could be tested in the field test recommended by the AIHW as the next step in the process of developing the JJ NMDS. Queensland also suggested the testing of additional codes to cater for combined orders.

3.5.3 Juvenile justice episode

The JJ NMDS Version 1.0 includes data items on the movement of juveniles into and out of the juvenile justice departments 'control' or 'management' (entry or admission dates and exit or discharge dates). Juvenile justice departments in all jurisdictions record the date a juvenile becomes their responsibility (in one way or another) and the date they are no longer their responsibility. All jurisdictions also record in some way the reason for that juvenile being involved with the department (e.g. on remand, in detention, on a community service order, on parole). They also record other information related to that particular period when the juvenile is their responsibility (e.g. in which detention centre is the juvenile located, which unit of the department has responsibility for case management, when is the juvenile due for release). Most of the jurisdictions also record information on the offence that led to the admission of the juvenile and the number of hours of community service he or she has been sentenced to.

Although there is considerable commonality among jurisdictions in the recording of episodes of involvement with juveniles, there are still a number of issues to resolve regarding the definition of episodes in the JJ NMDS Version 1.0. In particular, some further investigation is required to ensure that there is no ambiguity about the recording of an entry and an exit from an episode. Field testing will assist this process enormously and highlight inconsistencies in understanding and applicability of the standards across jurisdictions.

Description of episodes in the JJ NMDS Version 1.0

In the JJ NMDS Version 1.0 an episode is a generic term to describe a period of involvement of a juvenile with the juvenile justice department, under the specific legal orders/arrangements defined under Reason for intervention. Each episode will have particular attributes or characteristics that are associated with that particular episode, e.g. Reason for intervention, Most serious offence type, JJ agency suburb, town, locality name.

Entry and exit events

Each different type of intervention listed in the data domain of Reason for intervention is considered as a discrete JJ episode. Each episode is delineated by an entry event and an exit event. An episode will begin when a juvenile comes under the supervision or case management of the juvenile justice department in one of the types of intervention outlined in Reason for intervention (entry). The episode will finish when this particular type of intervention is completed or finalised for some other reason (exit).

Return to court

During an episode (particularly when on remand awaiting a court outcome) a client may return to court once or a number of times in relation to the same offence(s), and have their legal arrangement or order extended for a further period. If there is no discharge of the arrangement or order or no change in the legal status of the client or to the other conditions imposed by the legal arrangement or order, then a return to court will not constitute a separate episode. For example, where a juvenile justice client is on remand awaiting a hearing, the court may postpone the hearing several times, during which time the legal status and circumstances of the juvenile do not change. This period of remand would be considered one continuous episode.

However, a change in the type of intervention would result in a new episode. For example, if the court changed the place of detention from a detention centre to detention at home, then this would constitute a change in episode. Similarly, a change from a detention order to a supervised release order would also constitute a new episode.

Place of detention or remand

If a juvenile is in a detention/remand centre (on remand or detention) a change in the place of remand or detention of the juvenile from one centre to another should be treated as a change in episode, if the move involves re-admission. That is, if the juvenile is discharged from one centre and re-admitted to the other, then this should be counted as the end of one episode and the beginning of another. Thus there would be two episodes recorded, one ending on the same day as the next commences, with the type of intervention for both being 'detention' and the reason for exit being a transfer. This will allow accurate counts of juveniles in particular remand/detention centres and the examination of possible differences in service provision/outcomes and so on across centres.

If the juvenile is moved within units of the same detention centre and there is no discharge or re-admission, then this should be considered one continuous episode.

Leave

Where a juvenile justice client is granted leave from a detention centre for a short period, this leave does not constitute a break in the episode unless the legal arrangement or order has been discharged, breached or changed.

Escapes

Escapes should not be considered as resulting in an exit from an episode if the juvenile is absent for less than 7 days, and if, on return the juvenile's type of intervention, legal status and location has not changed. If there is a change in type of intervention or location, or if the juvenile is absent for 7 days or more, then an escape should be counted as a discharge and end of an episode counted from the day of escape. If the juvenile returns after 7 days then this will constitute a new admission with the date of return as the date of admission.

Multiple contiguous legal orders/arrangements

A juvenile may have multiple episodes that relate to the one offence or group of offences. For example, he or she may first enter on supervised bail awaiting a court hearing for a particular offence or offences. He or she may then be found guilty and be sentenced by the court to a period of detention. After the detention period is served, the juvenile then may serve another period on parole. Each of these periods constitutes separate episodes, i.e. three in all.

One legal order/arrangement may directly follow another. For example, on 21/05/2000 a juvenile may exit a period of detention and on 21/05/2000 enter a period of parole. These would be counted as two episodes as they are different types of interventions and therefore an entry and exit date can be clearly identified. If the Reason for intervention that follows is the same type as that which immediately preceded it (e.g. one detention period immediately following another detention period) then these will be recorded as one episode.

Multiple concurrent legal orders/arrangements

A juvenile may have concurrent interventions. Ideally each of these should be recorded separately. However, some jurisdictions indicated that they could not record these separately if they are of a similar type of intervention (e.g. two detention sentences, or a detention and a remand). If the concurrent episodes are of a different type (e.g. a detention sentence and a community services order), then both should be distinguished and recorded.

Why the episode concept is included in the JJ NMDS Version 1.0

The advantages of an episode-based collection are considerable. The most obvious and compelling of these is that it provides for the collection of information on the flows of juveniles from one form of 'intervention' to another, and into and out of the juvenile justice system over time. Length of time that juveniles spend in the juvenile justice system can best be measured through the collection of episode-based data. It provides the flexibility to report point in time, or snapshot information, at any point during the year. Episode-based information provides flexible building blocks that can be amalgamated in various ways for different purposes.

Episode-based collections are well established in the community services and health sectors, such as in collections on mental health, drug and alcohol services, hospital morbidity, aged care, disability and crisis accommodation. They allow for the collection of information about the range and length of care or service that the client receives or is provided.

One of the main issues of interest in the juvenile justice area is recidivism, i.e. repeat periods of detention or community service. That this was an issue of national interest was agreed at the JJ NMDS workshop in July. To obtain any information that will aid discussion on this issue requires the collection of episode-based information.

3.5.4 Transferred from

Transferred from is an additional data item included in the JJ NMDS after the round of input from jurisdictions in August. It is required to record the movement of clients into the system by transfer from prison or interstate, and the transfer from one detention centre to another within the same jurisdiction. Reason for exit records those clients who transfer out of the State or into prison, or are transferred to another centre. As with all the data items, this will need to be fully tested in a field test before implementation.

3.5.5 Most serious offence type

The type of offences committed by juveniles and the trends in these over time were recognised as key issues of national interest by stakeholders and considered essential for inclusion in the JJ NMDS Version 1.0 by most.

At the JJ NMDS workshop there was agreement that 'the most serious' should be recorded, rather than 'all' offences. The Queensland ranking of 'most serious' was to be considered to determine its appropriateness for application at the national level. Comments received in the last round of input suggest that most jurisdictions consider the Queensland ranking to be too detailed for a national collection and inappropriate for some States and Territories. The alternative suggested by the ABS is to use the Australian Standard Offence Classification (ABS 1997) at the subdivision level to rank offences in terms of 'most serious'. This option seems to be reasonably well accepted by jurisdictions.

The other issue is whether to record the offence for all juveniles, regardless of whether they have been sentenced or not. To simplify the ranking, it is proposed in the initial JJ NMDS that 'most serious offence' be recorded only for those episodes involving a sentence, either custodial or non-custodial.

3.5.6 Reason for exit

Reason for exit is to be recorded at the end of each Juvenile justice episode to provide information on why that episode ended, and in some cases why the next episode immediately following began. Did the juvenile fulfil the obligations, was it 'written off', did the juvenile breach or die etc. Most jurisdictions agreed that a description of the circumstances surrounding the end of an episode is essential to understanding the nature of a client's involvement with a juvenile justice department.

Additional codes may be required, as suggested by Tasmania and Queensland in their comments on various drafts, to include various types of breaches, contraventions and reviews. These codes and definitions should be developed in consultation with other jurisdictions before field testing.

3.5.7 Statistical linkage key

The JJ NMDS Version 1.0 contains a statistical linkage key made up of information already collected by each jurisdiction. It consists of a subset of client's letters of name, sex and date of birth. While the Unique Client ID will allow for linkage of information on juveniles within a jurisdiction over episodes and time, the aim of the Statistical linkage key is to facilitate linkage across jurisdictions (to take account of interstate movement) and to associated collections. In addition, the statistical linkage key will enable the linkage of juveniles on community service sentences and custodial sentences in Western Australia. Western Australia currently cannot link the two areas as the systems are separate and a different identifier is recorded in each.

The linkage key is designed for statistical linkage only, not for the tracking of individuals. As a result, 100% accuracy of record linkage is not essential. Sufficient accuracy to allow statistically valid conclusions to be drawn is all that is needed.

The AIHW has considerable experience in data linkage, particularly with health and aged care, crisis accommodation and disability services data. The linkage key proposed for the JJ NMDS Version 1.0 is that used in other community services collections (e.g. the Home and Community Care and Commonwealth/State Disability Agreement minimum data sets).

Further testing of the linkage key should be undertaken as part of the field test.

3.5.8 Cultural and linguistic indicators

Originally the AIHW proposed four candidate data items for inclusion in the JJ NDMS as indicators of potential disadvantage related to cultural and linguistic diversity (Indigenous status, Country of birth, Main language other than English spoken at home and Proficiency in spoken English). These were based on the ABS recommended standard and included in the *National Community Services Data Dictionary Version 2* (AIHW 2000a).

Indigenous status is accepted by all jurisdictions as essential, and it is accepted that the national standard should be followed to allow comparison with other data collections and population estimates.

At the JJ NMDS workshop in July 2000 there was general agreement that some indicator of cultural background or cultural group was required. However it was also agreed that the three indicators proposed (other than Indigenous status) were inadequate, or very difficult to collect. Ancestry was proposed by some as an alternative data item.

In the comments received after the workshop, only Country of birth was considered essential by most jurisdictions. Main language other than English spoken at home and Ancestry were considered essential by only three of the jurisdictions and Proficiency in spoken English was not considered essential by any jurisdiction.

As a result the AIHW recommends that only Indigenous status and Country of birth be included in the JJ NMDS Version 1.0 and that alternatives be explored for inclusion in a future stage of development.

The National Community Services Data Committee and Information Management Group should be informed of the difficulties with implementing the ABS recommendation in the juvenile justice area.

4 JJ NMDS Data Dictionary

Version 1.0

4.1 Format of the data dictionary

The JJ NMDS Data Dictionary Version 1.0 provides a full description of data items in the initial version of the JJ NMDS. As described in Section 2.4.9, the presentation of data element descriptions is according to a standard format or template endorsed by the NCSIMG and applied in the *National Community Services Data Dictionary Version 2* (AIHW 2000a), the *National Health Data Dictionary Version 9.0* (AIHW 2000b) and other data dictionaries developed by the AIHW.

The standard rules applied to each data element definition are designed to ensure that each is clear, concise, unambiguous, comprehensive and provides sufficient information to ensure that all those who collect, provide, analyse and use the data, clearly understand its meaning. An illustration of how the format is used to define a particular data item in this dictionary is shown in Box 2.

Box 2: The data dictionary format or template

The data dictionary template is a format for presenting data definitions in a standard, concise and useful manner. It requires a particular process to be followed when defining a discrete piece of information. The process is basically about answering certain key questions about the information.

<i>What is it that you want to know about?</i>	DEFINITION
<i>Who wants to know it and why?</i>	CONTEXT
<i>Is it the most recent information?</i>	ADMIN. STATUS & DATA ELEMENT VERSION NO.
<i>What is the range of possible answers?</i>	DATA DOMAIN
<i>How are the answers coded?</i>	DATA TYPE
<i>Which one of the possible answers should I choose?</i>	GUIDE FOR USE
<i>How and when should this information be obtained?</i>	COLLECTION METHODS
<i>What other information is connected to this information?</i>	RELATED DATA
<i>Where did this definition come from?</i>	SOURCE DOCUMENT & SOURCE ORGANISATION
<i>What else do I need to know to understand this definition?</i>	COMMENTS

Source: National Community Services Data Dictionary Version 2 (AIHW 2000a)

There are two distinct data types included within the JJ NMDS Data Dictionary Version 1.0: data concepts and data elements. Data concepts are included to clarify the concepts forming the basis of related data elements within the data dictionary. They have no reporting requirement, but define the higher level concepts that many of the individual data elements describe. Dictionary entries for data element concepts are presented in a more limited format than other data elements.

Data elements included within the data dictionary specify particular pieces of information that need to be collected and reported as part of the JJ NMDS collection.

The data dictionary contains a total of three data concepts and twenty-four data elements, as listed below.

4.2 Data definitions

This section contains the data definitions of the individual data items included in the initial Juvenile Justice NMDS. These definitions should still be considered draft as they have not yet been tested in the field. Following is a list of data items in order of their appearance in the data dictionary.

Juvenile justice client collection

Juvenile justice client (*data concept*)

Unique client ID

Letters of name

Date of birth

Sex

Statistical linkage key

Indigenous status

Country of birth

Last known home suburb/town/locality name

Last known home postcode

Juvenile justice episode (*data concept*)

Entry date

Reason for intervention

Transferred from

Most serious offence type

Sentence severity: hours of community service

Sentence severity: number of days of sentence

Juvenile justice agency name

Juvenile justice agency postcode

Exit date

Reason for exit

Juvenile justice institution collection

Juvenile justice remand/detention centre (*data concept*)

Centre name

Centre postcode

Juvenile justice remand/detention centre capacity

Number of juvenile justice detainees

Escapes

Juvenile justice client

Admin. status: DRAFT

Identifying and definitional attributes

Data element type: DATA CONCEPT

Definition: A person who has committed an offence, or allegedly committed an offence, whilst between the ages of at least 10 years and less than 18 years and who, as a consequence, is under the supervision of, or is case managed by, a juvenile justice department.

Context: The Juvenile justice client is the focus of the work undertaken by juvenile justice departments. There is considerable interest in the services provided to clients and the outcomes of these clients.

Relational attributes

Related data:

Administrative attributes

Source document: Developed for the JJ NMDS Version 1.0

Source organisation: Australian Institute of Health and Welfare
Australasian Juvenile Justice Administrators

Comments: The relevant juvenile justice departments at September 2000 are:

- Department of Juvenile Justice, New South Wales
- Department of Human Services, Victoria
- Families, Youth and Community Care Queensland
- Ministry of Justice, Western Australia
- Department of Human Services, South Australia
- Department of Health and Human Services, Tasmania
- Department of Justice and Community Safety, Australian Capital Territory
- Correctional Services, Northern Territory

Juveniles in adult prison and those held in watch-houses are beyond the scope of the initial development stage of the JJ NMDS. The AIHW recommends, however, that these juveniles be included in Version 2 of the JJ NMDS. The reasons for exclusion initially relate to the complexities associated with obtaining agreement on national definitions and standards on these areas of juvenile justice. To incorporate these areas will involve, in most jurisdictions, negotiations with another range of stakeholders – the police and adult justice system.

In addition, although it is recognised that these areas are important to give a fuller picture, there are also substantial definitional issues to be resolved.

Unique client ID

Admin. status: DRAFT

Identifying and definitional attributes

Data element type: DATA ELEMENT

Definition: A code that uniquely identifies a juvenile justice client within a State and Territory.

Context: The Unique client identifier is required to facilitate the examination of flows of juveniles into and out of the system over a period of years and the linkage of episodes over time within a jurisdiction.

Relational and representational attributes

Datatype: Alphanumeric *Representational form:* Code

Field size: *Min:* 3 *Max:* Variable *Representational layout:* NNN...N
or
NAA...A

Data domain: A code consisting of a State and Territory identifier followed by a varying number of characters, depending on the State and Territory.

A State and Territory identifier should be the first character of the ID, according to the following ABS standard:

- 1 New South Wales
- 2 Victoria
- 3 Queensland
- 4 South Australia
- 5 Western Australia
- 6 Tasmania
- 7 Northern Territory
- 8 Australian Capital Territory
- 9 Other Territories (i.e. Cocos (Keeling) Islands, Christmas Island and Jervis Bay Territory)

Guide for use: Each client is to be assigned a unique client ID by the juvenile justice department that will be retained by the juvenile and will remain unique to that client through time. The first character of the ID code indicates the State or Territory of the juvenile justice department responsible for the juvenile. Subsequent characters may be alphabetical or numeric and the number of characters may vary between States and Territories. However, within each State and Territory, each client should be identified by a code using a consistent format.

Collection methods: The identifier should be assigned by the State or Territory juvenile justice department when the juvenile first comes under the department's control or supervision. The client should retain the same unique identifier across episodes and across time.

This data element should be recorded for each juvenile justice client on entry to each Juvenile justice episode.

Related data: Juvenile justice client

Administrative attributes

Source document: Developed for the JJ NMDS version 1.0.

Source organisation: Australian Institute of Health and Welfare
Australasian Juvenile Justice Administrators

Comments:

For example, if a client's name is Ann Farr, then the letters of name field would be AR2NN. If it was Jo Hua, then the letters of name field would be UA2O2.

If a client's surname is missing altogether the number 9 should be recorded for all three spaces associated with the family name/surname and not the number 2. Similarly, if the person's first name is missing altogether, '9's should be substituted for the two spaces associated with the First given name.

A number (rather than a letter) is used for such substitutions to clearly indicate that an appropriate corresponding letter from the person's name is not available.

In some cultures it is traditional to state the family name first. To overcome discrepancies in recording/reporting that may arise as a result of this practice, the client should be asked to specify their first given name and their family name or surname separately. These should then be recorded as First given name and Family name/surname as appropriate, regardless of the order in which they may be traditionally given.

Collection methods: Young people may have numerous aliases. The verified name or primary name by which the juvenile is recorded in the juvenile justice department's records is to be used in this instance.

This element should be recorded for each client on entry to each Juvenile justice episode.

Related data: Used in composition of Statistical linkage key.

Administrative attributes

Source document: *Home and Community Care Data Dictionary version 1.0*

Source organisation: Australian Institute of Health and Welfare

Comments: To ensure consistency, Family name/surname and First given name should be recorded in accordance with the national standards as provided in the *National Community Services Data Dictionary Version 2*.

Further clarification of this data item may be required to determine which name of the client should be used as the basis for recording this data item (e.g. verified or preferred name).

Date of birth

Admin. status: DRAFT

Identifying and definitional attributes

Data element type: DATA ELEMENT

Definition: The date of birth of the juvenile justice client

Context: This data element is necessary for determining the client's age for comparative and demographic purposes. Date of birth may also be combined with the data elements Letters of name and Sex to construct a statistical linkage key for each individual juvenile justice client. This key will enable the linkage of juvenile justice data across jurisdictions, over time and with other relevant databases (if and when required and privacy principles allow).

Relational and representational attributes

Datatype: Numeric *Representational form:* Date

Field size: *Min:* 8 *Max:* 8 *Representational layout:* DDMMYYYY

Data domain: Valid date to be recorded as DDMMYYYY

Guide for use: This data element should always be recorded as an 8-digit valid date comprising day, month and year. Year should always be recorded in its full 4-digit format. For days and months with a numeric value of less than 10, leading zeros should be used to ensure that the date contains the required 8 digits. For example, for a person born on 1 July 1985, the date of birth would be recorded and reported as 01071985.

If the actual date of birth is not known or cannot be obtained, provision should be made to collect or estimate age (in years) and a date of birth derived from this age using 0101 as DDMM if only the year is known. The actual or estimated year of birth should then be converted to an estimated date of birth according to the following convention: 0101YYYY, where YYYY is the estimated year of birth.

Collection methods: Young people may have numerous dates of birth recorded. The verified date of birth or primary date of birth recorded in the juvenile justice department's records is to be used in this instance.

This data element should be recorded for each client on entry to each Juvenile justice episode.

Related data: Used in composition of the statistical linkage key.

Administrative attributes

Source document: National Community Services Data Dictionary Version 2.

Source organisation: National Community Services Data Committee

Comments:

Sex

Admin. status: DRAFT

Identifying and definitional attributes

Data element type: DATA ELEMENT

Definition: The biological sex of the juvenile justice client.

Context: This data element is for the demographic analyses of clients and their characteristics (e.g. patterns of offences, types of interventions). The sex of the client may also be used in conjunction with Letters of name and Date of birth to construct a Statistical linkage key.

Relational and representational attributes

Datatype: Numeric *Representational form:* Code

Field size: *Min:* 1 *Max:* 1 *Representational layout:* N

Data domain:
1 Male
2 Female
9 Not stated/unknown (not for use in primary data collections)

Guide for use: The coding for this data element is based on the biological distinction between male and female. Where uncertainty exists about the sex of the client, the sex to be recorded is to be based on the sex nominated by the client or on the observations/judgement of the interviewer.

Code 9 should be used only for reporting purposes and not included on primary collection tools (such as forms).

Collection methods: This data element should be recorded for each client on entry to each Juvenile justice episode.

Related data: Used in the composition of the Statistical linkage key.

Administrative attributes

Source document: *National Community Services Data Dictionary Version 2.*

Source organisation: National Community Services Data Committee

Comments: The *National Community Services Data Dictionary Version 2* includes another level in the data domain to be consistent with the *National Health Data Dictionary*. Category 3 (indeterminate sex) is included in the *National Health Data Dictionary* primarily for the collection of perinatal information

Statistical linkage key

Admin. status: DRAFT

Identifying and definitional attributes

Data element type: COMPOSITE DATA ELEMENT

Definition: A code that facilitates the bringing together or linking of two or more records believed to belong to the same individual.

Context: The linkage key is an important data element as it may be used for the linkage of episodes over time, for linking clients across jurisdictions and potentially for linkage to other related data collections. It is for statistical linkage purposes only, not for case management or the tracking of individual juveniles.

Relational and representational attributes

Datatype: Alphanumeric *Representational form:* Code

Field size: *Min:* 14 *Max:* 14 *Representational layout:* AAAAADD
MMYYYYN

Data domain: To be recorded as: AAAAADDMMYYYYN
Where:

- AAAA is Letters of name
- DDMMYYYY is Date of birth
- N is Sex

Guide for use:

Collection methods: The linkage key is derived from a combination of information recorded about each client. It may be constructed by the data providers or at the point of national collation of reported data.

Related data: A composite of Letters of name, Date of birth and Sex.

Administrative attributes

Source document: Home and Community Care Data Dictionary Version 1.0.

Source organisation: Australian Institute of Health and Welfare

Comments:

Indigenous status

Admin. status: DRAFT

Identifying and definitional attributes

Data element type: DATA ELEMENT

Definition: An Aboriginal or Torres Strait Islander is a person of Aboriginal or Torres Strait Islander descent who identifies as an Aboriginal or Torres Strait Islander and is accepted as such by the community in which he or she lives.

Context: The accurate collection of this information is particularly relevant given the reported over-representation of Indigenous youth in juvenile justice detention centres and in juvenile justice in general. Collection according to the ABS standards will facilitate comparison with population figures for Indigenous and non-Indigenous Australians (to calculate comparative rates of involvement in juvenile justice, for example).

Relational and representational attributes

Datatype: Numeric *Representational form:* Code

Field size: *Min:* 1 *Max:* 1 *Representational layout:* N

Data domain:

- 1 Aboriginal but not Torres Strait Islander origin
- 2 Torres Strait Islander but not Aboriginal origin
- 3 Aboriginal and Torres Strait Islander origin
- 4 Neither Aboriginal nor Torres Strait Islander origin
- 9 Not stated/inadequately described (not for use in primary data collections)

Guide for use: Category 4 includes any person who is not of Indigenous Australian origin. South Sea Islanders should be coded under this category.

Collection methods: The standard question for Indigenous status is as follows:
Are you (Is the person) of Aboriginal or Torres Strait Islander origin?
(For persons of both Aboriginal and Torres Strait Islander origin, mark both 'Yes' boxes.)

No...
Yes, Aboriginal...
Yes, Torres Strait Islander...

It is strongly recommended that this question be asked directly wherever possible. It can also be used in circumstances where a close relative or friend is answering on behalf of the client.

When the client is not present, the person answering for them should be in a position to do so, i.e. this person must know the client about whom the question is being asked well and feel confident to provide accurate information about them.

This question should always be asked even if the person does not 'look' of Aboriginal or Torres Strait Islander origin.

The Indigenous status question allows for more than one response. The procedure for coding multiple responses is as follows:

If the respondent marks 'No' and either 'Aboriginal' or 'Torres Strait Islander', then the response should be coded to either Aboriginal or Torres Strait Islander as indicated (i.e. disregard the 'No' response).

If the respondent marks both the 'Aboriginal' and 'Torres Strait Islander' boxes, then the response should be coded to 'Both Aboriginal and Torres Strait Islander origin'.

If the respondent marks all three boxes ('No', 'Aboriginal' and 'Torres Strait Islander'), then the response should be coded to 'Both Aboriginal and Torres Strait Islander origin' (i.e. disregard the 'No' response).

Related data:

Administrative attributes

Source document: Standards for Statistics on Cultural and Language Diversity, ABS Cat No. 1289.0, November 1999

Source organisation: Australian Bureau of Statistics
National Community Services Data Committee

Comments:

Country of birth

Admin. status: DRAFT

Identifying and definitional attributes

Data element type: DATA ELEMENT

Definition: The country in which a juvenile justice client was born.

Context: Country of birth may be used as an indicator of the cultural and linguistic diversity of juvenile justice clients. Information may be used in the analysis of the characteristics of different cultural and linguistic groups within the juvenile justice client population.

Country of birth is the most easily collected and consistently reported of a range of possible data items. Country of birth may be used in conjunction with other data elements to derive more sophisticated identification of different population subgroups.

Relational and representational attributes

Datatype: Numeric *Representational form:* Code

Field size: *Min:* 4 *Max:* 4 *Representational layout:* NNNN

Data domain: Standard Australian Classification of Countries 1998 (SACC), which replaces the Australian Standard Classification of Countries for Social Statistics (ASCCSS). ABS Cat. No. 1269.0.

This is a 4-digit, three-level hierarchical structure (major group, minor group and country). The 4-digit individual country level should be used. Code 9999 should be used when information on the country of birth is not, or cannot be, provided by the juvenile justice client.

Guide for use: A country, even if it comprises other discrete political entities such as States, is treated as a single unit for all data domain purposes. Parts of a political entity are not included in different groups. Thus, Hawaii is included in Northern America (as part of the identified country United States of America), despite being geographically close to and having similar social and cultural characteristics as the units classified to Polynesia.

Collection methods: Some community services data collections ask respondents to specify their country of birth (e.g. SAAP). In some collections, a predetermined set of countries is specified as part of the question, usually accompanied by an other (please specify) category. In either case, coding of data should conform to the Standard Australian Classification of Countries 4-digit level. This information can be aggregated to higher levels for reporting purposes.

Related data:

Administrative attributes

Source document: ABS: Standard Australian Classification of Countries, 1998, Cat No. 1269.
National Community Services Data Dictionary Version 2

Source organisation: Australian Bureau of Statistics

Comments:

Administrative attributes

Source document: *National Community Services Data Dictionary Version 2*

Source organisation: National Community Services Data Committee

Comments: Some rules may need to be developed to deal with missing data in regard to the recording of this data item.

Last known home postcode

Admin. status: DRAFT

Identifying and definitional attributes

Data element type: DATA ELEMENT

Definition: The postcode of the client's last known home address before coming under the supervision or case management of the juvenile justice department.

Context: In conjunction with the data element Last known home suburb/town/locality name, this data element describes the geographic location of the last known home of the juvenile justice client. Although it is recognised that information on 'home' address may be difficult to collect (as many juvenile justice clients are homeless or very transient), information on home location is important for the analysis of the spatial distribution of juvenile justice clients in Australia (e.g. urban/rural/remote distribution). It is also of interest in examining the issue of the dislocation of juvenile justice clients from their 'home' while on Juvenile justice episodes.

Relational and representational attributes

Datatype: Numeric *Representational form:* Code
Field size: *Min:* 4 *Max:* 4 *Representational layout:* NNNN

Data domain: Valid Australia Post postal code.

Guide for use: The reporting of this data element is an alternative to reporting the statistical local area (SLA) of the client's last known home residence, which is usually more difficult to collect directly. Postcode can be extracted from the address of the client, information that is more readily collected than SLA. Both the Postcode data element and the Suburb/town/locality name data element should be reported for the client to enable more accurate allocation of SLA for analysis.

The postcode book is updated more than once annually as postcodes are a dynamic entity and are constantly changing. The most recent edition of Australia Post's postcode book should be used.

Collection methods: This is to be recorded for each juvenile justice client on entry to each Juvenile justice episode.

A question to be asked of juvenile justice clients may be 'where do you live?' or 'what was your most recent home address?' or 'where did you sleep last night?'

Related data: Used in conjunction with Last known home Suburb/town/locality name.

Administrative attributes

Source document: National Community Services Data Dictionary, Version 2

Source organisation: National Community Services Data Committee

Comments:

Juvenile justice episode

Admin. status: DRAFT

Identifying and definitional attributes

Data element type: DATA CONCEPT

Definition: A period of time during which a client is under the supervision of, or is case-managed by, a State or Territory juvenile justice department, under a specific legal order or arrangement.

Context: The concept of an episode is crucial to the collection of information related to periods of involvement of the juvenile with the juvenile justice department. It provides information on flows into and out of the system and within the system. It provides for the calculation of duration of a community service order or duration of stay in a detention centre. During each episode of involvement with the juvenile justice department, the juvenile may be subject to different conditions (e.g. they may be located in different detention centres, be under a different type of order/arrangement, provided with a variety of services). The episode concept provides for the collection of information to examine these differences. This type of information is particularly important for examining outcomes of juveniles and the possible factors involved.

Each different type of intervention is considered as a discrete Juvenile justice episode, delineated by an entry event and an exit event. An episode will begin when a juvenile comes under the supervision or case management of the juvenile justice department on one of the types of intervention outlined in Reason for intervention. The episode will finish when this particular type of intervention is completed or finalised for some other reason.

Relational attributes

Related data: Is delineated by Entry date and Exit date.
Qualified by Reason for intervention and Juvenile justice agency name (for custodial interventions).

Administrative attributes

Source document: Developed for the JJ NMDS Version 1.0

Source organisation: Australian Institute of Health and Welfare
Australasian Juvenile Justice Administrators

Comments: Juveniles may have multiple concurrent and/or contiguous juvenile justice episodes. They may also have a number of unrelated episodes during their lives. Each episode will have particular attributes or characteristics that are associated with that particular episode.

A full description and discussion of a Juvenile justice episode are provided in the text of this document in Section 3.5.3.

Entry date

Admin. status: DRAFT

Identifying and definitional attributes

Data element type: DATA ELEMENT

Definition: The date on which the juvenile justice client comes under the supervision or case management of the juvenile justice department under a specific legal order or arrangement.

Context: This information is necessary as it marks the beginning of a particular Juvenile justice episode. It is also necessary in conjunction with Exit date to calculate length of sentence served, and with Date of birth to calculate the age of juvenile justice clients on admission to Juvenile justice episodes.

Relational and representational attributes

Datatype: Numeric *Representational form:* Date

Field size: *Min:* 8 *Max:* 8 *Representational layout:* DDMMYYYY

Data domain: A valid date to be recorded as DDMMYYYY.

Guide for use:

Collection methods: An entry date should be recorded for each separate Juvenile justice episode of the client.

A new episode will begin and an entry date recorded in the following circumstances:

- on admission of the client to a specific period of supervision or case management by the juvenile justice department, under one of the types of intervention listed in the data domain of Reason for intervention
- if for an existing client there is a change in Reason for intervention, such as from police custody to remand, supervised bail to remand, remand to detention, detention to parole, probation to community service
- if a client on a custodial order (remand or detention) is transferred to a different place of custody within a jurisdiction (e.g. from a detention centre in Sydney to one in Wagga)
- if a client is transferred from the adult justice system to the juvenile justice system
- if a client is transferred into the State or Territory from another jurisdiction
- if a client has returned from escape after an absence of 7 days or more.

In some circumstances an entry date will be the same as an exit date from a previous Juvenile justice episode, e.g. where a juvenile moves directly from detention to parole (or supervised release).

Approved leave does not constitute a discharge or new admission and so no entry date should be recorded on return from leave.

Escape, if the juvenile is absent for less than 7 days, does not constitute a discharge or new admission and so no entry date should be recorded on return.

A return to court does not necessarily signal the beginning of a new episode. If there is no change in Reason for intervention of the client, or (if on a custodial intervention) in the place of custody, then a return to court will not constitute a discharge and new episode. For example, a youth on remand may return to court several times (for hearings, outcome, and sentencing). During this time the type of intervention or the place of remand have not changed. In this case the returns to court do not constitute the beginning of a new episode. However, under this scenario, if the court changed the place of remand of the juvenile, then this would constitute a new episode. If the juvenile is found guilty, the commencement of the sentence imposed by the court would also mark the beginning of an episode.

Related data: This data element delineates a Juvenile justice episode and is qualified by Reason for intervention and Juvenile justice agency name (for custodial arrangements).

Used in conjunction with Exit date.

Administrative attributes

Source document: Developed for the JJ NMDS Version 1.0

Source organisation: Australian Institute of Health and Welfare
Australasian Juvenile Justice Administrators

Comments:

Reason for intervention

Admin. status: DRAFT

Identifying and definitional attributes

Data element type: DATA ELEMENT

Definition: The legal order or arrangement that results in the juvenile justice client being supervised or case-managed by the juvenile justice department.

Context: This data item is core to the JJ NMDS Version 1.0 as it distinguishes the types of orders or arrangements under which a juvenile justice client is held, supervised or case-managed by the juvenile justice department. It facilitates comparative analysis of the distribution of juvenile justice clients across intervention types (such as remand and detention). It also allows for comparison of the types of sentences imposed with other client variables such as age, sex, Indigenous status and geographic location indicators. Categories can be amalgamated to distinguish between clients under custodial and non-custodial arrangements.

Relational and representational attributes

Datatype: Numeric *Representational form:* Code

Field size: *Min:* 2 *Max:* 2 *Representational layout:* NN

Data domain: A hierarchical structure is proposed for the data domain. Recording should be at the 2-digit level.

- 1 Pre-court appearance – police referred
 - 11 Held in youth detention or remand centre
 - 12 Other pre-court arrangements where the juvenile justice department is responsible for case management or supervision of the juvenile (such as supervised/conditional bail where the juvenile justice department is involved with monitoring or supervising the juvenile)
- 2 Pre-sentence – court referred or ordered
 - 21 Remanded in a youth detention or remand centre
 - 22 Other pre-sentence court orders or arrangements where the juvenile justice department is responsible for case management or supervision of the juvenile (such as supervised/conditional bail where the juvenile justice department is involved with monitoring or supervising the juvenile)
- 3 Sentenced
 - 31 Probation or similar order
 - 32 Order requiring community work and/or developmental activity (with or without direct supervision by the juvenile justice department of the work or activity but where the juvenile justice

department is responsible for overall case management of the juvenile)

- 33 Immediate release or suspended detention orders
- 34 Home detention
- 35 Detention
- 36 Parole or supervised release
- 37 Other sentence orders requiring juvenile justice department supervision or case management
- 4 Other
 - 41 Other type of legal order or arrangement under which the juvenile is supervised or case-managed by the juvenile justice department and not included above

Guide for use: Recording should be at the 2-digit level.

The types of legal arrangements/ orders are described in each jurisdiction's juvenile justice legislation. They vary slightly according to the State or Territory. However, the data domain provides broad groupings of these legal orders or arrangements to which all jurisdictions should map their specific types of legal arrangements.

Collection methods: The Reason for intervention should be recorded on entry to each Juvenile justice episode for a juvenile justice client.

Related data: Qualifies Juvenile justice episode, Entry date and Exit date.

Administrative attributes

Source document: Developed for the JJ NMDS Version 1.0

Source organisation: Australian Institute of Health and Welfare
Australasian Juvenile Justice Administrators

Comments: This data element is central to the development of a comparable data collection on juvenile justice.

An alternative data domain that could also be field tested is one where Categories 31 and 32 are combined into one category called 'Community service'.

Transferred from

Admin. status: DRAFT

Identifying and definitional attributes

Data element type: DATA ELEMENT

Definition: The location or system from which the juvenile justice client has transferred to the supervision or case management of the juvenile justice department.

Context: In some States and Territories, juveniles are transferred between the adult and the juvenile justice system. This data element is to capture some information on that movement (in conjunction with Reason for exit). In addition, this data element will assist in identifying juveniles who are transferred from another State's juvenile justice system and those who have been transferred from one detention or remand centre to another (with no change in legal status) within a jurisdiction.

Although there may be no change in the actual legal status of the juvenile justice client, a change in where they are being held has occurred, or responsibility for them has moved from the adult system to the juvenile system. This then means that a new episode has begun.

Relational and representational attributes

Datatype: Numeric *Representational form:* Code

Field size: *Min:* 1 *Max:* 1 *Representational layout:* N

Data domain:

- 0 Not applicable—entry not due to transfer
- 1 Another juvenile justice custodial facility within the jurisdiction
- 2 Adult correctional facility within the jurisdiction
- 3 Other adult justice supervision/case management agency—within the jurisdiction
- 4 Interstate
- 5 Other

Guide for use:

- 0 To be coded in circumstances where the juvenile has entered the Juvenile justice episode due to some reason other than a transfer from another juvenile justice institution, from interstate or from the adult system. A change in Reason for intervention such as from remand to detention is not considered to be a transfer if this is within the same jurisdiction, even though the juvenile may also be moved from a remand centre to a detention centre. However, if the juvenile has been transferred from interstate to a detention centre, then this should be coded as 4.
- 1 If a juvenile has been transferred from one detention centre to another within the State then, as specified in the definition of a Juvenile justice episode, this will be counted as a discharge and another admission. The Reason for exit, from the previous episode will be coded as

'transfer within State' and the Transfer from for the following episode will be coded as 1.

- 2 If a juvenile is on a detention order in an adult facility and then is transferred to a juvenile facility within the same State, then this should be coded as 2. If the juvenile has transferred to a juvenile facility from an interstate adult facility, then this should be coded as 4.
- 3 If a juvenile is on a non-custodial order or arrangement under supervision of an adult justice agency and is transferred to the supervision of a juvenile justice agency within the same State (with no change in legal status), then this should be coded as 3.
- 4 If a juvenile has been transferred from interstate, this should be coded as 4.

Collection methods: Transferred from should be recorded on entry of the juvenile justice client to each separate Juvenile justice episode, even when it is not applicable (in which case category 0 should be recorded).

Related data: Related to Reason for exit.

Administrative attributes

Source document: Developed for the JJ NMDS Version 1.0

Source organisation: Australian Institute of Health and Welfare
Australasian Juvenile Justice Administrators

Comments: This is a new data item, added since the JJ NMDS workshop, as a result of issues raised in comments received from jurisdictions. Consequently consultation on this data item and the proposed data domain should be undertaken before or during field testing.

Most serious offence type

Admin. status: DRAFT

Identifying and definitional attributes

Data element type: DATA ELEMENT

Definition: The most serious type of offence(s) with which the juvenile justice client is charged and which resulted in being sentenced.

Context: The types of offences committed by juveniles, and the trends in these over time, is of interest to both policy makers and researchers. There is also interest in whether this differs across jurisdictions and with particular client characteristics.

Relational and representational attributes

Datatype: Numeric *Representational form:* Code

Field size: *Min:* 3 *Max:* 3 *Representational layout:* NNN

Data domain: The Australian Standard Offence Classification (ASOC) (ABS Cat. No. 1234.0) at the 3-digit subdivision level:

- 01 Homicide and related offences
- 011 Murder
- 012 Conspiracy and Attempts to Murder
- 013 Manslaughter and Driving Causing Death
- 01 Acts intended to cause injury
- 021 Assault
- 02 Sexual assault and related offences
- 031 Sexual assault
- 032 Non-assaultive sexual offences
- 03 Dangerous or negligent acts endangering persons
- 041 Dangerous or negligent operation of a vehicle
- 049 Other dangerous or negligent acts endangering persons
- 04 Abduction and related offences
- 051 Abduction and kidnapping
- 052 Deprivation of liberty/false imprisonment
- 05 Robbery, extortion and related offences
- 061 Robbery
- 062 Blackmail and extortion
- 06 Unlawful entry with intent/burglary/break and enter
- 071 Unlawful entry with intent/burglary/break and enter
- 07 Theft and related offences

- 081 Motor vehicle theft and related offences
- 082 Theft (except motor vehicles)
- 083 Receiving of handling proceeds of crime
- 084 Illegal use of property (except motor vehicles)
- 08 Deception and related offences
- 091 Fraud, forgery or false financial instruments
- 092 Counterfeiting currency and related offences
- 093 Dishonest conversion
- 094 Bribery
- 099 Other deception offences
- 09 Illicit drug offences
- 101 Import or export illicit drugs
- 102 Deal or traffic in illicit drugs
- 103 Manufacture or cultivate illicit drugs
- 104 Possess and/or use illicit drugs
- 109 Other illicit drug offences
- 11 Weapons and explosives offences
- 111 Prohibited weapons/explosive offences
- 112 Regulated weapons/explosive offences
- 12 Property damage and environmental pollution
- 121 Property damage
- 122 Environmental pollution
- 13 Public order offences
- 131 Disorderly conduct
- 132 Regulated public order offences
- 14 Road traffic and motor vehicle regulatory offences
- 141 Driving licence offences
- 142 Road vehicle registration and roadworthiness offences
- 143 Regulatory driving offences
- 144 Pedestrian offences
- 15 Offences against justice procedures, government security and government operations
- 151 Breach of justice order
- 152 Other offences against justice procedures
- 153 Offences against Government security
- 154 Offences against Government operations
- 16 Miscellaneous offences
- 161 Harassment and related offences
- 162 Public health and safety offences
- 163 Commercial/industry/financial regulation

169 Other miscellaneous offences

999 Not stated/unknown

Guide for use:

Code at the 3-digit level.

Where there are multiple offences, the type of offence with the lowest subdivision number is to be taken as the most serious (i.e. Murder 011 being most serious).

Collection methods:

The most serious type of offence should be recorded only for those episodes where a juvenile has been sentenced.

Therefore Most serious offence type will be recorded only for juveniles who have a Reason for intervention into a Juvenile justice episode of code 31 to 37. For clients on parole (Reason for intervention category 36) the Most serious offence type will be the same as that for the preceding episode of detention, as parole is always associated with a period of detention.

It should be recorded on entry of the juvenile to each episode specified above.

When a juvenile is serving contiguous or concurrent sentences that are counted as one Juvenile justice episode, the Most serious offence type is to be based on the most serious offence out of all of the offences that relate to the episode.

Related data:

Qualified by Reason for intervention.

Administrative attributes

Source document:

Developed for the JJ NMDS Version 1.0 using the Australian Standard Offence Classification (ASOC) (ABS Cat. No. 1234.0).

Source organisation:

Australian Bureau of Statistics
Australian Institute of Health and Welfare
Australasian Juvenile Justice Administrators

Comments:

The ABS is currently in the process of developing a ranking of offence seriousness. They have proposed that in the absence of this ranking the ASOC coding be used (at the 3-digit subdivision level) to code offences.

It is not clear at this stage when the ABS ranking would be available and therefore it is recommended that the ASOC code be used for the JJ NMDS Version 1.0.

As a Juvenile justice episode may relate to more than one offence or set of offences, it will not be possible to link the length of sentences with the particular type of offence. However, the most serious type of offence will give a broad indication of offence types committed by juveniles across jurisdictions, by client characteristics and over time.

Sentence severity: hours of community service

Admin. status: DRAFT

Identifying and definitional attributes

Data element type: DATA ELEMENT

Definition: The total number of hours of unpaid community service work imposed on the client by the court.

Context: This information facilitates the analysis of the types and severity of sentences imposed on juvenile justice clients according to various other characteristics (such as age, sex, Indigenous status). It allows for the analysis of trends in community services orders over time.

Relational and representational attributes

Datatype: Numeric *Representational form:* Quantitative value

Field size: *Min:* 5 *Max:* 5 *Representational layout:* NNNNN

Data domain: Total hours.
00000 is to be recorded where the client's sentence did not involve unpaid community service work (i.e: where Reason for intervention is not code 32).
99999 is to recorded where the number of hours is unknown.

Guide for use: Partial hours are to be rounded up to whole hours. Days and weeks are to be expressed as the equivalent number of whole hours.

Collection methods: The number of hours of unpaid community work imposed by the court on sentencing is to be recorded. This may be different from the hours of work actually undertaken by the juvenile justice client as clients may not complete due to illness, death, re-offending, review of sentence, etc.
This data element records only unpaid work imposed by the court and does not currently include hours of program attendance that may also be imposed by the court as part of the order. To be recorded on admission to each Juvenile justice episode.

Related data: Qualified by Reason for intervention.

Administrative attributes

Source document: To be recorded on admission to each Juvenile justice episode.

Source organisation: Australian Institute of Health and Welfare
Australasian Juvenile Justice Administrators

Comments:

Sentence severity: number of days of sentence

Admin. status: DRAFT

Identifying and definitional attributes

Data element type: DATA ELEMENT

Definition: The number of days that the juvenile justice client is sentenced by the court, or ordered by a parole or review board.

Context: This information facilitates the analysis of the types and severity of sentences imposed on juvenile justice clients according to various other characteristics (such as age, sex, Indigenous status). It allows for the analysis of trends in sentences imposed on juveniles over time.

Relational and representational attributes

Datatype: Numeric *Representational form:* Quantitative value

Field size: *Min:* 4 *Max:* 4 *Representational layout:* NNNN

Data domain: Total whole days.

Guide for use: Partial days should be rounded up to whole days.
Sentences given in weeks and months should be converted and recorded as whole days.
Code 0000 should be used where the number of days of sentence is not applicable.
Code 9999 should be used where the number of days is unknown.
Code 9998 should be used for a life sentence.

Collection methods: The number of days to which the juvenile is sentenced by the court should be recorded for each Juvenile justice episode where the Reason for intervention is coded as 'Sentenced' (i.e. for each Juvenile justice episode with a Reason for intervention of 31 to 37).

This should be recorded separately for each individual Juvenile justice episode.

For those juveniles on parole or supervised release (i.e. Reason for intervention category 36) it may be the number of days that a review or parole board or similar entity orders that the juvenile justice client should remain on supervised release or parole.

The number of days sentenced by the court/review or parole board may vary from length of time of actual sentence served, as juvenile justice clients may not complete due to illness, death, breach, review of sentence etc.

Related data: Qualified by Reason for intervention.

Administrative attributes

Source document: Developed for the JJ NMDS Version 1.0

Source organisation: Australian Institute of Health and Welfare
Australasian Juvenile Justice Administrators

Comments:

Juvenile justice agency name

Admin. status: DRAFT

Identifying and definitional attributes

Data element type: DATA ELEMENT

Definition: The name of the organisational unit within the juvenile justice department that is responsible for the direct supervision or case management of the juvenile justice client.

Context: Information from this data element will be of use in examining the distribution of casework in Australia and the possible dislocation of juvenile justice clients from the juvenile justice unit, which has responsibility for the juvenile justice client. It will also provide information on the distribution of juvenile justice clients in detention/remand centres.

Relational and representational attributes

Datatype: Numeric *Representational form:* Text

Field size: *Min:* 1 *Max:* 40 *Representational layout:* AAA...A

Data domain: The name of the organisational unit within the juvenile justice department that has primary responsibility for the direct supervision or case management of the juvenile justice client while he or she is on a Juvenile justice episode, or the name of the remand/detention centre in which the juvenile justice client is being held.

Guide for use:

Collection methods: This information should be recorded on entry to each Juvenile justice episode for the juvenile justice client.

The agency may be an area or regional office within the juvenile justice department where the juvenile justice worker who is responsible for supervision of the juvenile justice client is located.

If the client is in custody in a juvenile justice remand/detention centre, then the name of the remand or detention centre where the client is being held should be recorded as the agency name.

If a client is involved with several agencies during a Juvenile justice episode, then the one with the primary role, or the one involved with the juvenile for the longest period, should be recorded.

In some jurisdictions an Indigenous community may be responsible for the actual supervision of the juvenile. In this case, the community name should be recorded.

Where a detention centre has two locations but is administered as one centre, the name of the centre which is responsible for administration (i.e. responsible for admissions and discharges) should be recorded.

Used in conjunction with Juvenile justice agency postcode.

Related data: Qualifies Juvenile justice episode (for episodes involving custodial arrangements).

Administrative attributes

Source document: Developed for the JJ NMDS Version 1.0

Source organisation: Australian Institute of Health and Welfare
Australasian Juvenile Justice Administrators

Comments:

Juvenile justice agency postcode

Admin. status: DRAFT

Identifying and definitional attributes

Data element type: DATA ELEMENT

Definition: The postcode of the organisational unit within the juvenile justice department that is responsible for the direct supervision or case management of the juvenile justice client.

Context: Information from this data element will be of use in examining the distribution of casework in Australia and the possible dislocation of juvenile justice clients from the juvenile justice unit, which has responsibility for the juvenile justice client. It will also provide information on the distribution of juvenile justice clients in detention/remand centres.

Relational and representational attributes

Datatype: Numeric *Representational form:* Code

Field size: *Min:* 4 *Max:* 4 *Representational layout:* NNNN

Data domain: Valid Australia Post postal code

Guide for use: The postcode book is updated more than once annually as postcodes are a dynamic entity and are constantly changing. The most recent edition of Australia Post's postcode book should be used.

Collection methods: This information should be recorded on entry to each Juvenile justice episode for the juvenile justice client.

This should record the postcode of the organisational unit within the juvenile justice department that has primary responsibility for the direct supervision or case management of the juvenile justice client while he or she is on a Juvenile justice episode, or the postcode of the location of the remand/detention centre in which the juvenile justice client is being held.

The agency may be an area or regional office within the juvenile justice department where the juvenile justice worker who is responsible for supervision of the juvenile justice client is located. If the client is in custody in a juvenile justice remand/detention centre then the postcode of the remand or detention centre where the client is being held should be recorded as the agency name. If a client is involved with several agencies during a Juvenile justice episode then the one with the primary role or the one involved with the juvenile for the longest period, should be recorded.

In some jurisdictions an Indigenous community may be responsible for the actual supervision of the juvenile. In this case, the postcode of the community location should be recorded.

Where a detention centre has two locations but is administered as one centre, the postcode of the centre which is responsible for administration, (i.e. responsible for admissions and discharges) should be recorded.

Related data: Used in conjunction with Juvenile justice agency name.

Administrative attributes

Source document: Developed for the JJ NMDS Version 1.0

Source organisation: Australian Institute of Health and Welfare
Australasian Juvenile Justice Administrators

Comments:

Exit date

Admin. status: DRAFT

Identifying and definitional attributes

Data element type: DATA ELEMENT

Definition: The date on which supervision or case management of the juvenile justice client by the juvenile justice department under a specific legal order or arrangement, ends.

Context: This information is necessary as it marks the end of a particular Juvenile justice episode. It is also necessary in conjunction with entry date to calculate length of sentence served, and with date of birth to calculate the age of juvenile justice clients on discharge from Juvenile justice episodes.

Relational and representational attributes

Datatype: Numeric *Representational form:* Code

Field size: *Min:* 8 *Max:* 8 *Representational layout:* DDMMYYYY

Data domain: A valid date.

Guide for use:

Collection methods: An exit date should be recorded for each separate Juvenile justice episode of the client.

An episode will end and an entry date recorded on discharge of the client from an episode of supervision or case management by the juvenile justice department under one of the types of intervention listed in the data domain of Reason for intervention. An exit date should be recorded:

- when the client completes the period of supervision or case management and exits the juvenile justice system
- when the client completes the period of supervision or case management under one Reason for intervention but is then placed on another period of supervision or case management with a different Reason for intervention (e.g. if a client completes remand and enters detention then an exit date would be recorded on discharge from remand)
- if the client breaches resulting in a change in Reason for intervention (for example, if a juvenile on immediate release breaches the order and is returned to detention, then an exit date will be recorded for the immediate release and an entry date for detention).
- if the client dies
- if a client is transferred from the juvenile justice system to the adult justice system
- if a client is transferred from the jurisdiction to another State or Territory
- if a client escapes and has either not returned, or returned after an

absence of 7 days or more, then an exit date should be recorded as at the time of escape

- if a client on a custodial order (remand or detention) is transferred to a different place of custody within a jurisdiction (e.g. from a detention centre in Sydney to one in Wagga). This constitutes a change in episode and an exit date should be recorded for an episode in Sydney and an entry to an episode in Wagga.

In some circumstances an exit date will be the same as an entry date for a following Juvenile justice episode (e.g. where a juvenile moves directly from detention to parole or supervised release).

Only those breaches resulting in a change in the Reason for intervention or a change in the place of custody will signal the end of an episode.

Approved leave does not constitute a discharge or new admission and so no exit date should be recorded on return from leave.

Escape, if the juvenile is absent for less than 7 days, does not constitute a discharge or new admission and so no exit date should be recorded on return.

A return to court does not necessarily signal the end of an episode. If it results in no change in Reason for intervention of the client, or (if on a custodial intervention) in their place of custody, then a return to court will not constitute a discharge and new episode. For example, a youth on remand may return to court several times (for hearings, outcome, sentencing etc). During this time the type of intervention or the place of remand have not changed. In this case the returns to court do not constitute the end of an episode. However, under this scenario, if the court changed the place of remand of the juvenile, then this would constitute a new episode. If the juvenile is found guilty the commencement of the sentence imposed by the court would also mark the end of the episode of remand and the beginning of a new episode.

Related data:

It delineates a Juvenile justice episode.

Qualified by Reason for intervention and Juvenile justice agency name (for custodial arrangements).

Administrative attributes

Source document: Developed for the JJ NMDS Version 1.0

Source organisation: Australian Institute of Health and Welfare
Australasian Juvenile Justice Administrators

Comments:

Reason for exit

Admin. status: DRAFT

Identifying and definitional attributes

Data element type: DATA ELEMENT

Definition: The reason the period of supervision or case management of the juvenile justice client by the juvenile justice department under a specific legal order or arrangement ends.

Context: This provides information that can be used to examine the number and types of orders that were finalised for particular reasons (e.g. those that were breached compared with those successfully completed). It also identifies juvenile justice clients who die and those who are transferred to adult prisons or to another jurisdiction.

Relational and representational attributes

Datatype: Numeric *Representational form:* Code

Field size: *Min:* 2 *Max:* 2 *Representational layout:* NN

Data domain:

- 01 Satisfied requirements
- 02 Did not satisfy requirements but no breach recorded/
order written off
- 03 Successful appeal
- 04 Released on bail
- 05 Breached (includes escape resulting in exit from Juvenile justice episode)
- 06 Died
- 07 Transfer within State (to another juvenile justice facility)
- 08 Transfer to the adult system within jurisdiction
- 09 Transfer to another State
- 10 Other

Guide for use:

- 01 Should be used only where the juvenile justice client fulfilled the total obligation required under the sentence. This will be used also, for example, where a juvenile has been on remand and is subsequently placed in detention. The reason for exit from remand, if they have not breached this in any way, would be Category 01 in many cases. Similarly, in circumstances where a juvenile moves from detention to parole or supervised release, this will be an exit from an episode of detention and an entry to an episode of parole. If the juvenile has successfully satisfied the period of detention, then the reason for release from the detention episode will be Category 01.

- 02 Should be used in those situations where an order is essentially 'written off' (e.g. a young person may not complete all the community service hours as ordered by a court but no further follow-up action is taken, or where they have not fulfilled their obligations but time of sentence has elapsed and no breach is recorded).
- 05 Only breaches resulting in an exit from an episode should be coded as 05. Where a breach does not result in a change of status for the client then he or she should not be considered to have exited an episode and therefore no Reason for exit should be recorded.
- 07 Transfer within State. To be coded, for example, where a juvenile on a detention order is transferred from one detention centre to another in the same State or Territory but there has been no change in their Reason for intervention.
- 08 To be coded for those juveniles transferred to an adult correctional facility or where the supervision/case-management role moves from the juvenile justice system to the adult justice system.
- 09 To be coded where juveniles are transferred interstate and as a result their Juvenile justice episode is discharged by the original jurisdiction.

Collection methods: This data item should be recorded only on exit of the juvenile from each Juvenile justice episode. Where a breach does not result in the end of an episode it will not be recorded here.

Related data: Used in conjunction with Exit date.
 Qualified by Reason for intervention.
 Relates to Transferred from.

Administrative attributes

Source document: Developed for the JJ NMDS Version 1.0

Source organisation: Australian Institute of Health and Welfare
 Australasian Juvenile Justice Administrators

Comments: As this information is recorded only on exit from each Juvenile justice episode, not all breaches will be recorded (i.e. those breaches which do not result in change of status for the juvenile will not be recorded as there will be no exit from one episode and entry to another).
 Additional codes may be required to include various types of breaches, contraventions and reviews.

Juvenile justice remand/detention centre

Admin. status: DRAFT

Identifying and definitional attributes

Data element type: DATA CONCEPT

Definition: A secure detention or remand facility run by, or on behalf of, the juvenile justice department for the purpose of detaining juvenile justice clients who are either on police arrest, remanded in custody or on a detention order.

Context: Information on detention or remand centres is required to provide comparisons of utilisation rates, escapes and unit costs.

Related data:

Administrative attributes

Source document: Developed for the JJ NMDS Version 1.0

Source organisation: Australian Institute of Health and Welfare
Australasian Juvenile Justice Administrators

Comments:

Centre name

Admin. status: DRAFT

Identifying and definitional attributes

Data element type: DATA ELEMENT

Definition: The name of the detention or remand centre.

Context: To provide a unique identifier for the centre.

Relational and representational attributes

Datatype: Alpha *Representational form:* Text

Field size: *Min:* 1 *Max:* 40 *Representational layout:* AAA...A

Data domain: A valid name.

Guide for use:

Collection methods: To be recorded for every juvenile justice remand or detention centre.
Where there are multiple units within an institution, the name of the main institution or the unit responsible for administration should be recorded.

Related data: Used in conjunction with Centre postcode.

Administrative attributes

Source document: Developed for the JJ NMDS Version 1.0

Source organisation: Australian Institute of Health and Welfare
Australasian Juvenile Justice Administrators

Comments:

Centre postcode

Admin. status: DRAFT

Identifying and definitional attributes

Data element type: DATA ELEMENT

Definition: The postcode of the location of the juvenile justice remand or detention centre.

Context: To provide information on the geographic location of the centre.

Relational and representational attributes

Datatype: Numeric *Representational form:* Code

Field size: *Min:* 4 *Max:* 4 *Representational layout:* NNNN

Data domain: Valid Australia Post postal code.

Guide for use: The Australia Post postcode book is updated more than once a year as postcodes are constantly changing. The most recent version of the postcode book should be used.

Collection methods: To be recorded for every juvenile justice remand or detention centre. Where there are multiple units within an institution, the postcode of the main institution or the unit responsible for administration should be recorded.

Related data: Used in conjunction with Centre name.

Administrative attributes

Source document: Developed for the JJ NMDS Version 1.0

Source organisation: Australian Institute of Health and Welfare
Australasian Juvenile Justice Administrators

Comments:

Juvenile justice remand/detention centre capacity

Admin. status: DRAFT

Identifying and definitional attributes

Data element type: DATA ELEMENT

Definition: The usable design capacity of the juvenile justice remand or detention centre over a 12-month period.

Context: To provide comparable national information on the capacity of juvenile justice institutions, and any changes over time that may occur. Capacity is required along with number of detainees to calculate utilisation rates.

Relational and representational attributes

Datatype: Numeric *Representational form:* Code

Field size: *Min:* 4 *Max:* 4 *Representational layout:* NNNN

Data domain: A whole number.

Guide for use: The sum of daily capacity over a set 12-month period.

Collection methods: The National Corrections Advisory Group calculation of usable prison design capacity is to be used. The calculation is made using the total number of cells designed for single occupancy and the number of designated beds for shared cells or dormitories on each day of a set 12-month period, making note of seasonal variation. Additional beds placed in any type of accommodation over and above the designated number should be excluded.

Include:

- Hospital beds should be counted as usable accommodation if the nature of the bed is such that detainees admitted generally bring their belongings with them and their original cell/bed becomes available for another detainee.

Exclude:

- Discipline, segregation and observation cells are not counted as part of the usable accommodation, as the cell bed is usually not made available for another detainee.
- A single cell is a cell or room designed for occupancy by a single person.
- A shared cell is a cell or room designed for occupancy by two, three or four people.
- A dormitory is a room designed for occupancy by more than four people.

Related data: Used in conjunction with Number of juvenile justice detainees.

Administrative attributes

Source document: National Corrections Advisory Group Data Collection Manual
1998–1999.

Source organisation: National Corrections Advisory Group

Comments:

Number of juvenile justice detainees

Admin. status: DRAFT

Identifying and definitional attributes

Data element type: DATA ELEMENT

Definition: The total of the daily number of juvenile justice clients held in custody over a set 12-month period.

Context: This is required to calculate utilisation rates (i.e. the extent to which the design capacity of the remand/detention centre is meeting the demand for the accommodation of juvenile detainees) remand and detention centres.

Relational and representational attributes

Datatype: Numeric *Representational form:* Quantitative value

Field size: *Min:* 4 *Max:* 4 *Representational layout:* NNNN

Data domain: A whole number.

Guide for use: Number of detainees should be the sum of the daily number of JJ clients held in custody over a set 12-month period.

Collection methods: Only detainees who have been formally admitted to the centre should be counted.

Related data: Used in conjunction with Juvenile justice remand/detention centre capacity.
Related to Juvenile justice client, Reason for intervention and Centre name.

Administrative attributes

Source document: *National Corrections Advisory Group Data Collection Manual 1998-1999.*

Source organisation: National Corrections Advisory Group

Comments: A similar calculation of utilisation rate for juvenile justice institutions could be used as that defined by the National Corrections Advisory Group to calculate 'Prison utilisation'. A summary version of the calculation for prisons is:

Calculate average usable prison design capacity – total the number of cells designed for single occupancy and the number of designated beds for shared cells or dormitories on each day of a set 12-month period, making note of seasonal variation (annual capacity); divide this by the number of days in the year (365.25).

Calculate daily average prisoner population – total the daily number of prisoners in custody over a set 12-month period (total number of detainees); divide by the number of days in the year (365.25).

Total prison utilisation equals total daily average prisoner population divided by average usable prison design capacity multiplied by 100.

Escapes

Admin. status: DRAFT

Identifying and definitional attributes

Data element type: DATA ELEMENT

Definition: The total number of successful incidences of escape from the remand/detention centre or secure custody in a set 12-month period.

Context: Escapes are of interest to jurisdictions as one possible indicator of the effectiveness of centres.

Relational and representational attributes

Datatype: Numeric *Representational form:* Code

Field size: *Min:* 2 *Max:* 2 *Representational layout:* NN

Data domain: A whole number.

Guide for use: Escapes should count the total number of successful escapes or absconds in a set 12-month period.

Collection methods: This is a count of the number of incidences, not a count of the number of individual detainees who have escaped.

Escapes from secure custody including those from escorts outside of the centre should be included.

Absconds while on leave from the detention centre should not be included.

Related data:

Administrative attributes

Source document: *National Corrections Advisory Group Data Collection Manual 1998–1999.*

Source organisation: National Corrections Advisory Group

Comments: Further work is required to refine the definition of this data item. One issue raised in consultation with jurisdictions was the possibility of inclusion of a data item to collect information on the security level of institutions. However, this is problematic as security levels may vary within one institution.

5 Moving the JJ NMDS towards a national data collection

This project has produced the basic requirements for establishing a national juvenile justice data collection. To facilitate this, a data model, a list of core accepted data items and a data dictionary for the JJ NMDS Version 1.0 are provided in Sections 3 and 4 of this report.

The AIHW agreed to provide advice on how to move the JJ NMDS towards a national data collection on juvenile justice. This section outlines the main steps and processes that should be considered in this undertaking.

5.1 Agreement to the JJ NMDS Version 1.0 by stakeholders

The first step in the process is to ensure that there is agreement to the JJ NMDS in principle by all stakeholders. This is a fundamental step, as without agreement an NMDS does not exist. For the JJ NMDS Version 1.0 outlined in this report the stakeholders who will need to agree are the members of the AJJA. If a decision is made to incorporate police watch-house information at this initial stage then considerable consultation will be required with the police to first develop appropriate data items and definitions and then to seek their agreement to the NMDS.

5.2 Establishing a formal and ongoing data development working group

The AIHW recommends that a JJ NMDS Data Development Working Group be formalised under the AJJA to progress data development and the national data collection. The benefits of such a group are considerable. It provides an opportunity to plan the field test and to discuss and resolve data definitions and other issues as a group rather than on an individual jurisdictional basis. It has the added benefit of improving communication and understanding between the State and Territory departments responsible for juvenile justice. These departments have similar goals and focus but workers often have little opportunity to gain knowledge of another jurisdiction's policies, practice or information systems.

Similar groups also exist in other areas of community services, such as child protection, housing, disability, children's services and aged care, to progress data development.

The role of the Working Group would be to manage the tasks involved in developing a juvenile justice national data collection, including the refinement and testing of the JJ NMDS Version 1.0 and the implementation of the initial and ongoing collection. This does not mean that the group would necessarily be undertaking the testing or collection themselves, but it would be responsible for overseeing such a process. The Working Group would also have responsibility for managing the further development of the JJ NMDS and data collection. It may also be responsible for the development of guidelines regarding access and reporting of the national data.

The Working Group could report to the AJJA on a regular basis with recommendations on expansion of the NMDS and guidelines for access and so on for endorsement.

The Working Group members would represent their organisations and consult with relevant people within their agency, which will most likely include AJJA members, when undertaking this work. The ABS, the AIC and the AIHW could also provide useful input as part of this group.

5.3 Commitment to test the JJ NMDS Version 1.0

In addition to agreeing to the NMDS, commitment from stakeholders to take the initial steps towards developing a national data collection according to the NMDS is vital. This does not imply commitment to a long-term collection at this stage, but rather a commitment to further progress the development of the data items and participate in field tests of the JJ NMDS Version 1.0. This will involve the allocation of some resources by stakeholders.

The data items, their definitions and data domains included in the first version of the JJ NMDS should be considered as 'draft'. Before a national collection proceeds, a field test or pilot test is a necessary and potentially cost-saving step. The aim of a field/pilot test is to test:

- for any ambiguity in the definitions
- that all States and Territories understand and interpret the standards in the same way
- that the data that is collected is comparable, meaningful and useful
- possible alternative definitions or data domains
- for any problems encountered by the jurisdictions in collecting and providing data according to the NMDS standards
- for data item omissions
- the linkage of the information across jurisdictions (using the Statistical linkage key) and within jurisdictions (using the Unique client ID, and the Statistical linkage key in Western Australia)
- possible data collection strategies and methodologies. For example, Victoria has commented that an episode-based juvenile justice client collection may be difficult to implement due to the problematic nature of defining a 'Juvenile justice episode'. The Juvenile justice episode concept can be fully tested in the field and, if found to be too problematic, it can be modified or a different approach can be taken in the actual collection (such as a snapshot point-in-time collection).

Testing of the JJ NMDS Version 1.0 should be conducted under the management or guidance of the proposed Data Development Working Group. The test will involve determining whether data providers interpret the definitions according to the national standard and can provide data as specified.

There are a number of possible ways to test the NMDS. Two of these are outlined over the page.

5.3.1 Prospective testing

A field test could involve all stakeholders collecting information according to the NMDS definitions for a set period of time (possibly 6 months). At the end of that period, information collected would be provided to a third party to check for accuracy, comparability and consistency. The appropriateness and effectiveness of the Statistical linkage key would also be tested. It would also involve follow-up discussions with jurisdictions to identify areas of misunderstanding or other difficulties.

To undertake a field test in this way will take some time, as the data collection phase would need to be at least 6 months. It would also require jurisdictions to make some changes to their data collections for the test period, to conform to the NMDS definitions.

5.3.2 Retrospective testing

It may be possible to test a number of the JJ NMDS Version 1.0 data items using data already held by juvenile justice departments. This approach would have the benefit of being more efficient in terms of resources and time than a prospective field test, and could test data items without jurisdictions having to commit to major changes in recording practices for the duration of a test.

Many of the data items in the JJ NMDS Version 1.0 have been defined in such a way as to enable jurisdictions to map their existing information, rather than requiring a massive change in recording practices. With some programming of existing systems, it may be possible that jurisdictions could manipulate a previous 12-month period of data to emulate NMDS definitions. It is hoped that Reason for intervention in particular could be tested in this way as it is vital that this is collected in a comparable way across jurisdictions. The data items that support the Juvenile justice episode concept (such as start date and end date) could also be tested in this way. Nationally consistent understanding, interpretation and implementation of these definitions are crucial to obtaining nationally comparable data.

Some data items could not be tested using this approach as they require jurisdictions to make real changes in how they collect and record information from juveniles. Examples of this are those data items relating to the juvenile's characteristics (such as Indigenous status). These data items would require field testing in some other way (such as a trial over a short period in a small number of jurisdictions).

For this type of test, States and Territories could provide 12 months of previous data modified according to the definitions agreed to as part of the JJ NMDS Version 1.0. Data items could include Reason for intervention, Entry date, Exit date, Reason for exit, Transferred from, Most serious offence, Juvenile justice agency name, Juvenile justice agency postcode, as well as some of the data items relating to the characteristics of the juvenile (such as Letters of name, Sex, Date of birth). In addition, 12 months establishment data on remand/detention centres could also be provided by all jurisdictions according to the definitions specified in the NMDS.

This data will need to be provided to a central agency to check their accuracy, consistency, comparability with data from other jurisdictions and comparability with national standards. This agency could be a nominated State or some other organisation. The information provided by each jurisdiction could also be compared with data extracted by the States directly from their own systems under their own definitions.

Follow-up visits to each State and Territory would be required as part of the test to discuss data findings from the comparative analysis and issues around interpretation of the national standards.

This type of testing could provide a first look at the potential national data collection before jurisdictions make any major changes to their data systems. The cost of this method of testing should not be major, as it is more about manipulating past data to mimic the NMDS rather than changing current systems to collect data on an ongoing basis according to the NMDS. The main costs involved will be largely for the programming required to manipulate the existing data and to contract an agency or a State to undertake the testing and follow-up.

A retrospective test will not test all parts of the collection process or the NMDS. But it could be a very useful initial exercise. It will provide insight into whether the episode-based collection is clearly understood and comparably interpreted. If it is clear that this is not the case and major changes are required, it may be decided to initiate a snapshot collection instead, until further work can be done to clarify issues around episode definition.

5.4 Implementation of findings from field or pilot

The data items, definitions and standards in the JJ NMDS Version 1.0 should be refined and modified as required, based on the outcomes from the field test, before proceeding with any full national data collection. Once tested and refined, a final JJ NMDS Version 1.0 and Data Dictionary should be produced and endorsed by stakeholders.

5.5 Implementation of the national collection on juvenile justice

A number of issues will need to be resolved by stakeholders before implementation of the final JJ NMDS Version 1.0 as an ongoing national juvenile justice data collection. These include:

- timing of full implementation
- periodic nature of the collection
- management of the national collection
- the repository for the national data
- access to the data
- clearance procedures
- reporting of the data
- training issues
- resourcing and funding the collection. Consideration should be given to pro rata funding arrangements and possible contributions of funding from other agencies.

5.6 Future developments or stages of the JJ NMDS

The NMDS outlined in this report is seen as an initial NMDS, or the first version of the JJ NMDS, and is limited in scope and in coverage. However, as outlined earlier, this is considered the most appropriate and achievable way to begin. More importantly, the JJ NMDS Version 1.0 provides for the collection of nationally comparable juvenile justice information that is not currently available. It also provides for a data collection that has some

flexibility in terms of analysis (e.g. information on Reason for intervention could be amalgamated in several ways for reporting purposes).

In addition, by being focused on the client as the unit of collection, the JJ NMDS Version 1.0 has the potential for expansion in the future. For example, the addition of data items relating to client characteristics would be relatively simple (if agreed to by all stakeholders).

It should be clear that any expansion of the JJ NMDS should be undertaken in a planned manner, with regard to national priorities in the juvenile justice area. It is hoped that work will be undertaken on the development of national performance indicators or national standards of service in the juvenile justice area that could shape any future development of the JJ NMDS.

As it includes a statistical linkage key the initial JJ NMDS Version 1.0 has the potential for linkage to other data collections, such as that held by the police, courts, the adult justice system, and health, education and welfare agencies.

5.7 Possible approaches for a national data collection on juvenile justice

The aim of the project was to specify the core data items for collection on a nationally comparable basis and to provide nationally agreed standards and definitions for those data items. The NMDS specifies the way in which core juvenile justice data items should be collected by any individual or agency to ensure national comparability. The NMDS does not specify how this information should be collated into a national data collection, who should collate it or how it should be reported – that is a later step in the process. However, as part of the process of moving towards a national collection, decisions on the most appropriate type of national collection to implement will need to be made by stakeholders. The information requirements and purpose of a national juvenile justice collection (both now and in the future) will need to be taken into consideration when determining the form that the collection should take.

As outlined earlier and illustrated in the data model (Figure 3), the JJ NMDS Version 1.0 has two main parts. The first relates to juveniles under the case management or supervision of the juvenile justice department (and the interventions of the departments with those juveniles). The other part relates to juvenile justice remand/detention centres.

5.7.1 The juvenile justice client collection

The juvenile justice client component of the NMDS is client focused, in accordance with the juvenile justice collections in all jurisdictions. It contains data on the juvenile's characteristics and their reason for involvement with the juvenile justice department.

5.7.1.1 Unit record or aggregate collection

In terms of a national collection, the information could be collated as a unit record collection (with the client as the unit of collection) or as aggregate data. The AIHW recommends that, if possible, the national juvenile justice collection should be a unit record collection.

Measures to ensure privacy of information would, of course, have to be taken. The AIHW has a number of unit record collections that include full identification of individuals (e.g. the Cancer Register and the National Death Index). The AIHW Act provides full privacy

protection for this information. Similar protections are essential for any national juvenile justice collection based on client unit records containing personally identifiable data.

The advantages of a unit record collection are largely to do with flexibility of expansion and in analysis, the ability to link across jurisdictions, the possibility of examining flows and movements of juveniles, and transparency of data quality. Aggregate data are less flexible, can contain inconsistencies that are masked at the aggregate level, and does not facilitate the analysis of flows of juveniles. Nor do they allow for data linkage, either within the collection or to other related collections.

It may prove difficult for some jurisdictions to provide unit record data in the first instance to a national juvenile justice collection. To ensure that this does not impede the move towards the collection of nationally comparable data on juvenile justice, those jurisdictions that cannot provide unit record data should provide aggregate data. To ensure comparability across jurisdictions, aggregate data will need to be collected according to the nationally agreed data standards and definitions specified in the JJ NMDS.

5.7.1.2 Episode based or snapshot collection

The JJ NMDS Version 1.0 includes data items on episodes (such as entry and exit date) to capture information on the movements of juveniles into and out of the juvenile justice system and sentence duration. These were some of the key areas identified as being of national interest. Victoria has questioned the collection of episode-based data, considering it too problematic, preferring, instead, a snapshot or point-in-time collection. The feedback from other jurisdictions has been positive in regard to the collection of episode-based information. Most have considered the data items to be essential.

The AIHW recommends that the collection of episode-based data on a national basis be fully tested in the field test phase before implementation in a national collection. If testing reveals that national agreement on standard definitions of start and end dates of episodes cannot be reached, even with refinements, then these data items may need to be excluded from the NMDS. If this proves to be the case, then information collected will provide a snapshot view (i.e. a view of those juveniles in the system at a particular point in time). A snapshot collection will still provide useful information on the number of juveniles in the system at a particular time, as the AIC collection on juveniles in detention centres now does. However, a snapshot collection will not provide information on sentence length or flows of juveniles into and out of detention or remand, or from one type of intervention to another.

5.7.2 The Juvenile justice institution collection

It is envisaged that the second data collection will be a simple descriptive collection on juvenile justice remand/detention centres and their characteristics (such as capacity, utilisation rates, services provided). This would be collected possibly only once a year, say at 30 June.

Appendix A

Juvenile Justice National Minimum Data Set Project —Reference Group members (September 2000)

State/Organisation	Contact name
Dept of Juvenile Justice, New South Wales	Kerrie Bannister, Garth Luke
Dept of Human Services, Victoria	John Prent, Ron Crichton
Dept of Families, Youth and Community Care, Queensland	Sue Bell
Ministry of Justice, Western Australia	Peter Marshall
Dept of Human Services, South Australia	Steve Mather
Dept of Health and Human Services, Tasmania	Les Drelich, Michelle Maddock
Dept of Justice and Community Safety, Australian Capital Territory	Brian Dunn
Attorney Generals Department, Correctional Services, Northern Territory	Sheriden Appel
Australian Institute of Criminology	Carlos Carcach
Australian Bureau of Statistics	Feodora Fomin
Australian Institute of Health and Welfare	Anne Broadbent, Trish Ryan
Criminal Justice Commission Queensland	Mark Lynch

Appendix B

Draft 1 Juvenile Justice National Minimum Data Set —June 2000

Following initial discussions with stakeholders, a first draft of the JJ NMDS data model was developed. The data items proposed had the status of candidate data items. These were circulated to stakeholders in early June 2000 for comment and formed the basis for discussion at the JJ NMDS workshop on 19 July.

The initial data model and list of candidate data items are provided below. The comments provided by key stakeholders on this draft are also provided.

Draft 1 JJ NMDS June 2000—candidate data items

Juvenile justice client collection

DATA CONCEPTS	DATA ELEMENTS
Juvenile justice client	Unique client ID
	First given name (or letters of name)
	Family name (or letters of name)
	Letters of name
	Date of birth
	Age (derived)
	Sex
	Statistical linkage key (composite of other elements)
	Indigenous status
	Country of birth
	Main language spoken at home
	Proficiency in spoken English
	Last known home suburb/town/locality of juvenile
	Last known home postcode of juvenile
	Last known home residential setting of juvenile
	Guardianship status
	Care and protection order
	Labour force status
	Educational status
	Other identified special needs
	Date of first ever admission to juvenile justice supervision

Juvenile justice client collection (continued)

DATA CONCEPTS	DATA ELEMENTS
Juvenile justice episode	
Entry into Juvenile justice episode	Entry date
	Legal arrangement type
	Source of referral of juvenile justice client
	Suburb/town/locality name of court/police/board
	Sentence severity: hours of community services
	Sentence severity: number of days of sentence
Offence event	Offences—type
	Date of offence
	Location of offence—suburb/town/locality name
	Location of offence—postcode
	Previous order breached or revoked
Program participation (within Juvenile justice episode)	Program type
Critical event (within Juvenile justice episode)	Critical event type
Setting of Juvenile justice episode	Residential setting on Juvenile justice episode
	Accommodation suburb/town/locality name
	Accommodation postcode
Exit from Juvenile justice episode	Exit date
	Reason for exit
	Referral on exit
	Community services hours actually worked
	Length of juvenile justice episode (derived)
Juvenile justice agency	Juvenile justice agency suburb/town/locality name
	Agency postcode

Juvenile justice institution collection

DATA CONCEPTS	DATA ELEMENTS
Juvenile justice remand/detention centre	Centre suburb/town/locality name
	Centre postcode
	Capacity
	Annual utilisation rate
	Services provided
	Escapes

Appendix C

Draft 2 Juvenile Justice National Minimum Data Set — August 2000

Based on comments provided by the reference group and on input at the JJ NMDS workshop in July 2000, Draft 1 of the JJ NMDS was refined by the AIHW. The number of data items was reduced considerably and changes were made to some of the definitions.

This second draft (draft 2) was circulated to key stakeholders in early August for their comments on the applicability of the data items for inclusion in the JJ NMDS and for their input on the definitions and standards proposed.

The data items for the draft 2 JJ NMDS are provided below. A series of tables seeking comment on the draft data items and their definitions, and any additions or changes that stakeholders would consider necessary, were circulated to the State and Territory juvenile justice departments and the other key interested parties who attended the workshop (the Criminal Justice Commission Queensland, the ABS and the AIC).

Draft 2 JJ NMDS August 2000 – draft data items

Juvenile justice client collection

DATA CONCEPTS	DATA ELEMENTS	
Juvenile justice client	Unique client ID	
	Letters of name	
	Date of birth	
	Sex	
	Statistical linkage key (composite of other elements)	
	Indigenous status	
	Country of birth	
	Main language other than English spoken at home	
	Proficiency in spoken English	
	Ancestry	
	Last known home suburb/town/locality name	
	Last known home postcode	
	Juvenile justice episode	Entry date
		Reason for intervention <i>(previously legal arrangement/order type)</i>
Most serious offence type		
Sentence severity: hours of community services		
Sentence severity: number of days of sentence		
Juvenile justice agency name		

Juvenile justice client collection (continued)

DATA CONCEPTS	DATA ELEMENTS
	Juvenile justice agency postcode
	Exit date
	Reason for exit

Juvenile justice institution collection

DATA CONCEPTS	DATA ELEMENTS
Juvenile justice remand/detention centre	Centre name
	Centre postcode
	Capacity
	Number of detainees
	Escapes

Appendix D

Relevant juvenile justice orders/arrangements in each jurisdiction as provided by jurisdictions in August 2000

New South Wales

Legal orders

A prisoner can be transferred from prison to a detention centre.

Remand

- A child who is an accused person within the meaning of the Bail Act and who has not been released on bail under that Act.
- A person who is an accused person and who has not been released on bail under that Act, being a person who is charged before the children's court.
- A person who is an accused person within the meaning of the Bail Act and who has not been released on bail under that Act being a person who is a person on remand by virtue of an order referred to in the definition of detention order.

Detention Order

- An order in force under Section 19 of the *Children (Criminal Proceedings) Act 1987* whereby a court has directed that the whole or any part of a term of imprisonment imposed on a person be served in a detention centre.
- An order in force under Section 33 (1) (g) of the *Children (Criminal Proceedings) Act 1987* whereby the children's court or another court exercising the functions of the children's court has committed a person to the control of the Minister – commonly known as a control order.
- An order in force under Section 10 the Children's Detention Act whereby the Minister administering the *Prisons Act 1952* has directed the transfer of a person.

Non-custodial orders

Community service order (CSO): enables the juvenile to undertake a specific period of community service work as a direct alternative to a control order.

Recognizance order: a sentencing option, which is generally utilised by the court for less serious offences. It may be ordered with or without conditions. This is often referred to as a bond, which is similar to a promise and is for a defined period of up to 2 years.

Parole supervision: following release from periods of control served in detention, offenders may be ordered parole supervision under Section 24(1) of the *Sentencing Act 1989*.

Probation order: a court order for a specified period of up to 2 years which can include conditions set by the court. Probation is a trial period in the community during which time the juvenile must not re-offend.

Victoria

JJCIS order type	Description	Likely JJ NMDS mapping
Bail order	The Children's Court, bail justice, or police may grant bail. The child will be remanded in custody for a max of 21 days if bail refused (with or without conditions).	Not applicable
Deferral of sentence	Guilty but deferred for a period.	
'Interstate order'	An informal arrangement between States.	4 other
Probation	An order with a max. period of 12 months (or 18 months if offence equivalent to 10+ years imprisonment), and may not extend past 19 th birthday. Must report to probation officer as required, not re-offend, not leave the State without permission, must notify change of address, obey instructions of the probation officer, and observe any special conditions imposed.	3.1 (probation or similar order)
Youth supervision order (YSO)	An order with a max. period of 12 months (or 18 months if offence equivalent to 10 years imprisonment), and may not extend past 19 th birthday. Must report to an officer as required, not re-offend, not leave the State without permission, must notify change of address school or employment, attend a youth supervision unit, participate in community work if so directed, obey instructions of officers, and observe any special conditions.	3.2 (order requiring community work and/or developmental activity)
YSO—Fine conversion	Youths placed on a youth supervision order for failing to pay a fine.	3.2 (order requiring community work and/or developmental activity)
Youth attendance order (YAO)	An order with a max period of 12 months, for 15 to 17-year-olds. It is an alternative to imprisonment. Must not re-offend, attend at a youth attendance project, not leave the State without permission, must notify change of address school or employment, report up to 3 times per week for periods up to 10 hours (including up to 4 hours community work), obey instructions of officers, and observe special conditions.	3.2 (order requiring community work and/or developmental activity)
YAO—fine conversion	Youths placed on a Youth Attendance Order for failing to pay a fine.	3.2 (order requiring community work and/or developmental activity)
Cancellation of parole	The Board may cancel parole and order the person to serve the unexpired portion of their sentence.	3.5 (detention)
Youth residential parole order And Youth parole order	The juvenile is released from custody subject to any conditions. Person is discharged from the sentence when the parole period ends. Parole may be cancelled.	3.6 (parole or supervised release)
Youth residential centre order	A sentence for 10 to 14-year-olds.	3.5 (detention)

JJCIS order type	Description	Likely JJ NMDS mapping
Youth training centre order	A sentence for 15 to 17-year-olds (Children's Court), or 17 to 20-year-olds (Adult Court).	3.5 (detention)
Imprisonment	The Youth Parole Board may direct 16+ year-olds to serve the remainder of their YTC sentence in prison	No category exists. It could be inadequately described as 3.5 (detention) or 4 (other).

Queensland

- On arrest, young people may be held in pre-court custody either in a watch-house or a detention centre.
- Following a court appearance, the young person may be remanded in custody in a detention centre or for a short period in a watch -house while awaiting transport to a detention centre.
- A Conditional Bail Program is operated by the department for young people charged with indictable offences who would otherwise not be granted bail and who are highly likely to fail to comply with bail conditions without substantial intervention. This differs from young people granted 'bail with conditions' by a court under the *Bail Act 1980*. Data relating to the first of these scenarios would be provided.
- Probation orders are served in the community and involve the young person reporting regularly to their caseworker. The court may impose conditions such as a curfew and the order may be made as a single order or as a linked order with either a community service order or a detention order. If the order is breached, the young person may be brought before the court and the original order discharged and the child re-sentenced.
- Community service orders are served in the community and involve the young person performing unpaid reparative work in the community. The order may be made as a single order or as a linked order with a probation order. A child who commits an offence while on the order cannot automatically be held in breach of the order. However, the department can initiate breach action if the young person fails to comply with the conditions of the order or fails to complete the appropriate number of hours. The original order may then be discharged and the child re-sentenced.
- A court considering detention of the young person may order a detention order and immediately suspend it. In this case, both an immediate release order (IRO), to be served in the community, and a detention order, which is to be served if the young person fails to comply with the intensive structured program of the IRO, are made.
- A detention order is a sentence of 'last resort' and is only made after the court considers a pre-sentence report which provides certain information about the child, the offence, any mitigating circumstances and information about sentencing options. Between 50 and 70 per cent of the order is to be spent in secure custody in a youth detention centre. Periods of custody on remand prior to the sentence may reduce the period of incarceration.
- After spending between 50 and 70 per cent of the detention order in custody, the young person is released on a fixed release order (FRO) for the remaining period of the detention order. The FRO is served in the community and is supervised by the department. If the order is breached, the young person may be returned to detention for the remaining period of the original detention order.

Western Australia

Community orders

- Community work order: only available in the case of a juvenile being in default of a fine. Is imposed by the court and has the effect of a youth community based order (see below) with a community work order component.
- Youth community based order: may involve conditions such as attendance at programs, but also a specified amount of community work. Supervision is optional – the order may in effect solely comprise community work.
- Intensive youth supervision order: compulsory supervision, potentially subject to the usual range of conditions, along with the possibility of community work being imposed.
- Intensive youth supervision order with detention (also known as juvenile conditional release order – JCRO): this might be described as a suspended sentence of detention, but unlike Western Australia’s adult suspended prison sentences, a JCRO is supervised. May be for a maximum of 12 months. Like a suspended sentence, the detention sentence can only be activated by the court following breach action for non-compliance with conditions, and/or re-offending (which in itself is non-compliance). Unlike a suspended sentence, activation of the detention can only result in the balance being served. In reality, as the juvenile is being re-sentenced and probably sentenced for some new offences, this is a moot point.
- Supervised release order: essentially juvenile parole, available after serving 50 per cent of the sentence imposed by the court. Supervision may involve conditions beyond remaining in contact with the supervising Juvenile Justice Officer, such as to reside at a specific place, engage in specific programs, random urinalysis, not associate with prior associates. Offenders are supervised until the 100% point of sentence, unless suspended and then cancelled beforehand, both of which result in return to detention. May be reconsidered for release.

Custodial orders – remand

In Western Australia the juvenile remand centre receives juvenile alleged offenders direct from the police. The police service is discouraged by legislation and practice from keeping juveniles in their custody, although it is inevitable that it will occur for up to a few days in regional locations. Therefore, the remand centre receives juveniles:

- on arrest after refusal of police bail
- on arrest after grant of police bail on conditions which the juvenile has been unable to fulfil
- on remand in custody from the Children’s Court, pre-adjudication
- from the Children’s Court, pre-adjudication, after grant of bail on conditions which the juvenile has been unable to fulfil
- on remand in custody from the Children’s Court, post-adjudication for pre-sentence reports or for pre-sentence deliberation
- from the Children’s Court, post-adjudication, after remand on bail on conditions which the juvenile is unable to fulfil
- from the police on execution of a bench warrant previously issued by the Children’s Court.

It is also possible for juveniles to be remanded into custody under a federal immigration order and under the provisions of the *Mentally Impaired Defendants Act (1996)*.

Custodial orders – sentenced

The (sentenced) detention centre receives juveniles under sentence of detention by the Children’s Court.

Adult orders

However, juveniles aged from 16 upwards may also be sentenced to the full range of penalties available to adults. In fact the only supervised penalties are community-based orders and intensive supervision orders. Despite being sentenced to an adult order, the juvenile may be managed by a juvenile justice officer. It remains unclear to us whether these would be included in the NMDS. A juvenile may also be sentenced to imprisonment, which may be served in the detention centre or a prison, and could potentially be released on parole, work release or home detention while still a juvenile, and supervised by a juvenile justice officer.

We recommend that all offenders aged under 18 and under the supervision or in the custody of the Ministry of Justice be counted in the NMDS, regardless of the community or custodial order they are under. Conversely, we do not recommend counting adults who are under juvenile orders, most likely for those released on an order which continues beyond their 18th birthday. The NMDS should be about the treatment of juveniles, not management information about the activities of juvenile justice agencies. In this regard, it is disappointing that watch-houses (in Western Australian termed ‘lock-ups’) have been excluded from the first stage of the proposed collection.

Tasmania

- Probation order
- Community service order
- Remand orders
- Detention order
- Suspended detention order
- Supervised release order (parole order for domain of JJ NMDS)

All these orders are managed and supervised by juvenile justice.

Australian Capital Territory

Pre-court

- a. Warrant of the 1st instance
- b. Bench charge sheet
- c. Breach of bail information. These three authorities are signed by the Duty Sergeant in the watch-house and allow custody until the first available sitting of the court.

They are all custodial authorities. There are no pre-court arrangements or powers for young people not in custody.

Pre-sentence

- Remand warrant;
- Bail order with a condition involving intervention or supervision by ACT Corrective Services.

Young people remanded in custody must appear in Court every 14 days. ACT Corrective Services officers, through case management, supervise young people subject to bail supervision and write required court reports (assessments, pre-sentence etc) for young people on bail and remanded in custody.

Post-sentence

- Crimes Act recognizance (with/without conviction)
- Probation supervision
- Attendance centre supervision (including community service work and/or therapeutic or developmental program participation)
- Community service order
- Committal order (to an ACT institution)
- Committal to a NSW institution (via legislation)
- Residential order

Northern Territory

The Northern Territory Juvenile Justice Act sets out a number of sentencing options for the court. Juveniles in the Northern Territory are aged 10 to 17 years (inclusive). Some of these dispositions are supervised by Northern Territory Correctional Services, others are not. Section 53 of the Act sets out the following dispositions in ascending order of seriousness. These penalties may be imposed with or without conviction.

- Discharge the juvenile without penalty.
- Adjourn for period not exceeding 6 months. If no further trouble, discharge without penalty.
- Fine the juvenile the maximum penalty set for the offence or \$500, whichever is the lesser amount. Juveniles who fail to pay their fines and in respect of whom a warrant has consequently been issued may be signed up to perform community service work.
- Good behaviour bond for period not exceeding 2 years subject to any lawful condition the court thinks fit.
- Order participation in an approved project for a period of up to 480 hours (community service order).
- Participate in a punitive work order for a period of 224 hours.
- Place the juvenile under probation for a maximum of 2 years subject to specified conditions.
- Sentence a juvenile to a period of detention in a juvenile detention centre for a period not exceeding the maximum period set for the offence or 12 months, whichever is the lesser.
- If the juvenile is 15 or older, sentence to imprisonment in a prison for a period not exceeding the maximum period set for the offence or 12 months, whichever is the lesser.

The court may make such other order that it could make if the juvenile were an adult convicted of that offence.

Juveniles aged 15 or more who have been sentenced to a period of imprisonment may have that sentence suspended upon entry into a home detention order of not more than 12 months. This is very rare.

There are a number of programs to which a juvenile on bail pre-sentence may be referred by the court. These include:

- placement on bail supervised by a probation officer
- placement on bail with a care-giver paid by Northern Territory Correctional Services (Juvenile Offender Placement Program – JOPP)
- referral to a juvenile diversionary program. Following completion or non-completion of the diversionary program, the court may then sentence the juvenile to any sentence which may otherwise have been imposed.

Juveniles who are not bailed may be remanded in custody.

Appendix E

Map of State and Territory orders/arrangements to the NMDS Reason for intervention data domain—provided by jurisdictions in August 2000

New South Wales

Reason for intervention – NMDS categories	Relevant State/Territory orders/arrangements
1 Pre-court—police referred—prior to court appearance	
1.1 Held in youth detention or remand centre awaiting appearance before the court	Juveniles can be detained in a centre under a police charge. They must appear at a Bails Court within 24 hours of the charge.
1.2 Other pre-court arrangements where the juvenile justice department is responsible for case management or supervision of the juvenile (such as supervised/conditional bail where the juvenile justice department is involved with monitoring or supervising the juvenile)	N/A
2 Pre-sentence—court referred or ordered—court adjournment, awaiting hearing, report, outcome, sentencing	
2.1 Remanded in a youth detention or remand centre	Remand
2.2 Other pre-sentence court orders or arrangements where the juvenile justice department is responsible for case management or supervision of the juvenile (such as supervised/conditional bail where the juvenile justice department is involved with monitoring or supervising the juvenile)	N/A
3 Sentenced	
3.1 Probation or similar order	Probation & Recognizance
3.2 Sentence order requiring community work and/or developmental activity (with or without direct supervision by the juvenile justice department of the work or activity but where the juvenile justice department is responsible for overall case management of the juvenile)	Community service order We have Youth justice conferencing which is part of Juvenile Justice
3.3 Immediate release or suspended detention orders	N/A
3.4 Home detention	N/A
3.5 Detention	Detention orders (includes control, S19 and S10)
3.6 Parole or supervised release	Parole supervision
3.7 Other sentence orders requiring juvenile justice department supervision or case management	
4 Other	

Victoria

Reason for intervention – NMDS categories	Relevant State/Territory orders/arrangements
1 Pre-court—police referred—prior to court appearance	
1.1 Held in youth detention or remand centre awaiting appearance before the court	Remand order by bail justice (if out of hours) or court.
1.2 Other pre-court arrangements where the juvenile justice department is responsible for case management or supervision of the juvenile (such as supervised/conditional bail where the juvenile justice department is involved with monitoring or supervising the juvenile)	Bail justice may order bail.
2 Pre-sentence—court referred or ordered— court adjournment, awaiting hearing, report, outcome, sentencing	
2.1 Remanded in a youth detention or remand centre	The Children’s Court may remand a juvenile in custody.
2.2 Other pre-sentence court orders or arrangements where the juvenile justice department is responsible for case management or supervision of the juvenile (such as supervised/conditional bail where the juvenile justice department is involved with monitoring or supervising the juvenile)	The Children’s Court may grant bail requiring juvenile justice supervision. (This occurs rarely.)
3 Sentenced	
3.1 Probation or similar order	Probation order
3.2 Sentence order requiring community work and/or developmental activity (with or without direct supervision by the juvenile justice department of the work or activity but where the juvenile justice department is responsible for overall case management of the juvenile)	Youth supervision order Youth attendance order (YAO). YAO is the only community based order where a requirement for community work may be imposed in addition to its other requirements.
3.3 Immediate release or suspended detention orders	Under s137 if a juvenile is found guilty, the court may: <ul style="list-style-type: none"> • dismiss the charge without conviction • order an undertaking without conviction • order an accountable undertaking without conviction • place the juvenile on a good behaviour bond without conviction • impose a fine with or without conviction (No database records held by juvenile justice.) • suspended detention not available in Victoria
3.4 Home detention	Home detention not available in Victoria
3.5 Detention	Youth residential centre order Youth training centre order
3.6 Parole or supervised release	Youth residential parole order Youth training centre parole order
3.7 Other sentence orders requiring juvenile justice department supervision or case management	
4 Other	

Queensland

Reason for intervention – NMDS categories	Relevant State/Territory orders/arrangements
1 Pre-court— police referred— prior to court appearance	
1.1 Held in youth detention or remand centre awaiting appearance before the court	Young people in Queensland who are in 'pre-court' custody may be either held in a watch-house or a detention centre. Consideration should be given to including both placement types to include all pre-court custody. Pre-court custody may constitute only a single day.
1.2 Other pre-court arrangements where the juvenile justice department is responsible for case management or supervision of the juvenile (such as supervised/conditional bail where the juvenile justice department is involved with monitoring or supervising the juvenile)	N/A
2 Pre-sentence—court referred or ordered—court adjournment, awaiting hearing, report, outcome, sentencing	
2.1 Remanded in a youth detention or remand centre	Young people who are remanded in custody are generally held in youth detention centres. However, either immediately following court or during the period of remand while in a youth detention centre, a young person may be held in a watch-house for short periods. No young person with juvenile orders only is held in an adult prison or remand centre in Queensland.
2.2 Other pre-sentence court orders or arrangements where the juvenile justice department is responsible for case management or supervision of the juvenile (such as supervised/conditional bail where the juvenile justice department is involved with monitoring or supervising the juvenile)	Queensland has a conditional bail program (CBP), an alternative to remanding a young person in custody, where intensive work is undertaken with the young person to assist in compliance with the directions of a court. Limited data are available for this type of client. (Table 1 identifies where data are not available for CBP clients).
3 Sentenced	
3.1 Probation or similar order	<p>Probation orders involve the supervision of young people in their community. Max sentence = 3 years. Young people are subject to special conditions which include reporting, receiving visits, refraining from further offending, and which may include special conditions such as participating in personal development programs, e.g. anger management programs etc.</p> <p>A court may make both a probation order and a community service order for a single offence. Similarly, a court may order a period of detention to be followed by a period of probation for a single offence.</p>
3.2 Sentence order requiring community work and/or developmental activity (with or without direct supervision by the juvenile justice department of the work or activity but where the juvenile justice department is responsible for overall case management of the juvenile)	Community service orders which require a young person to perform unpaid reparative work in their community. Max. sentence = 100 hours for young offenders 13 and 14 years of age and 200 hours for those over 14 years of age to be completed within max period of 12 months. See probation order section for additional information.

Reason for intervention – NMDS categories	Relevant State/Territory orders/arrangements
3.3 Immediate release or suspended detention orders	Immediate release order (IRO) is a highly intensive short-term order served in the community. Max. sentence = 3 months. An IRO has three components—counselling (addressing offending behaviour), work and reintegrative activities (e.g. training education etc.). A court which makes an IRO also makes a detention order. If the IRO is revoked, the detention order comes into effect and the young person will be placed in a detention centre. If the IRO is successfully completed, the detention order has no effect.
3.4 Home detention	N/A
3.5 Detention	Young offenders are required to serve between 50% and 70% of the detention order in custody. They are then released on a fixed release order for the remainder of the detention order. Max sentence = life.
3.6 Parole or supervised release	Fixed release orders for a period following a detention order. Young people who breach this order may be returned to detention to serve the remaining period of the original detention order.
3.7 Other sentence orders requiring juvenile justice department supervision or case management	N/A
4 Other	

South Australia

Reason for intervention – NMDS categories	Relevant State/Territory orders/arrangements
1 Pre-court—police referred—prior to court appearance	
1.1 Held in youth detention or remand centre awaiting appearance before the court	If denied police bail, order is police custody First instance warrant arrested on court warrant usually for non-appearance
1.2 Other pre-court arrangements where the juvenile justice department is responsible for case management or supervision of the juvenile (such as supervised/conditional bail where the juvenile justice department is involved with monitoring or supervising the juvenile)	Supervised bail—at this stage both police and court bail, but this may change in the future
2 Pre-sentence—court referred or ordered—court adjournment, awaiting hearing, report, outcome, sentencing	
2.1 Remanded in a youth detention or remand centre	If denied court bail, order is court remand
2.2 Other pre-sentence court orders or arrangements where the juvenile justice department is responsible for case management or supervision of the juvenile (such as supervised/conditional bail where the juvenile justice department is involved with monitoring or supervising the juvenile)	Supervised bail—at this stage both police and court bail, but this may change in the future Home detention—bail
3 Sentenced	
3.1 Probation or similar order	Supervised obligation, unsupervised obligations may also be granted but do not require any departmental input
3.2 Sentence order requiring community work and/or developmental activity (with or without direct supervision by the juvenile justice department of the work or activity but where the juvenile justice department is responsible for overall case management of the juvenile)	Community service order Community work order as a result of inability to pay financial penalty
3.3 Immediate release or suspended detention orders	Suspended detention
3.4 Home detention	Home detention—detention sentence
3.5 Detention	Detention
3.6 Parole or supervised release	Conditional release
3.7 Other sentence orders requiring juvenile justice department supervision or case management	
4 Other	

Tasmania

Reason for intervention – NMDS categories	Relevant State/Territory orders/arrangements
1 Pre-court—police referred—prior to court appearance	
1.1 Held in youth detention or remand centre awaiting appearance before the court	No Juvenile Justice involvement.
1.2 Other pre-court arrangements where the juvenile justice department is responsible for case management or supervision of the juvenile (such as supervised/conditional bail where the juvenile justice department is involved with monitoring or supervising the juvenile)	No legislative base for supervised or conditional bail involving Juvenile Justice.
2 Pre-sentence—court referred or ordered—court adjournment, awaiting hearing, report, outcome, sentencing	
2.1 Remanded in a youth detention or remand centre	Remanded in Juvenile Justice Ashley Youth Detention Centre. Case plan development with longer term remandees.
2.2 Other pre-sentence court orders or arrangements where the juvenile justice department is responsible for case management or supervision of the juvenile (such as supervised/conditional bail where the juvenile justice department is involved with monitoring or supervising the juvenile)	Preparation of Pre-sentence report only, no supervision or case management component.
3 Sentenced	
3.1 Probation or similar order	Supervised by Juvenile Justice First order on continuum of sanctions with direct juvenile justice involvement General and specific conditions of order apply. Case management plan development. Monitor compliance with order and instigate breach for non-compliance.
3.2 Sentence order requiring community work and/or developmental activity (with or without direct supervision by the juvenile justice department of the work or activity but where the juvenile justice department is responsible for overall case management of the juvenile)	Supervised by Juvenile Justice. Second order on continuum of sanctions with direct juvenile justice involvement. General and specific conditions of order apply. Development and co-ordination of community projects. Monitor compliance with order and instigate breach for non-compliance.
3.3 Immediate release or suspended detention orders	Supervised by Juvenile Justice. Third order on continuum of sanctions with direct juvenile justice involvement. General and specific conditions of order apply. Case management plan development. Monitor compliance with order and instigate breach for non-compliance.
3.4 Home detention	No provision in the legislation
3.5 Detention	Supervised by Juvenile Justice—detention centre in liaison with community juvenile justice. Last order on continuum of sanctions with direct juvenile justice involvement. Case management plan development with progress towards integration within the community as principal objective.

Reason for intervention – NMDS categories	Relevant State/Territory orders/arrangements
3.6 Parole or supervised release.	Supervised by Juvenile Justice. Case management plan development with progress to integration within the community as principal objective. Monitor compliance with order and instigate breach for non-compliance.
3.7 Other sentence orders requiring juvenile justice department supervision or case management	
4 Other	

Australian Capital Territory

Reason for intervention – NMDS categories	Relevant State/Territory orders/arrangements
1 Pre-court—police referred—prior to court appearance	
1.1 Held in youth detention or remand centre awaiting appearance before the court	Warrant of the 1 st instance; bench charge sheet. Breach of bail information. These allow remand until the first available sitting of the Children's Court
1.2 Other pre-court arrangements where the juvenile justice department is responsible for case management or supervision of the juvenile (such as supervised/conditional bail where the juvenile justice department is involved with monitoring or supervising the juvenile)	None
2 Pre-sentence—court referred or ordered—court adjournment, awaiting hearing, report, outcome, sentencing	
2.1 Remanded in a youth detention or remand centre	Remand warrant
2.2 Other pre-sentence court orders or arrangements where the juvenile justice department is responsible for case management or supervision of the juvenile (such as supervised/conditional bail where the juvenile justice department is involved with monitoring or supervising the juvenile)	Bail order where intervention or supervision by ACT Corrective Services forms at least one condition.
3 Sentenced	
3.1 Probation or similar order	Recognizance under <i>NSW Crimes Act 1900</i> (ACT legislation), with or without a conviction Probation Order under <i>Children and Young People Act 1999</i> with or without conviction.
3.2 Sentence order requiring community work and/or developmental activity (with or without direct supervision by the juvenile justice department of the work or activity but where the juvenile justice department is responsible for overall case management of the juvenile)	Attendance centre order (ACO) (can involve both community service work and/or participation in developmental or therapeutic activity). ACO carries conviction. Community service order for community service work without conviction.
3.3 Immediate release or suspended detention orders	No suspended committal orders (detention) in the ACT. Immediate release from the court does not include any involvement from ACT Corrective Services.
3.4 Home detention	None in the ACT
3.5 Detention	Committal order from the Children's Court (max. sentence 2 years); committal by Supreme Court (no separate max. sentence for juveniles). ACT courts may also sentence young people to a NSW institution (the reverse does not apply).
3.6 Parole or supervised release	No parole in the ACT. A young person in custody (typically committal) may be released by Chief Executive to serve detention in another place (e.g. at home in certain circumstances where appropriate, in a rehabilitation centre)
3.7 Other sentence orders requiring juvenile justice department supervision or case management	Capacity for a residential order, not in a custodial centre. This disposition has never been used.
4 Other	

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