

General Data Dissemination Project (GDDS II)

The World Bank

REPORT

Technical Assistance to the Mauritius Central Statistical Office

First mission

Justice and Security Module

25 November – 8 December, 2007

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January 2008

1. PREPARATION FOR VISIT

I visited Mauritius from 25 November to 8 December 2007. As GDDS Manager, I knew of the extensive preparation for the visit by the Mauritius CSO¹. They sent important documents dealing with statistical work of the CSO, Police, Judiciary, Probation, Prisons and Mauritius Research Council. This efficiency continued during the visit. More information was produced, on classifications, statistics law, household surveys, on all agencies' work, including annual reports, future development plans (including IT), performance indicators and drafts for data needs. I met officers from all justice agencies. CSO made notes of meetings that I have used in the report. Transport and office facilities were also made available.

2. SUMMARY

I found Chief Officers and all their staff fully appreciative of the value of statistics. They were prepared to allow the CSO to take the lead in justice statistics and to add value to them by considering them as a whole and together with survey and other material. They also wished their agencies to cooperate with the CSO when designing new IT systems for their agencies. CSO would, in each case, produce a summary of data needs to be provided by the addition of statistical modules to each new IT system.

This positive approach was the case, not only for the police, prisons, judiciary and probation, who produce statistics, but with the Prime Minister's office who saw the potential for greater use of statistical databases in answering questions from the Parliament (PNQs), as well as producing valuable advice for the monitoring of past legislation and estimating the effect of new legislation. Such was the interest shown that this report should be shown to Chief Officers as well as to operational officers. Comments on it would be valuable, in order that it should be developed, corrected and enhanced as time goes by.

Mauritius seemed to be a stable and prosperous country. The government is successfully diversifying the economy, with investment in the cyber economy and to take advantage of the strategic position in the Indian Ocean. Some concern was expressed at the level of crime and its effect on tourism and inward investment, although I travelled throughout the island with no obvious problem about security. However, Mauritius will always remain in a difficult economic position because of the almost lack of natural resources on the island and the need to import most foodstuffs.

Details of my Agenda and agencies visited are shown in Annex A. I was able to meet senior officers as well as statistical and other staff. in all agencies. The main issues discussed were:

¹ As well as those noted in this report, I am also very grateful to Mr. Amardeepkumar Haulkhory, who produced many of the reports for my visit but had moved to the Mauritius Bank by the time I arrived.

Topic Areas	Issues discussed	Outcomes
CSO	Statistics Law Coordinating machinery Statistics Publication Including new agencies Household survey	CSO is now on a firm legal basis with a National Strategy In place and working very well. Common classifications used. Many statistics published but more coordination possible J&S questions included in recent survey but not yet analysed.
Police	Data collection Data use Data quality IT developments Use of IT software	Good amount of data collected but all on paper Good use already made of statistics but more possible Quality seems to be good. Statistics officer works in police More investment needed in IT hardware at stations More statistical modules need to be written for output from administrative systems. For recorded crime a stand alone statistical systems could also be appropriate to make quicker progress
Judiciary	Data collection Data use Data quality IT developments IT software	A lot of data is already collected on paper Court output data is mainly used Quality seems to be good. Statistics officer in Judiciary. Data entered on PC, but a statistics module for analysis needs to be developed, and checks made to see if enough data is entered for statistics uses.
Probation	Data collection Data use Data quality IT developments IT software	A lot of data is already collected on paper forms Good use is made of data and good publication of material on a regular basis. Quality seems to be good. No specific IT developments planned, but case management statistics should ideally be produced from administrative systems using special statistical software.
Prisons	Data collection Data use Data quality IT developments IT Software	A lot of data already collected Good use made of data and good publication for individual prisons. Quality seems to be good. Case management statistics should be produced from administrative systems using special statistical software. CSO should keeping in close contact with IT developments
Other agencies	PM's office Mauritius Research Council Other agencies that could be involved	Well aware of the need for good statistics: eg for PNQs: and to inform wider CJS developments, by considering statistics from all agencies together. Some relevant surveys included in their work plan: eg proposed survey of violence State Law Office, DPP's office, Govt IT Dept, Mauritius Commission for Anti-Corruption

3. PRIORITIES

I followed the priorities set out in the TOR, aiming to talk to all agencies:

	Mauritius	Remarks
Priority 1	General issues, setting up new structures for co-ordination, harmonization and publication 40%	To start with a review of the reports produced during the summer of 2007.
Priority 2	Improving Police and Prosecution data collection, compilation and data dissemination systems - 30%	
Priority 3	Harmonization of and getting	

	agreement on, classification systems - 20%	
Priority 4	Work on legal backing for Statistics - 10%	

My feelings about where current priorities should lie are:

3.1 Priorities that have started to be addressed

- a. CSO has strengthened its position generally, and in J&S statistics in particular.
- b. The Chief officers of all agencies have agreed that CSO should take the lead in J&S statistics.
- c. Statistical staff have been posted to the police and judiciary
- d. The J&S statistics committee has been set up that meets regularly.
- e. Classifications have been taken in hand
- f. Most necessary statistics are collected, although by paper means
- g. A good amount of statistics are routinely published

3.2 Priorities that need to be addressed in the future

The CSO has already delivered improvements to statistics law, resources available, and in co-ordinating J&S statistics. The main priority is to build on this success. Work should proceed on Police, Judiciary, Probation and Prison Statistics, in particular to devise data needs for each area and to have these integrated into statistical modules for the IT systems being sought by three agencies. Priorities are thus defined to a great extent by the timescale for these IT systems: The judiciary seems most advanced, with the Police next and the prisons third. However, CSO will need to follow these and move its priorities if progress on IT systems changes. The suggestions in this report should be regarded as leading to deliverables over a 3 or more year timescale, depending on the resources that can be made available for both IT systems and the necessary extra CSO resources to cope with the new work that will arise.

4. ACTIVITIES DURING VISIT AND FINDINGS FOR EACH AGENCY

I am very grateful to all CSO staff, especially Mrs Cassimally, Mrs Guillaume and Mr Bahadoor for arranging the agenda during the visit. We made a fully comprehensive visit to all the agencies involved in J&S statistics. I reported back to the monthly meeting of the J&S statistics committee at the CSO. The full agenda, including all persons visited, is at Annex A.

My findings for each agency are summarised below:

4.1 Central Statistics Office

- a. The position of the CSO in Mauritius is strong. Existing J&S structures seem to be sufficient provided plans are developed and adequate resources made available. J&S statistics are firmly covered in the National Strategy for the Development of Statistics.
- b. The further strengthening of the CSO position through ongoing executive action leading to a new Statistics Act should be followed through.

- c. The work of the regular steering committee for J&S statistics should be continued and its conclusions circulated throughout J&S agencies. It should have a wide remit, including discussing IT needs, modifying classifications, and encouraging the greater use and dissemination. Departments such as the State Law Office and Law Reform Commission should be invited to the committee..
- d. Many of the current data collection instruments should be redesigned, taking into account current needs and management issues.
- e. Mauritius already has a good system of consistent J&S classifications. Little more work is needed although I make some detailed suggestions for its maintenance
- f. The J&S aspects in the continuous multi-purpose survey should be continued and strengthened. I recommend that it be repeated every 3-5 years. Its victimisation statistics could be published together with police crime in a similar way to the British Crime Survey.
- g. CSO should add value to J&S statistics by taking the lead in pulling together all J&S statistics, investigating their data quality and suggesting improvements and using these statistics as a basis for research into the J&S system.
- h. CSO should take the lead in ensuring that J&S statistics are used by all agencies of government to improve efficiency. As part of this, CSO should review practice in other countries, by reviewing literature and occasional study visits. Examples of the use of statistics for wider purposes are given in Annex D.
- i. To achieve this, CSO resources for J&S needs to be increased, to avoid promising too much for the resources that are available. This would require more statistical staff, as well as staff with other disciplines such as economics and social research. Annex C gives an example of a possible Justice and Security section that the CSO could build up to in the future.
- j. All justice and security staff would need further training: for example, in IT skills such as database management, statistical analysis via SPSS and EXCEL
- k. There are very few good examples of joined up justice system research and statistics groups in Africa with most of the expertise in India, Australia, US and Europe. CSO staff need to be given time to research the web sites of such research agencies and funds made available for study visits to such countries.
- l. J&S statistics can be produced as a by-product of administrative J&S systems. CSO should be a party to discussions on new IT systems to ensure J&S statistics needs are input. They also need to ensure that systems that include individual records should have the capacity to be linked across the justice system, by including National Identity numbers of each criminal. Experience in other countries has shown that moving from paper systems to IT often yields savings in staff at present involved in data entry
- m. CSO should input recommendations on IT developments for statistics to the Police Strategic Plan 2007-8, now being drafted. This should allow for the development of statistics to provide for performance indicators. A draft proposal is at Annex C.
- n. For statistical purposes, emphasis should be placed on small scale, continuous improvements to the statistical parts of IT systems., This should be in preference to waiting for large scale MIS systems to be introduced. Such systems are expensive take years to deliver and when they run into difficulties, statistics outputs are often the first to be postponed.

4.2 Police

- a. The Police have a larger public role than in most other countries. Statistics should thus go beyond crime to include the whole range of police work.
- b. An *Occurrence Book* is completed for every incident reported to a Police Station.

- c. Counting rules for recorded crime are based upon long term police practice and they work well without being formally published. .
- d. However, many of the current data collection instruments should be redesigned, taking into account current needs and management issues
- e. CSO should also suggest a list of data needs for police statistics
- f. A relatively small amount of IT investment could greatly enhance the material produced and analysed. he CSO should join discussions about developments in IT for the police service, to ensure that statistics for operational and policy purposes are included
- g. In particular, the CSO should draft a proposal for enhancing police IT for statistics that would be included in the Annual Policing Plan to be produced for 2007-8
- h. The current system for recording information about offenders, the CADB database, is potentially an extremely useful source of data for research into criminal careers, and effectiveness of government justice policies.
- i. CSO have recently placed a staff member working in the Police HQ. Good quality crime statistics are produced mainly based on paper returns. However, this could be made more comprehensive and efficient

4.3. Judiciary

- a. CSO have for some time had a staff member working in the Judiciary HQ. Together the Judiciary and the CSO produce some statistics on court workload
- b. Many of the current data collection instruments should be redesigned, taking into account current needs and management issues workload which seem of good quality, although these rely on paper returns.
- c. No statistics are currently produced on disposals for criminal cases. Such statistics would be very useful to monitor the future workload on the prison and probation services and for the State Law Office on how current legislation is working.
- d. Disposal statistics should be produced by type of offence, sex and broad age groups.
- e. No statistics are currently produced on the delays in court cases. Such figures could be very useful in suggesting ways in which the high remand population of the prisons could be reduced and savings made in the amount of money spent on the justice system.
- f. CSO should prepare a list of data needs for Judicial Statistics.
- g. There are current plans for improving the IT systems for the Judiciary. They do not at present include the need for statistics. These plans need to be extended to provide for the necessary statistics. If there is any significant delay in developing such plans, then separate IT developments for Judiciary statistics should be considered, that include computerisation of current paper returns.
- h. To ensure the best future IT systems, the CSO should be party to discussions about developments in IT for the Judiciary, to ensure that statistics needs for operational and policy purposes are included in such plans.

4.4. Probation

- a. The CSO do not at present have any staff seconded to assist the probation service in compiling statistics. However, the possibility of doing this should be considered, possibly at first, as a combined job with the person assisting the prison service.
- b. Useful monthly and annual statistics are currently produced by the Probation Service.
- c. However, statistics could be improved by improved presentation, including more use of trends and graphs and by being combined with statistics from the other justice agencies
- d. CSO should suggest a list of data needs for Probation Statistics

- e. Many of the current data collection instruments should be redesigned, taking into account current needs and management issues
- f. Such statistics are compiled using paper returns. In due course, these statistics should be compiled using computers, more usually as a by-product of an IT system introduced to monitor individual records of those offenders or others who form the bulk of the work of the probation service. Staff savings could be made by moving to IT systems
- g. To ensure the best such IT systems, the CSO should be party to discussions about developments in IT for the Probation Service, to ensure that statistics needs for operational and policy purposes are included in such plans.

4.5. Prisons

- a. The CSO do not at present have any staff seconded to assist the prison service in compiling statistics. However, the possibility of doing this should be considered.
- b. Many useful statistics are currently produced by the prison service, especially for individual prisons, although these are not very up to date and need to be more timely to be useful for operational and policy purposes.
- c. However, they could be enhanced by improved presentation, including more use of trends and graphs and by being used in combination with statistics from the other agencies
- d. Many of the current data collection instruments should be redesigned, taking into account current needs and management issues
- e. CSO should also make suggestions for data needs for prison statistics.
- f. There are current plans for improving the IT systems for the Prison Service. They do not at present include the need for statistics. These plans need to be extended to provide for the necessary statistics. If there is any significant delay in developing such plans, then separate IT developments for prison statistics should be considered, that include computerisation of current paper returns.
- g. To ensure the best IT systems, the CSO should be party to discussions about developments in IT for the Prison Service, to ensure that statistics needs for operational and policy purposes are included in such plans. They should input their plans for improved statistics to the Prison Strategic Plan now being written for 2008-2011.
- h. Prison Statistics could be put together, developed, and published in a more timely way, to improve the efficiency of the prison service and other agencies and increase openness.

4.6. Prime Minister's Office (PMO)

- a. The Prime Minister's Office, under whom the Police and Prisons sit, were very supportive of the need to develop statistics and the way of producing them as a by-product of new IT systems for the Police, Judiciary and Prisons.
- b. They saw statistics being used as a rapid source of information for PNQs, and for the answer to intractable problems such as how many prisoners return to prisons and how far crimes and larcenies were related to drug use.
- c. They also made two useful suggestions with which I agree:
 - i. They felt that there was more need to sensitize the public about the importance of statistics and proposed a seminar be organised during the next expert visit to sensitise the institutions concerned and the public in general.
 - ii. They also felt that there could be advantage in having a dedicated statistician at the PMO.

4.7 Other agencies.

I also visited the Mauritius Research Council to discuss their proposed survey of violence in Mauritius. Results from this survey seem to be very relevant to J&S statistics and should be used by the CSO and J&S agencies. There were some agencies I did not visit but which could well have J&S data sources or J&S data needs. Such agencies should be brought into (or copied into) the discussions of the J&S Steering Committee as these develop: eg the State Law Office, the Law Reform Commission, the DPP's office the Government IT department and the Mauritius Commission for Anti-Corruption

5. OTHER ACTIVITIES

5.1 I found some useful information for the GDDS J&S Module contained on various web sites, which I scrutinised for the statistics and research contained within them: their positive comments about the use of statistics: examples of the use of statistics and research: recommendations for further statistics use and collection: and the need for further research

1. Mauritius Central Statistics Office: <http://www.gov.mu/portal/site/cso>
2. Mauritius Research Centre: <http://www.mrc.org.mu/>
3. Mauritius Prison Service:
<http://www.gov.mu/portal/site/prisons/menuitem.703fa58c898ac13ff4a9e75b0bb521ca/>
4. Mauritius Judiciary: <http://supremecourt.intnet.mu/>

As a result I recommend that:

- a. All CJ agencies should make use of the material that is becoming available on other agencies web sites, in order to improve their own statistics, both by direct comparisons and by considering good practice: eg about survey data, or sampling records.
- b. When they publish statistics, agencies should include more metadata on their web site.
- c. Where no statistics are published on their own web site, agencies should consider doing so.

6. DELIVERABLES PRIOR AND DURING VISIT

- a. Electronic documents produced for each agency giving details of the remit of the agency, the statistical and IT systems that existed, and plans for the future: Police, Judiciary, Probation, Prisons.
- b. Mauritius Crime Survey, 2004
- c. Annual Policing Plan 2006-7
- d. Annual Police Report, 2004
- e. Annual report of the Judiciary, 2006
- f. Annual report of the Probation Service, 2005
- g. Probation Monthly report, Sept 2007.
- h. Annual report of the Prison service, 2004.
- i. Data needs for each agency (first draft), Police, Judiciary, Probation, Prisons
- j. Classifications used for each agency and the match with the UN classifications.
- k. Draft results from the Mauritius CSO Continuous Multipurpose Household survey, 2006.

7. OTHER DONOR AGENCIES

No other agencies were involved in the visit, although I was asked by the Commissioner of prisons to ask Paul Cavadino, head of NACRO (England) to consider setting up a Branch of

NACRO in Mauritius. NACRO runs services nationwide including projects for individuals and communities and research, consultancy and training services for people and organisations involved in reducing crime.

8. SECOND J&S WORKSHOP – SPRING 2008

At the Dar Es Salaam Workshop, it was suggested that, for the J&S module, in place of a second expert visit to each country, a Workshop, lasting 5 or 6 days, for all countries to attend, could be held to discuss J&S statistics issues common to each country. One of the priorities in the first expert visits to each country is to consider this possibility. Discussions on the agenda for such a workshop have centred on the following:

- Presentations of progress on J&S statistics by each country.
- Parallel workshops on specific statistical topics: eg
 - Common Statistics Classifications in J&S
 - Common IT problems in J&S statistics

The workshop agenda would not be finalised until all the expert visits have been made to Kenya, Mauritius, Namibia, Seychelles and Tanzania, which is unlikely to be before February 2008.

It has been suggested that the workshop could be held in Mauritius, as other countries have recently hosted such workshops for GDDS Modules. If this happens the Labourdonnais Hotel has good facilities for this sort of workshop and details have been passed to Ronald Luttkhuizen separately.

The details for this possible workshop were discussed with the Mauritius Central Statistical Office. Preliminary views were expressed that Mauritius does not really need to have discussions on classifications but their main need is to have extensive advice on IT systems. They asked whether it would be possible to revert to the *status quo ante* and for them to have an expert visit from an expert in IT systems for J&S statistics rather than to join a workshop. However, they agreed that the final decision on the holding of such a workshop would need to wait until it was clearer what were the needs and views of other countries.

9. SECOND EXPERT VISIT AUTUMN 2008.

The intention of the Mauritius CSO is to continue the pattern of work prior to the first visit: ie to share progress with the statistical expert in between the two visits. This is likely to include redrawing lists of data needs, and redesigning data collection instruments. Thus the terms of reference for the second visit will be drawn up nearer the time. They will, however, include visits to all agencies: to new agencies not previously visited, a sensitisation seminar for improving the appreciation of agencies and the public to J&S statistics. The visit will also revisit the progress made on developing IT systems.

10 TRAVEL AND ACCOMMODATION ARRANGEMENTS

These went off quite satisfactorily. I was impressed by the way the World Bank travel department reorganised the original flight from England to Kenya, when a Kenya Airways flight was cancelled less than 12 hours before the time of departure. The transfer to Mauritius once I had

completed the Kenya visit went very smoothly. The Mauritius CSO set in place very good travel arrangements. The Police very kindly arranged a social tour of the island on the middle Saturday.

11. ON CONTRACTING

No problems worth noting. Any details will be taken up when claiming fees and expenses.

12 FINAL REFLECTIONS

The efficiency of the organisation and amount of effort put in by the Mauritius CSO to make this visit a success, is something it would be difficult to better. Other countries could be well urged to copy, for J&S and other modules.

Mauritius is well set to make good progress in J&S statistics and has put most of the infrastructure needed in place already. The main concern is to improve IT data capture and publication and then to add value to the data collected by more detailed analysis and closer working of the agencies of Justice and security.

Chris Lewis, GDDS J&S Module Statistical Expert and Module Manager,
December 2007

ANNEX A: AGENDA OF VISIT NOVEMBER 25 TO DECEMBER 8 2007:

Meetings were held with the CSO, justice agencies, government departments, and other organisations. There were two levels of meeting. *Institutional* - meetings with head of the institutions that produce/make use of statistics on justice and security and *Operational* - meetings with persons who collect/process/disseminate statistics on justice and security.

1. Central Statistics Office

I had an office and full facilities in the Central Statistics Office (CSO) and held daily sessions on both Operational and Institutional matters, involving statistical structures: the new statistics act, the continuous multi-purpose household survey, J & S statistics, the agenda for the second workshop: the GDDS work plan: data quality and IT needs. Main persons involved were:

Mr Harish Bundhoo (Director), hbundhoo@mail.gov.mu

Mrs Yasmin Cassimally (Deputy Director, past GDDS J&S Module coordinator)
ycassimally@mail.gov.mu

Mr Deepuk Bahadoor (Deputy Director, future GDDS J&S Module coordinator)
dbahadoor@mail.gov.mu

Mrs Naigee Guillaume (Statistician, J&S Statistics) nguillaume@mail.gov.mu

Mrs Fareeda Moserdeee, Senior Statistical Officer, Judiciary fmoserdee@mail.gov.mu

Mr Khaleck Nassurally, Senior Statistical Officer, Police knassurally@mail.gov.mu

2. CSO Steering Committee on J&S Statistics

I took part in the monthly meeting of the Justice and security Committee. The main item discussed was the draft of my report on my visit: some useful comments and corrections were made that have now been incorporated into the report. Other items discussed were the need for CSO to feed their requirements for statistics into the IT plans for each agency and the value that could be added to statistics to enhance their use for policy and operational use by their analysis in association with those from other agencies. Technical meetings could be arranged on a regular basis with heads of Police branches for reviewing technical aspects of Police Statistics.

3. Police

3.1 Operational 28 Nov and 3 Dec (2 full days)

3.1.1 28 Nov 2007: Meeting at the Crime Records Office (CRO) with ASP Seebaluck, PS Lutchmun, PS Chummun, IT Specialist PS Marday, CRO Statistician, DPC Jeebun CSO Senior Statistical Officer Mr Khaleck Nassurally.

Presentation of information and system in place by Mr. Jeebun, Officer responsible for statistics at the Police.

- They capture information from each police stations for statistics on reported cases.
- They also keep a database dealing with convicted cases from DPP office to monitor previous convictions. But they do not get these information from the Supreme Courts when the State Law Office is doing the prosecution.

- They do not get up to date information on prisoners being discharged or bailed from prison which could help in preventing crimes to some extent. Then the information is sent by phone or fax which is not safe.

Visit to 4 Police Stations (Line Barracks, Grande Baie, Vieux Grand Port, L'Escalier) to follow flow of information and data collection from Police Stations, District, and CRO

- It was found that although the same forms are used in every stations, the entries are not standardized from stations to stations.
- The forms have to be reviewed to satisfy the demand for new statistics, thus the standing orders of the MPF may have to be reviewed.

Examine IT system in place at the Police Station and CRO

- The FOXPRO based system used for statistics is out of date and have to be reviewed to include new offences and other details on offenders, victims , place of incidents, etc
- The CADB system , which is not used for statistical purpose up to now, can be used as an important tool to analyse relapsing trends and many other data if developed for statistics purpose

3.1.2 3 Dec 2007 : Meeting with heads of the different branches of the Police

Present Press Office Mr M Louison, ASP: Prosecutor Office CI Nazeer: Police HQ PS Cheenatur: Cybercrime Unit (CCID) PC Oogar : Traffic Branch PS Moonsamy, Anti-Drugs Support Unit (ADSU) Mrs (WPC) Bundhoo, ASP Seebaluck, PS Lutchmun, PS Chummun, IT Specialist PS Marday, CRO responsible for statistics, DPC Jeebun, Senior Statistical Officer Mr Kaleck Nassurally., Senior Statistical Officer Mrs Fareeda Moserde, Mrs Naigee Guillaume, Mr Bahadoor

- (a) The need for statistics on cyber and other technological crimes was felt.
- (b) It was pointed out that statistics should be accompanied by metadata and write-up to explain the trend or impact of policy decisions. For. e.g increase in reporting of offences may be misinterpreted as increase in offences whereas these can be as a result of quotas of contraventions which police officers need to bring at the police stations.
- (c) Offences which was initially classified as crime could eventually be classified under misdemeanours after investigation and court decisions.
- (d) Fines under the law does not show the seriousness of some of the offences. E.g same fine is paid by a driver exceeding speed limit whether he is driving at 100 kmphs or 200 kmph
- (e) The TMU proposed
 - a. a Micro Accident Analysis Software to locate place of Accidents.
 - b. To measure the no. of vehicles checked for performance Indicators instead of no of contraventions.
 - c. No of prosecuted contravention cases.

3.2 Institutional

3 Dec 2007: Meeting with Commissioner of Police (2 hrs)

Present: Commissioner of Police, DCP Seerunghen, ACP Dip, ASP Seebaluck, Mr. Bahadoor, Ms. Guillaume and Mr. Nassurally

- (a) Offences related to morality is on the high side
- (b) CP willing to make change in legislation if the need is felt, to align existing classification to International one
- (c) 75% of offences are drug inspired
- (d) Bails are being given more easily now to respect human rights and also so that prisons are not overcrowded. This resulted in more larcenies and thus more pressure on police
- (e) Mr. Lewis explained that Statistics should be retrieved as a by product of the MIS.
- (f) CP requested that statistical indicators should be simple and easily understandable
- (g) According to the CP, Out of 5 larcenies, 4 are young newcomers
- (h) To do in--depth analysis on crime against property and morality which is increasing.
- (i) CP has no objection that CSO drives the project and disseminate police statistics

4. Judiciary

4.1 Operational: 30 Dec 2007 (one full day)

Present: Mr. Veeraragoo (Director of Courts Services), Mr. Govinden (Chief Registrar), Mr. Pillay, Mr. Bahadoor, Ms. Guillaume, Mrs. Moserdee, Mr. Nassurally, Mr Hipolite

- (a) In Mauritius Judiciary and Police have more authority that the other two institutions
- (b) No objection that CSO drive the project
- (c) Need to invite State Law Office to join the steering committee. Note that the Law and Reform Commission is under the aegis of the State Law Office
- (d) Statistics will be used as evidence and justification for the passing of any legislations and will thereafter be used to analyse the impact of new legislations
- (e) Agreement for CSO to disseminate court statistics which will show good governance
- (f) Development in IT is expect to be fully operational in two years time with the electronic filing system. All courts will be linked including private notaries and barristers
- (g) CSO will be invited to join a brainstorming session in January 2008 and to suggest some output out of the system
- (h) More details on crime statistics will be needed and links between police and the judiciary, prison and probation should be strengthened for law reform purposes.

4.2 Institutional

05 Dec. 2007: Meeting with Dep. Chief Justice (1 hr.)

Present: Judge Matadeen (DCJ), Mr. Govinden, Mr. Pillay, Mr. Bahadoor, Ms. Guillaume, Ms. Fareeda Moserdee

- (a) Judiciary has no problem that CSO drive the process and disseminate Courts Data
- (b) Data needs: The Judge was particularly interested in the justification of new legislations with statistics. He requested also that projections will help in formulating policies
 - no. of lawyers, prisoners, etc

- no of community service orders being delivered: its impact on the society and the savings it brought for the government etc.
 - Projections can be carried out with the joint effort of statisticians and other specialists.
 - No of people paying contravention by post instead of coming to court
- (c) He requested to have also representatives of the State Law Office and Law Reform Commission as members the Steering Committee
- (d) With new legislations concerning continuous assize courts, it is expected that backlog of cases will be cleared by end 2008
- (e) More cases to be settled at administrative level instead of Judicial level.
- (f) The Dep. Chief Justice had no objection that CSO drives the project and disseminate court statistics

5 Prisons

5.1 Operational: 29 Nov 2007 (2 hours)

Present: DCP Henri, Mr. Pertaub, Responsible officers of the various prisons, Mr. Bahadoor, Ms. Guillaume, Mr. Nassurally

- a. Although a Detainees Information System has been adopted as from 1994, a parallel manual system is kept for fear that the system might crash
- b. A database of fingerprints are kept which is independent from that of the Police (Duplication), Backup is carried out twice a week with incremental backup daily
- c. Data needs: Transfers, Hospital treatment, behaviour, training, remand (by type of offence), imprisonment due to non-payment of fine.
- d. Rs 13 million allocated for an IT project to be developed by SIL could lapse before July 2007 Mr Jondah of the Ministry for IT is responsible for this computerisation project.

5.2 Institutional:

4 Dec 2007 (3 hours) – Meeting with Commissioner of Prisons

Present: Commissioner of Prisons, DCP Henri, Mr. Pertaub, Mr. Lewis, Mr. Bahadoor, Ms. Guillaume

- (a) Need for after care and follow-up of prisoners released
- (b) No objection that CSO drives the project and disseminate prison statistics
- (c) Data needs: Statistics from Courts and Police, projection on number of prisoners
- (d) Need IT system similar to that of India to have all prisons linked and availability of timely management information system and CSO can be p[art of the discussion for statistics modules to be included. The CP cannot find the password for the IT system so he handed Mr Lewis the manual on Indian Information systems on prisoners.
- (e) Cost to government: Rs 24,000 per prisoner per month
- (f) There are requests from NGOs to do detection test of HIV at mid term imprisonment and on discharge
- (g) Remand periods should de defined using statistics
- (h) The Commissioner requested Prof. Lewis to ask Mr. Paul Cavadino, head of NACRO in UK to consider setting a branch in Mauritius.

6. Probation and after care services

6.1 Operational: 29 Nov 2007 (2 hours)

Present: DCP Maudarbux, ACP Toolsee, Mr. Bahadoor, Ms Guillaume

- (a) No electronic database – PCs used only for typing letters
- (b) Community services – 90% of cases successful
- (c) Population: 600 on probation and 148 community workers, some 4000 cases of counselling, 1800 cases of social enquiries
- (d) Monthly report compiled for Management
- (e) Data needs: Enquiries by type of offences, age and gender
- (f) Annual report – disseminated to parliament, university of Mauritius and any other interested parties

6.2 Institutional: 4 Dec 2007 (1 ½ hour)

Present: Commissioner of Probation, Mr. Montille, DCP Maudarbux, Mr. Bahadoor, Ms. Guillaume

- (a) Computerisation of the institution is first priority
- (b) No database, no internet or email facilities
- (c) CSO to request for additional statistics on and above the annual report
- (d) Working together with NGOs such as Idriss Goomany Centre for rehabilitation
- (e) 95% of detainees released find a job
- (f) Enquiry carried out for 1,600 cases in 2007
- (g) No objection for CSO driving the project and dissemination of probation statistics

7. Prime Ministers Office (1 ½ hours)

Institutional

05 Dec. Meeting with Mr Raj Mudhoo, Senior Chief Executive at the Prime Ministers Office

Present: Mr. Raj Mudhoo, Mr. Bahadoor, Ms. Guillaume

- (a) Mr. Mudhoo felt that there is need to be more sensitization of the public about importance of statistics. He proposed that a seminar be organized during the next Mission to sensitise the institutions concerned and the public in general
- (b) He requested that the Mission report be made available to him
- (c) Data needs:
 - a. database be available for quick retrieval of information, in particular concerning replies to Parliamentary Questions.
 - b. information on why detainees who were released come back to prisons
 - c. how far crimes and larcenies are related to drugs
- (d) He felt the need to have a dedicated statistician at the PMO

8. Mauritius Research Council (MRC) (1 ½ hours)

Operational : 29 Nov 2007 : Dr. Neeliah, Mr. Lewis, Mr. Bahadoor, Ms. Guillaume

- (a) Following a request from the MOJ a victimisation survey will be carried out with the joint collaboration of the MRC and the Centre for Applied Social Research.
- (b) The aim of the study is to study the cause of violence and its links to crime
- (c) The TOR for the study is being finalized and will be submitted for approval by MOJ
- (d) Mr. Lewis shared his experience concerning the conduct of such studies and explained that the results will be useful for benchmarking of administrative data related to crime since the study will also include non-reported offences.

ANNEX B DRAFT PROPOSAL FOR ENHANCEMENT TO POLICE STATISTICS AS PART OF MAURITIUS POLICE STRATEGIC PLAN FOR 2007-2008

Following discussions with the Commissioner and Deputy Commissioners of Police, and their staff, it was agreed that the following proposal would be produced by the CSO for inclusion in the Police 2007-8 Strategic Plan, relating to enhancement of IT to produce crime Statistics more efficiently. The need for this enhancement was discussed with the Prime Minister’s Senior Chief Executive (Home Affairs) who approved the general idea. This will be updated with the latest information before submission.

The users of the database to be maintained at the Police CRO would include, the Police, CSO, Judiciary, Probation and Prisons services, as well as other agencies who needed to use the data, including the PM’s office for PNQs, the State Law Office, the Ministry of Finance, etc. The summary of the requirement, in broad terms is given below. More detailed work would be carried out by the CSO Justice Statistics committee and the Ministry of Finance to firm up the figures.

POLICE STATISTICS INFRASTRUCTURE INPUT TO POLICE STRATEGIC PLAN FOR THE NEXT THREE YEARS

Infrastructure needs	Volume	Ongoing annual cost	One off cost (Rs ‘000)
1 new PC to be installed for each Police Station for statistical purposes	100 PCs at 40,000 rupees each	0	4,000
New Statistical server at CRO	1	0	200
Software development (estimate)	80 consultant-days	0	1,000
Statistics returned to CRO server via Internet at end of each day	No new networking infrastructures needed	Minimal extra cost	0
Extra statistical staff for analysis of police data.	2 new statistical staff	CSO budget	200
Training of police staff	100* 1.5 days	0	200
Training of CSO staff	To cover statistical training in database management, SPSS, presentational skills, statistical analysis and study visits	0	200
Contingency	To cover any short falls in software development and training needs	0	400
Total			6,200

ANNEX C USERS AND USES OF STATISTICS

Statistics can be used for much more than simple counts of what is happening in Criminal Justice. Value can be added to basic statistics, by considering trends over the years, by collecting data in surveys to supplement the basic statistics: by combining statistics to look right across the justice system: by comparing justice statistics with other social and demographic statistics: and by projecting series into the future: in other words by adding a research element to the basic statistics. This system works well in many jurisdictions, including those of Europe and North America, India and Australia.

In particular statistics and such related research can be used for

- Resource allocation: including medium to long term future work
- Measuring the effectiveness of agencies' work
- Monitoring past legislation
- Suggesting future changes in the law or practice.

The table below gives some examples of uses that could be made of justice statistics if these were combined together and some further research carried out. Examples can be given of how this has happened from the web sites of research institutes in the countries mentioned above.

EXAMPLES OF USES THAT MIGHT BE MADE OF JUSTICE STATISTICS IN MAURITIUS

User Agency	Operational Use	Policy use	Examples
Prime Minister's Office		PNQs Policy use Sensitizing public	Crime, judiciary, prison databases Returns to prison Effect of drugs on crime, Future resource needs All statistics: publicity: educative programmes
State Law Office		Monitoring past legislation Assessing need for future legislation	Working on anti-drug laws Working on anti-cyber crime law Should court delays be capped Should remand period served be taken off final sentence Should there be discounts for guilty pleas which save court time.
Police	Resource allocation Effectiveness of police actions Public opinion		Are special units staffed appropriately? Why do public not report all offences? Forecast of future crime levels Use of fixed penalty powers More technology used for investigation: DNA: CCTV? Need for flow of individual data from courts and prisons Need for surveys of public opinion
Prisons	Resource allocation Effectiveness of prison regimes		Future prison projections to judge how many staff needed Need for data flows from Judiciary: eg trends in outcomes of cases How many prisoners return to prison Do drug programmes work
Judiciary	Resource allocation Delays in court		How many judges needed? How many defence lawyers? How many court rooms? Do people actually pay their fines? What are current delays? What will be effect of current plans to reduce them.
Probation	Resource allocation Effectiveness of programmes		Effect of growth of community service orders Effect on probation of proposals to reduce prison population Do referrals to drug treatment actually reduce drug use Does probation lead to lower reconvictions than prison

Annex E SUMMARY OF STATISTICAL DOMAINS AND DATA QUALITY ASPECTS (MAURITIUS, DEC 2007)

The expert's judgement on the current position of Mauritius J & S statistics is set out below in terms of the World Bank/IMF Structure for Justice and Security Statistics.

	<u>Statistical Domains²</u>					
<u>Data Quality Aspects¹</u>	Household surveys	Police	Prosecution	Judiciary	Probation Aftercare	Prison
Institutional arrangements, Policy, Management	Survey carried out but data not yet analysed fully	Household survey results need to be integrated with agency statistics to add value to both of these. If what is reported by the population seems to be at odds with the agency statistics then reasons for the differences would be sought. The content of the household survey should be extended to allow for the needs of agencies.				
ICT systems and needs	CSO has adequate IT resources	Police have no IT resources for statistical analysis and this needs to be remedied	Apart from a few serious cases prosecuted by the DPP all prosecutions take place by the police.	Statisticians need to feed their statistical needs to those updating the IT systems in all three agencies, so that a statistics module can be produced. It will be better to produce small scale statistical systems, that produce some data than waiting for an integrated system that linked offenders from police station through to prisons. The NI number should be recorded whenever an individual's record is input.		
Statistical registration systems and classifications used	Mauritius is fortunate in that all its agencies use the same classification systems for Justice and security Statistics. This is particular important in the case of offences and geographical areas. The J&S statistics committee needs to ensure that these classifications are kept up to date, and any changes published to all agencies at the same time. It also needs to ensure a conversion table is produced for use when answering international requests that are likely to be classified differently.					
Analysis of administrative records	Most data that is necessary for policy and operational use, is collected in some form. However, data collection instruments need to be changed, IT systems devised to ensure all data are recorded on a database or spreadsheet and the statistics can be analysed appropriately.					
Integration frameworks	Good frameworks exist for discussions on how to improve the collection and classification of J&S data. However, more experience of working together is necessary in order for integration frameworks to be developed to ensure optimum use of statistical data for policy and operational use and to improve efficiency.					
Dissemination of Statistics	More household data needs to be disseminated	Some useful data available but a lot more needs to be published	Nothing yet published	Case load statistics are published but little on the output of the courts and its influence on the prisons and probation	Good statistics are published. They could be produced alongside judiciary statistics	Good statistics produced Could be improved / merged with other data.
Use of Statistics for Policy/options.	Much more scope for doing this in all agencies and across agencies. All Chief Officers recognise this and are happy for CSO to take the lead in improving the use of statistics for policy development, increasing public confidence and operational improvement					

² Not all these domains will exist in every country