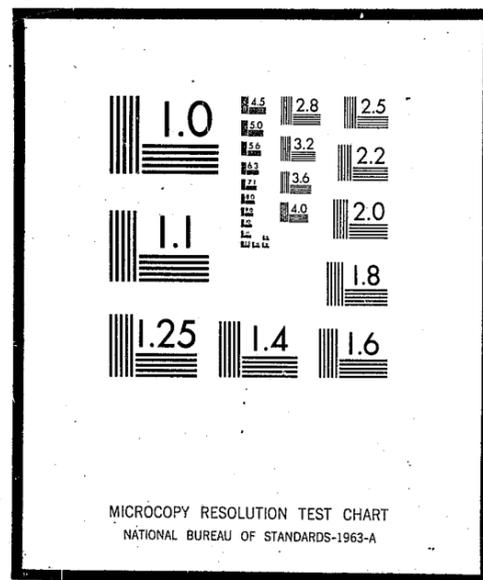


# NCJRS

This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U.S. Department of Justice.

U.S. DEPARTMENT OF JUSTICE  
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE  
WASHINGTON, D.C. 20531

Date filmed

8/13/75

STATISTICS DIVISION  
Report #7/73

MINISTRY OF THE SOLICITOR GENERAL  
and  
SECRETARIAT OF TREASURY BOARD

December, 1973

A CANJUS PROJECT REPORT  
#4

INFORMATION SYSTEMS REPORT  
ON  
CANADIAN CRIMINAL  
JUSTICE SYSTEM COSTS:  
PROBLEMS AND RECOMMENDATIONS

by  
B.E. Johnson and L.M. Peach  
with  
CANJUS Project Team

CANJUS PROJECT

The CANJUS project is a project being undertaken by the Statistics Division of the Ministry of the Solicitor General with the assistance of the Planning Branch of the Treasury Board Secretariat. The objective of the project is to develop a comprehensive simulation model of the Canadian Criminal Justice system to 1) develop a basic quantitative description of that system, 2) assist in the planning of policy and program changes by agencies involved in the administration of that system, and 3) serve as the foundation for future analyses and research on the system. The project team at the present time consists of (alphabetically) Neil Carroll, Gordon Cassidy, Elizabeth Cole, Carolyn Fuller, George Hopkinson, Brian Johnson, Lynda Peach, and John Townesend. Not all persons have been committed to the project full-time, but all have made a contribution, without which some of the many CANJUS publications would not have been possible.

DISCLAIMER

The views expressed are those of the authors and do not necessarily represent those of the Ministry of the Solicitor General or the Secretariat of Treasury Board. The data contained herein is provided for demonstrative purposes only and in no way constitutes definitive cost information on the Canadian Criminal Justice System.

ACKNOWLEDGEMENT

This report would not have been possible without the full co-operation of the Public Finance Division and the Judicial Division of Statistics Canada, as well as the agencies, federal, provincial and local, involved in the administration of criminal justice in Canada. In particular, Mr. T. Harris, Mr. L. Cardill and Mr. K. Holt of Statistics Canada and their staff were most helpful in explaining tables and obtaining extra information where necessary. Responsibility for the manuscript, including any errors or omissions, must, however, remain with the authors.

I Introduction

The 1970's have witnessed, in all levels of government, an ever-increasing interest in reforms in the Canadian criminal justice system. Perhaps the most tangible evidence of this interest has been the recent coming into being of federal and provincial law reform commissions. The emphasis has not been limited merely to law reform, however. Major changes have taken place in the area of detention and correction, with the introduction of bail reform, mandatory supervision, and increased use of penitentiary leave-of-absence programs. In the near future, Canada may see, as well as further changes in the present system, entirely new concepts applied to criminal justice. Currently under discussion are such schemes as compensation for the victim of personal crime, or even for the person charged and subsequently found not guilty of criminal activity.

The reasons for the recent upsurge in interest in changing the present criminal justice system are many and varied. There has been an increasing amount of evidence demonstrating the lack of success of many rehabilitation programs introduced during the 1960's. Along with concern

about current high rates of recidivism there has come a greater awareness both of the difficulties faced by ex-convicts in re-integrating themselves into society, and of the social implications of relatively high crime rates, particularly in urban areas, among groups of lower income or opportunity.

The increased concern for reform of the criminal justice system has pointed clearly to the following fact: far from being entities to be analyzed independently of one another, the existing police, courts and corrections systems are closely related, integral parts of a total criminal justice system. Any change in one of these sub-systems will have repercussions in other areas of the total system -- for example, changes in police efficiency or parole policy will eventually produce changes in penitentiary populations. For this reason, if administrators are to assess properly the effects of changes in the system, and to make reforms which are consistent with the proper functioning of the system as a whole, information must be gathered on this total system, and its operations described in a reasonably accurate manner.

Much of the information available on the Canadian criminal justice system has been fragmented and incomplete. The purpose of this paper is to systematize the available cost information, and to put it in a compatible form. While limited to analysis of accounting costs -- no attempt is made to consider social costs incurred inside or outside the system -- this paper is a first step towards a more complete description of the costs of the Canadian criminal justice system. It includes presently-available sources of cost data, as well as comments and recommendations which may improve the ease and accuracy with which this data can be collected in the future.

The following section contains information on the distribution of costs in the Canadian Criminal Justice System both as they are distributed among the various sub-systems and as they are distributed among levels of government. Section three is a description of the application of resources to the Canadian Criminal Justice System. Section four contains a description of the costs that are applied to these resources. The final section is devoted to comments and recommendations regarding the collection of cost data for a Canadian Criminal Justice System. Appendix A details sources of and possible inconsistencies in cost data. Appendix B is a readable data file.

## II Distribution of Costs

In order to see the costs associated with the operation of the Canadian Criminal Justice System in their proper perspective, consideration must be given to the magnitude of these costs as well as their distribution among the various sub-systems of the total criminal justice system and among the various levels of government. The purpose of this section is to provide such a perspective before actual discussion of the application of these costs to the Canadian Criminal Justice Systems Model (CANJUS).

The actual expenditure on the administration of justice in the year 1970-71 was approximately nine hundred million dollars, while for the year 1971-72 it approached one billion dollars. Most recent estimates place the cost of administering justice in Canada at well over the billion dollar figure. This expenditure includes the cost of police, courts and corrections, defined as follows:

(a) Police:

The sub-system "police services" relates to outlays pertaining to the maintenance of law and order. It embraces expenditure in respect of

the establishment, operation, maintenance and equipment of police forces including outlays in respect of stations and other buildings, specialized training establishments, motor vehicles, communication equipment, laboratory equipment, as well as weapons and related equipment. It also takes into account expenditure in respect of purchase of police services from other governments and that in respect of the custody and detention of arrested persons pending their release on bail or appearance before a court of law.

(b) Courts:

The sub-system "courts of law" takes into account outlays pertaining to the judicial system including the Supreme Court, Exchequer Court, Income Tax Appeal Board, Tariff Board, provincial courts of appeal, provincial superior courts (variously known as Court of Queen's Bench, Supreme Court, or Superior Court), county and district courts, magistrate courts, juvenile courts, family courts, social welfare courts, justices of the peace, as well as any expenditure in respect of prosecuting attorneys, coroners, witnesses, jurors, court interpreters, and premises used in the judicial process.

(c) Corrections:

The sub-system "correctional services" encompasses outlays in respect of the incarceration and rehabilitation of individuals convicted of criminal action and sentenced to terms in penitentiaries, gaols, and other detention establishments including industrial farms and reform schools and institutions. It also covers expenditure in respect of probation services.\*

Excluded from these figures are costs which are related to the administration of justice but which constitute a general government expenditure. Thus the large government expenditures on pensions and aid to dependants are left out of these calculations.

The distribution of the cost of administration of criminal justice among levels of government for the fiscal years 1970-71 and 1971-72 are shown in Table I. Expenditures by all levels of government are substantial, with the greatest expenditure in both years being incurred at the provincial government level. The federal government, which shows the least expenditure for 1970-71 and 1971-72, is nevertheless responsible for over 27% of the total expenditure on the administration of justice during both years.

\*The definitions in (a), (b) and (c) were derived from (43), pp. 32-33.

TABLE I

ACTUAL EXPENDITURES ON THE ADMINISTRATION OF JUSTICE

1970-71

1971-72

	<u>LEVEL OF GOVERNMENT AND EXPENDITURE</u> (Thousands of Dollars)			
	<u>FEDERAL</u>	<u>PROVINCIAL</u>	<u>LOCAL</u>	<u>TOTAL</u>
<u>1970-71</u>				
Police	168,079	135,196		
Courts	960	102,375		
Corrections	75,116	112,079		
TOTAL	244,155	349,650	310,055	903,860
<u>1971-72</u>				
Police	206,435	151,666	323,304	
Courts	1,100	98,024	10,523	
Corrections	74,153	116,356		
TOTAL	281,688	366,046	333,827 <sup>(1)</sup>	981,551

(1) Subject to revision

Source: Data Coordination Unit  
Public Finance Division  
Statistics Canada

Table I also provides information on the distribution of expenditures by sub-system at the federal and provincial level. The major proportion of expenditures at the federal level consists of police expenditures. Expenditures on corrections, which are less than half of those made on police, form the next largest expenditure at the federal level. The federal government makes only minimal court expenditures. At the provincial government level, expenditures are more evenly divided between police, courts and corrections.

The distribution of expenditures at the local level of government are given in Table II for the fiscal year 1971-72, this being the only year for which this breakdown is available. Although these are only estimates, it is believed that they are quite reliable. Here we see that over 80% of the expenditure on the administration of justice at the local level occurs within the 43 largest metropolitan areas (Census Metropolitan Areas and Census Metropolitan Urban Areas). Over 98% of the total expenditure by local governments on the administration of justice is a police-related expenditure.

TABLE II

EXPENDITURE ON ADMINISTRATION OF JUSTICE BY CITY SIZE<sup>(1)</sup>  
1971-72

(thousands of dollars)

<u>Province</u>	<u>Police Expenditures</u>			<u>Law Enforcement and Corrections</u>		
	Total Expenditure	CMA-CMUA	CMA-CMUA as a percentage of the total	Total Expenditure	CMA-CMUA	CMA-CMUA as a percentage of the total
Nfld.	188	18	9.6	0	0	0.0
N.S.	5,460	4,618	84.6	2,702	2,690	99.6
N.B.	4,839	2,938	60.7	2,000	2,000	100.0
P.Q.	95,216	74,473	78.2	2,059	1,797	87.3
ONT.	139,184	124,904	89.7	364	320	87.9
Man.	11,894	9,832	82.7	4	0	0.0
Sask.	9,085	5,814	64.0	139	57	41.0
Alta.	25,722	20,640	80.2	21	0	0.0
B.C.	31,190	25,185	80.8	5,174	4,534	87.6
<b>TOTAL</b>	<b>322,778</b> <sup>(3)</sup>		<b>83.1</b> <sup>(2)</sup>	<b>12,463</b>	<b>11,398</b>	<b>91.4</b> <sup>(2)</sup>

- (1) Source: Local Government Section, Public Finance Division, Statistics Canada. (estimates only)  
(2) Prince Edward Island has no CMA or CMUA and is excluded. The total percentage is therefore high  
(3) Police Expenditure represents 99.2% of the estimated 1971-72 local expenditure on administration of Justice.

III Application of Costs to a Canadian Criminal Justice Systems Model (CANJUS)

In an attempt to provide a planning tool for agencies concerned with criminal justice, the Planning Branch of Treasury Board Secretariat is cooperating with the Ministry of the Solicitor General in developing a linear model of the Canadian criminal justice system - CANJUS. CANJUS calculates flows of offenders through the criminal justice system and the associated implications for personnel requirements and costs in the various governmental agencies involved.

A principal advantage of the CANJUS model is that it organizes and presents in a compatible form much of the quantitative information about the Canadian criminal justice system which was previously fragmented and incomplete. The planning uses of the model arise from the ability to make hypothetical changes in the parameters of the model and determine the consequences of such actions for the criminal justice system as a whole and its various components parts.

In order to account for all costs in the criminal justice system, it is necessary to identify the relevant resources for which costs are to be collected in each of the model's sub-systems. It is by the application of costs to each resource, and in turn the application of each resource to a particular stage in the model, that costs are incorporated into CANJUS. The purpose of this section is to identify and describe the resources that are applied to the CANJUS model.

Table III consists of a list of the resources to be applied to CANJUS as well as a list of the workloads associated with each resource. (Each workload is defined as the total time taken by a resource to process one offender. An explanation of these workloads can be found in (9), and details of them in (7).) Diagram I is a preliminary schematic diagram of CANJUS.

The numbers in brackets correspond to the resource numbers in Table III, and indicate the resource to be applied at each stage in the model.

TABLE III  
RESOURCES AND ASSOCIATED WORKLOADS

<u>NO.</u>	<u>RESOURCES</u>	<u>NO.</u>
1.	Police (Hours)	1. Police Report
		2. Police Arrest
2.	Magistrate Court (Day)	3. Mag. Initial Appearance
		4. Mag. Preliminary Inquiry
		5. Mag. Trial
3.	County Court (Day)	6. Judge Bench Trial
		7. Judge Jury Trial
4.	Superior Court (Day)	8. S.C. Trial
		9. S.C. Appeal
5.	Penitentiary (Year)	10. Penitentiary
6.	Prison (Year)	11. Prison
7.	Jail (Year)	12. Jail
8.	Parole Preparation (Case)	13. Parole Preparation
9.	Parole (Case)	14. Parole
10.	Probation (Case)	15. Probation Preparation
		16. Probation
11.	Juvenile Court (Day)	17. Juvenile Court
12.	Juvenile Probation Case	18. Juvenile Probation
13.	Juvenile Training School (Case)	19. Juvenile Training School

Each resource, once it has been identified, can be described by three variables:

- (a) a unit cost defined as the cost per unit of workload;
- (b) an annual time availability defined as the total units of workload that one resource can perform in one year; and
- (c) a capacity constraint defined as the number of resources available in one year.

Each of the resources will now be described in detail in terms of the application of these unit costs and annual time availabilities. The capacity constraints have not been determined and therefore have been set at zero for each resource in this discussion. It will be left to the next section to describe the cost data which has been gathered for CANJUS, as well as its inconsistencies and the problems involved in getting it.



(a) Police:

In the total system model the resource "police" includes all uniformed members of the R.C.M.P. at the federal level and those on contract to the provinces and local governments as well as all uniformed members of the O.P.P. and the Newfoundland Constabulary. When Quebec flows are incorporated into CANJUS, it will be necessary to add uniformed members of the Q.P.P. to the data base. Police department data for localities not contracted with the R.C.M.P. (i.e., major cities such as Toronto, Montreal and Vancouver) must also be added. The unit cost of a policeman is defined as the cost per police/hour. This is obtained by dividing the total yearly police budget by the number of uniformed policemen and then dividing that figure by the annual availability of one policeman. In all cases capital costs, where applicable, are included in the total budget. The annual time availability is set at 1700 hours per year (roughly 212 eight-hour days).

(b) Magistrate's Court:

For the purposes of the CANJUS model, "magistrate" means a magistrate, a police magistrate, a stipendiary magistrate, a district magistrate, a provincial magistrate, a judge of the sessions of the peace, a recorder, or any person having the power and authority of two or more justices of the peace, and includes:

- (a) with respect to the Provinces of Ontario, New Brunswick and British Columbia, a judge of the provincial court; and
- (b) with respect to the Province of Saskatchewan, a judge of the Magistrates' Courts.

The unit cost of a magistrate is defined as the cost per magistrate/day and is obtained by dividing the total operating and capital cost of magistrates' courts by the total number of magistrates, and in turn by the annual time availability of one magistrate. The average time availability of a magistrate is set at 211 days per year.

(c) County Court, Superior Court:

The term "Superior Court" refers to:

- (a) in the Province of Ontario, the Supreme Court,
- (b) in the Provinces of Nova Scotia, New Brunswick, Prince Edward Island and Newfoundland respectively, the Supreme Court,
- (c) in the Province of British Columbia, the Supreme Court or the Court of Appeal, and
- (d) in the Provinces of Manitoba and Saskatchewan respectively, the Court of Appeal or the Court of Queen's Bench.

By "County" court is meant a county, district or judicial centre court, the salary of whose judge is paid by the Federal Government.

The unit cost of a court is defined as the cost per court/day and is obtained by dividing total court cost by the total number of judges and in turn by the annual time availability, the latter being set at 211 days per year. This figure incorporates prosecutor cost, although it may be

desirable to separate prosecutor cost from other court cost when accurate prosecutor cost data can be collected.

(d) Penitentiary, Prison, Jail:

"Penitentiary" means a federally-run institution which holds inmates sentenced to terms of greater than two years. "Prison" means a provincially-operated institution which holds inmates sentenced to terms of less than two years. "Jail" means a provincially-run institution which holds inmates for relatively short terms. The length of these terms varies with the province, and so cannot be specified; however, jails tend to lack the specialized facilities of prisons, industrial farms, etc., and to be used for functions such as pre-trial detention.

These average costs are defined as the cost of keeping one inmate in a penitentiary, prison or jail for one year. They are obtained by dividing the total operating and capital cost of penitentiaries, prisons and jails for one year by the number of inmates in each case. The annual time availability

in this case is of course one. Jail cost may have to be changed to cost per day in order to assure compatibility with the unit workloads.

(e) Parole:

Parole costs are defined as the costs of services carried out by the National Parole Board, as well as the Ontario Parole Board and the B.C. Parole Board. Other provinces do not have such Boards. In years subsequent to 1970-71, the cost of mandatory supervision will be included in parole costs.

The unit cost of parole is defined as the cost per parole case and is derived by dividing the total parole budget per year by the number of parole cases per year. The annual time availability is the number of cases that can be handled by one parole officer in one year. This has initially been set at 35 in the CANJUS model.

(f) Parole Preparation:

Parole preparation cost is the cost involved in preparing a case for parole. At present it is the total cost of parole preparation divided by the number of inmates who succeed in obtaining parole. This may have to be altered to take account of those who apply for parole and do not obtain it, but we must await reliable data in this regard. Since at present the cost is only averaged over the successful parole applicants, the average time availability is set at 35 cases per parole officer -- the same figure used for parole. This may also require alterations when information is collected on the preparation process itself.

(g) Probation:

Probation costs are defined as the costs of probation services carried out in the eight provinces for which there are CANJUS models. Included are the costs of pre-sentence investigation.

The unit cost of probation is defined as the cost per probation case and is derived by dividing the

total probation budget per year by the number of probation cases per year. The annual time availability is the number of cases that can be handled by one probation officer in one year and has been set at 35 in the CANJUS model.

Data similar to that described above is derived for the juvenile sub-system in terms of:

- (1) juvenile court;
- (2) juvenile probation; and
- (3) juvenile training school.

The annual time availabilities are the same as those for the adult sub-system.

The methods we have so far described for deriving unit cost have been followed as closely as possible in the collection of cost data for CANJUS. However, because of data incompatibilities and inconsistencies it was necessary in some cases to make compromises and to use data which was

less than ideal. In each case the best data that could be obtained was used. The next section describes in greater detail the data actually used in the CANJUS model, and the method of deriving it complete with inconsistencies and incompatibilities. This will be followed by a section containing comments and recommendations which will, hopefully, lead to some improvements in the future gathering and reporting of cost data for the Canadian criminal justice system.

IV Canadian Criminal Justice System Cost Data 1970-71

This section contains a description of the data that has been collected for use in the CANJUS model and a discussion of the problems encountered in arriving at the various cost figures. The cost data contained here is really a preliminary estimate. In no way should it be thought to constitute definitive data; it consists merely of rough approximations to the true values. Constant revision of this data will be necessary as more accurate figures become available, but until then the cost data contained in this report will be employed, if only for purposes of demonstrating the use of the CANJUS model. It is hoped that such demonstrations will clarify the values of the model itself, and that those who could improve the existing data will become interested in doing so. The model will thus hopefully serve the purpose not only of describing the Canadian criminal justice system, but of arousing the interest of those who could perhaps improve that very description.

In this section each resource will be considered separately and the major data problems will be discussed. For

a complete listing of the data sources and the data incompatibilities and inconsistencies see Appendix A.

#### 4.1 Police

Police data for the CANJUS model is contained in Table IV. Since the R.C.M.P. contract arrangements with the provinces and localities are based on formulae which equalize the average yearly cost per uniformed member, the cost will be the same among provinces and among localities. Separate costs for each province and for each locality are therefore not necessary. These costs have been adjusted slightly to account for costs associated with provincial and local R.C.M.P. who are not included in the contract agreements. These figures thus do not represent the contract payments but rather the average cost associated with each policeman, including payments by the federal government over and above the contracted payments -- of particular significance in this case is pension payments.

Expenditures on non-policing activities such as the R.C.M.P. musical ride and the R.C.M.P. band are considered federal expenditures.

TABLE IV

POLICE COST DATA 1970-71

<u>NAME</u>	<u>TOTAL EXPENDITURE</u>	<u>UNIFORMED STRENGTH</u>	<u>AVERAGE COST/HOURS</u>
Provincial RCMP	87,388,585.72	4,085	12.58
Municipal RCMP	26,827,376.37	1,564	10.09
Federal RCMP	78,709,887.72	3,218	14.39
O.P.P.	58,484,258.00	3,789	9.08
NFLD Constabulary	1,489,136.00	217	4.04
TOTAL	252,899,237.70	12,873	11.56

In Ontario the provincial cost is that of the O.P.P., including police training and capital expenditures. The number of uniformed O.P.P. personnel includes those O.P.P. who are under contract to the provinces, since the exact nature of this contracting procedure was never determined. In Newfoundland the constabulary forms a separate provincial police force, although most of the province is policed by the R.C.M.P. R.C.M.P. expenditures were used for provincial police costs; this may require revision.

Only in the case of the R.C.M.P. have revenue items been deducted from the total expenditure. It was not possible to do so for the O.P.P., given the public accounts information.

#### 4.2 Magistrate's Court, County Court and Superior Court

Total and average costs for Canadian magistrates are shown in Table V.

TABLE V

COST DATA: MAGISTRATES' COURTS 1970-71

	<u>Total Cost of Magistrates</u>	<u>Number of Magistrate</u>	<u>Average Cost Per Magistrate Per Year</u>	<u>Average Cost Per Magistrate Per Day</u>
Ontario	17,277,330	116	148,942.5	705.9
Saskatchewan	601,381.8	25	24,055.3	114
Manitoba	1,120,440.5	42	26,677.2	126.4
British Columbia	2,415,763.5	250	9,663	45.8
Nova Scotia	533,722.7	29	19,093.9	90.5
P.E.I.	62,517.5	6	10,419.6	49.4
New Brunswick	629,285.8	23	27,360.3	129.7
Newfoundland	384,852.3	25	15,394.1	73.0
All Canada	23,045,294.2	516	44,661.4	211.67

These average costs are derived by simply dividing public accounts figures for total costs of magistrates' courts by the total number of magistrates for each province. The cost of one day of a magistrate's time varies drastically from province to province: on average it is \$211.7. The only obvious reasons that offer themselves for the range in this cost figure are (1) differences in annual time spent working from province to province, which were assumed away with the use of a 211-day annual availability and (2) differences in provincial definitions of what constitutes a magistrate. For the latter reason, the total numbers of provincial magistrates, which were obtained from the Canadian Law List, might not be accurate. For all juvenile courts, magistrates' court unit costs were applied.

Average costs for county courts are shown in Table VI, and are derived by dividing the sum of provincial expenditures on county courts and the federal government expenditures on county court judges' salaries (available from the Judges Act) by the number of county court judges reported in the Canada Law List. Average costs for superior courts, shown in Table VII, were derived in a similar manner. In

TABLE VI

COST DATA: COUNTY COURTS 1970-71

	<u>Total Cost of County Court Judges</u>	<u>Number of County Court Judges</u>	<u>Average Cost Per County Court Judge Per Year</u>	<u>Average Cost Per County Court Judge Per Day</u>
Ontario	12,593,745.6	92	136,888.5	648.8
Saskatchewan	900,780.1	14	64,341.4	304.9
Manitoba	755,369	10	75,536.9	358
British Columbia	847,181.4	17	49,834.2	236.2
Nova Scotia	607,627.6	17	35,724.8	169.4
P.E.I.	64,287.1	3	21,429	101.6
New Brunswick	523,030.5	15	32,494.2	165.3
Newfoundland	110,898	4	27,724.5	131.4
All Canada	16,402,919.3	172	95,365.8	452

TABLE VII

COST DATA: SUPERIOR COURTS 1970-71

	<u>Total Cost of Superior Court Judges</u>	<u>Number of Superior Court Judges</u>	<u>Average Cost Per Superior Court Judge Per Year</u>	<u>Average Cost Per Superior Court Judge Per Day</u>
Ontario	3,105,062.7	37	83,920.4	397.7
Saskatchewan	594,583.5	13	64,341.4	216.8
Manitoba	981,979.6	13	75,536.9	358
British Columbia	1,295,688.9	26	498,534.2	236.2
Nova Scotia	321,685.4	9	35,742.8	169.4
P.E.I.	229,602.6	4	57,400.6	272.0
New Brunswick	313,818.3	9	34,868.7	165.3
Newfoundland	313,061.0	4	78,265.3	370.9
Federal	520,000	16	32,500	154.02
All Canada	7,675,482.1	131	58,591.5	277.7

Manitoba, B.C., New Brunswick and Nova Scotia, where total superior and county costs were lumped together in the public accounts, average superior and county court costs were assumed to be identical.

#### 4.3 Penitentiaries, Prisons, Jails, Juvenile Training Schools

Table VIII contains details of expenditures on federal penitentiaries by security level during the year 1970-71. The overall average expenditure of \$10,039 was determined by dividing the total expenditure on the federal penitentiary service by the actual weekly population (including temporary detainees). If the "on register plus temporary detainee" figure were used the average cost would drop to \$9,720. For purposes of compatibility with the provincial data, neither of these figures is really appropriate because the provincial cost data for headquarters and training centres is not available. In some cases provincial data on new capital construction is also lacking. Therefore, for compatibility with provincial figures, an average inmate cost of \$9448.80 should be used in place of the two larger

TABLE VIII

## COST DATA: FEDERAL PENITENTIARIES 1970-71

SECURITY LEVEL	TOTAL CURRENT COST \$	TOTAL CAPITAL COST \$	TOTAL COST \$	NO. OF <sup>1</sup> INMATES	AVERAGE CURRENT COST \$	AVERAGE CAPITAL COST \$	AVERAGE TOTAL COST \$
Minimum	3,845,368	1,250,694 (1,520,508) <sup>2</sup>	5,096,062 (5,365,876) <sup>2</sup>	934	4,117	1,339 (1,628) <sup>2</sup>	5,456 (5,745) <sup>2</sup>
Medium	26,443,638	3,826,959	30,270,597	3,437	7,867	1,113	8,807
Maximum	21,736,706 (22,154,128) <sup>2</sup>	2,326,819 (8,558,863) <sup>2</sup>	24,063,525 (30,712,991) <sup>2</sup>	2,651	8,199 (8,357) <sup>2</sup>	878 (3,228) <sup>2</sup>	9,077 (11,585) <sup>2</sup>
TOTAL	52,025,712 (52,443,134) <sup>2</sup>	7,404,472 (13,906,330) <sup>2</sup>	59,430,184 (66,349,464) <sup>2</sup>	7,022	7,408.96 (7,458.40) <sup>2</sup>	1,054.47 (1,980.39) <sup>2</sup>	8,463.43 (9,448.80)
TOTAL (including headquarters & training)	56,477,072	14,019,318	70,496,390	7,022 (7,253) <sup>3</sup>	8,043 (7,787) <sup>3</sup>	1,996 (1,933) <sup>3</sup>	10,039 (9,720) <sup>3</sup>

- (1) - actual weekly population in the institution  
(2) - includes cost of non-operating penitentiaries  
(3) - includes all inmates on register plus temporary detention

numbers. This figure excludes headquarters and training costs and uses the actual inmate population data. Hopefully, as the data base for provincial prisons and jails improves, the more accurate provincial data will become more compatible with the federal data. At present, however, the federal penitentiary cost figure of \$9,720 which is used in CANJUS is the most accurate figure available, although it should not be used in comparison with provincial data.

Tables IX and X contain the prison and jail cost data for eight provinces for which there are CANJUS models. As noted above, this data does not include headquarters and training costs. For some provinces it also excludes prison and jail capital construction costs, since these cannot be broken out from costs of other public works in their public accounts. In all cases where capital costs are included it is the current year (1970-71) capital cost exclusive of depreciation, since in no instance was accurate depreciation data available.

For Saskatchewan and Manitoba it was not possible to separate prison costs from jail costs in the public accounts.

TABLE IX

## COST DATA: PROVINCIAL PRISONS 1970-71

PROVINCE	TOTAL CURRENT COST \$	TOTAL COST \$	NO. OF <sup>4</sup> INMATES	AVERAGE CURRENT COST \$	AVERAGE TOTAL COST \$
B.C.	4,335,345	4,345,276	696	6,228.94	6,243.21
SASK. <sup>3</sup>	1,181,463	1,181,463	273	4,327.70	4,327.70
MAN. <sup>3</sup>	2,708,547	2,720,438	564	4,802.38	4,823.47
ONT	21,250,890	23,976,739	2,692	7,894.09	8,906.66
N.B.	313,769	313,769	60	5,229.49	5,229.49
N.S. <sup>1</sup>	-	-	-	-	-
P.E.I. <sup>2</sup>	-	-	-	-	-
NFLD.	963,143	980,804	165	5,837.23	5,944.27
TOTAL	30,753,157	33,518,489	445	6,910.82	7,532.24

1. Prison cost data for Nova Scotia has not yet been collected.
2. There is no prison data for P.E.I.
3. No distinction is made between prison and jail in Saskatchewan or Manitoba.
4. Number of inmates is in most cases the average on March 31, 1970 and March 31, 1971 and not an average weekly count.

TABLE X

COST DATA: PROVINCIAL JAILS 1970-71

<u>PROVINCE</u>	<u>TOTAL CURRENT COST</u> \$	<u>TOTAL COST</u> \$	<u>NO. OF<sup>4</sup> INMATES</u>	<u>AVERAGE CURRENT COST</u> \$	<u>AVERAGE TOTAL COST</u> \$
B.C.	8,128,422	8,274,772	1,532	5,305.76	5,401.29
SASK. <sup>3</sup>	1,181,463	1,181,463	273	4,327.70	4,327.70
MAN. <sup>3</sup>	2,708,547	2,726,483	564	4,802.38	4,823.47
ONT	12,233,432	12,407,534	2,137	5,724.58	5,806.05
N.B.	591,871	591,871	259	2,285.22	2,285.22
N.S. <sup>1</sup>	-	-	-	-	-
P.E.I.	169,035	169,035	61	2,771.06	2,771.06
NFLD. <sup>2</sup>	-	-	-	-	-
TOTAL	25,012,770	25,345,158	4,826	5,182.92	5,251.79

1. Jail data for Nova Scotia has not yet been collected.
2. There is no jail data for Newfoundland.
3. No distinction is made between prison and jail in Saskatchewan and Manitoba.
4. Number of inmates is in most cases the average on March 31, 1970 and March 31, 1971 and not an average weekly count.

This problem arises partly from differing definitions of prisons and jails -- Saskatchewan and Manitoba tend to use the terms "prison" and "jail" interchangeably. It was therefore decided to use the same cost for both in those provinces. Newfoundland had no reported jail inmates and Prince Edward Island had no reported prison inmates: these costs were both set at zero. In Nova Scotia it was not possible to determine the prison and jail expenditures for male prisoners. It was decided, in order to complete the model for purposes of demonstration, to use New Brunswick costs for Nova Scotia, until accurate Nova Scotia costs become available.

The provincial prison and jail data is the best data available from the published provincial records. In some cases the data is more accurate than in others and the analyst is cautioned against making inter-provincial comparisons with the use of this present preliminary data. The data is for demonstrative and descriptive purposes only and must be greatly improved before the models can be used comparatively.

Table XI contains the cost data on juvenile training schools. Again capital costs were excluded in provinces where the public accounts did not provide sufficient itemization under "costs of public works". The province of Prince Edward Island has no juvenile training schools and therefore has zero cost associated with this resource in the CANJUS model. The federal government operates a single juvenile training school in the North-West Territories, but provides no cost data for this institution in the Canadian Public Accounts.

#### 4.4 Parole, Parole Preparation

The National Parole Service provides two pieces of cost information relating to National Parole. These are the cost of first year parole (\$1,105) and the cost of subsequent year parole (\$458). The difference of \$647 is said to occur as a result of parole preparation. It was therefore decided to incorporate two resources into the CANJUS model in order to separate the cost of parole preparation from that of parole supervision. The cost of parole supervision is the cost of keeping a person on parole in years other than the

first year as reported by the National Parole Service (\$458). Parole preparation (\$647) is the difference between first year parole and subsequent year parole. This is the total cost of preparing parole cases divided by the number of persons who succeed in obtaining parole. More accurate data on the number of persons who do not succeed in obtaining parole is required, since the cost of processing their applications has been incorporated in the total cost of parole preparation.

Cost data for the Ontario Parole Board and the British Columbia Parole Board has not been collected. The closest available cost, that of the National Parole Service, has been used as a proxy for Ontario and British Columbia parole costs. Other provinces do not operate parole services.

#### 4.5 Probation, Juvenile Probation

Data on probation costs at both the adult and juvenile levels has not been collected to date. The only proxy data available is the probation data collected for Alleghany County, Pennsylvania. This cost data has therefore been incorporated into the CANJUS model in each province. More accurate data for the provinces will be used as it becomes available.

TABLE XI

COST DATA: JUVENILE INSTITUTIONS

<u>PROVINCE</u>	<u>TOTAL CURRENT COST</u>	<u>TOTAL COST</u>	<u>NO. OF INMATES</u>	<u>AVERAGE CURRENT COST</u>	<u>AVERAGE TOTAL COST</u>
B.C.	1,213,007	1,213,007	259	4,683.42	4,683.42
SASK.	1,438,732.94	1,438,732.94	302.21	4,760.71	4,760.71
MAN.	1,018,256.73	1,090,578.81	204.20	4,986.56	5,340.74
ONT.	7,972,725	9,856,921	1392	5,727.20	7,081.11
N.B.	333,846.71	380,836.77	65	5,136.10	5,859.03
N.S.	901,924.91	901,924.91	139	6,488.67	6,488.67
P.E.I.	-	-	-	-	-
NFLD.	272,871	292,170	86	3,172.92	3,397.33
TOTAL	13,151,364.29	15,174,111.43	2447.41	5,373.58	6,200.06

\* Total Cost figure for N.B. for 1971 was derived by taking the average cost for N.B. Training School for 1970 and multiplying that figure by the total cost for corrections for 1971.

V Comments and Recommendations

From the previous discussion, it can clearly be seen that there are numerous problems with this presentation of cost data for the Canadian criminal justice system. A reorganization of the data presently gathered for CANJUS might solve some of these problems, which have not yet been dealt with mainly for reasons of time constraints. Such a reorganization should include the following:

- (1) Data on revenues must be collected for each sub-system and revenues deducted from expenditures wherever possible. This will require not only a more detailed knowledge of the relevant financial arrangements at all government levels, but some decisions on how to associate the various revenues with the appropriate CANJUS sub-system.
- (2) Capital costs must either be included for all resources or eliminated entirely.

- (3) General government administrative cost must similarly be either included for all resources or completely excluded.
- (4) More accurate data must be collected on actual time availabilities of the various resources, since there are indications that the time availability for a resource varies significantly across Canada. This is especially apparent in the court sub-system, where drastic assumptions have been made in the total absence of data on the length of court sessions.
- (5) Data of greater accuracy is required on total numbers of resources (e.g., ~~judges and magistrates~~) and on populations of correctional institutions, for the purpose of getting more accurate unit cost.
- (6) In order to complete the CANJUS data file, the following information must be obtained:
  - (a) crown prosecutors' salaries and/or fees by province;

(b) cost data for Ontario and British Columbia parole services; and

(c) cost data for probation services in all provinces.

Much of the required information might be obtained through direct contact with the governmental agencies concerned, whether federal, provincial or municipal, since it probably exists in unpublished or restricted form. The task of gathering this data for CANJUS purposes would be greatly facilitated by a number of changes in present methods of data collection and presentation, and in this regard certain recommendations can be made. Of course, organization of data along CANJUS lines is only one way of co-ordinating what is currently a rather fragmented set of cost data on Canadian criminal justice, but it has the advantage of consistency. CANJUS provides a complete and consistent framework for accounting for the disposition of offenders from the time they enter the criminal justice system until the time they leave it. This advantage should be kept in mind when and if consideration is to be given to possible

changes in existing systems of data collection at any of the three levels of government. The following are our major recommendations:

- (1) Statistics Canada should implement the proposal put forward in its Institutions and Public Finance Branch to coordinate Canadian justice administration costs, for all levels of government, in some printed format.
  
- (2) The total costs of Canadian justice administration are currently available in two forms from Statistics Canada. The figures in publications 68-204, 68-207 and 68-211 are taken from public accounts expenditure items only, and cannot be summed over three levels of government without double-counting of some items. Figures provided by the Data Coordination Unit of the Public Finance Division, while they eliminate double-counting, also eliminate pension and other general government expenditures which "are not associated with particular government departments or agencies". We recommend that attempts be made by Statistics Canada to obtain a consistent measure of the cost of administering justice in Canada.

- (3) The Judicial Division of Statistics Canada, in their correctional institution statistics (85-207), rather than recording inmate populations as of March 31 of each year, should record an average weekly count in order to eliminate seasonal variations.
- (4) Cost data in the provincial public accounts should:
  - (b) break out and itemize prosecutor costs;
  - (c) distinguish between civil and criminal court costs;
  - (d) distinguish between adult and juvenile court costs;
  - (e) provide cost breakdown by institution for prisons, jails and training schools;
  - (f) distinguish between contract payments for R.C.M.P. and other police expenditures.
  - (g) provide a cost breakdown of provincial parole and probation services.
- (5) Provincial public accounts should itemize public works expenditures by department or agency.

**CONTINUED**

**1 OF 2**

BIBLIOGRAPHY

- (1) Alberta, Public Accounts, 1970-71, 1971-72.
- (2) Belkin, J.; Blumstein, A.; and Glass, W., "JUSSIM, An Interactive Computer Program for Analysis of Criminal Justice Systems". Mimeographed, Urban Systems Institute, School of Urban and Public Affairs, Carnegie-Mellon University, July, 1971. Revised November 1972.
- (3) Belkin, J.; and Blumstein, A., "Methodology for the Analysis of Total Criminal Justice Systems", Mineographed, U.S. Department of Justice Grant NI-026 November 15, 1970.
- (4) Belkin, J.; Brunner, R.; and Cassidy, R.G., "Programming Approach to the Criminal Justice System". Mimeographed, Ministry of State for Urban Affairs. Ottawa, December, 1972.
- (5) British Columbia, Public Accounts, 1970-71, 1971-72.
- (6) Canada, Public Accounts, Ottawa, 1971.
- (7) Cassidy, R.G.; and Hopkinson, R.G., "Information System Report on Canadian Criminal Justice System Workloads, Problems and Recommendations" Mimeographed, Ministry of the Solicitor General. Ottawa, 1973.
- (8) Cassidy, R.G.; Hopkinson, R.G.; and Laycock, W., "Information Systems Report on the Canadian Criminal Justice System Problems and Recommendations". Mimeographed. Ministry of State for Urban Affairs, Canada. June, 1973.
- (9) Cassidy, R.G.; Hopkinson, R.G.; and Laycock, W., "A Preliminary Description of the Canadian Criminal Justice System". Mimeographed. Ministry of State for Urban Affairs and Ministry of the Solicitor General. Ottawa, October 1973.
- (10) Cohen, J.; Lettre, M.; and Stafford, R., "Analysis of the Allegheny County Criminal Justice System: Present Operations and Alternative Programs". Mimeographed. Urban Systems Institute, School of Urban and Public Affairs. Carnegie-Mellon University, February, 1972.

- (11) Department of the Attorney General-Director of Corrections, Annual Report, British Columbia, 1971.
- (12) Department of Correctional Services, Annual Report. Ontario, 1971.
- (13) Department of Health and Social Development, Annual Report. Manitoba, 1970, 1971.
- (14) Department of Health and Social Services, Adult Corrections Branch, Mental Health Division, Annual Report. Manitoba, 1969.
- (15) Department of Provincial Secretary, Judiciary. British Columbia, 1970.
- (16) Department of Social Services and Rehabilitation, Annual Report Newfoundland, 1971.
- (17) Department of Welfare, Annual Report, Saskatchewan, 1971.
- (18) Director of Corrections, Annual Report, British Columbia, 1970, 1971.
- (19) Egan, Patricia, ed. Canadian Law List, Canada Law Book Ltd., Agincourt, Ontario, 1971.
- (20) Fields, K.; Lettre, M.A.; and Stafford, R., "A Description of the Allegheny County Criminal Justice System". Mimeographed. Urban Systems Institute, School of Urban and Public Affairs. Carnegie-Mellon University. February 1972.
- (21) Fuller, C.; and Hopkinson, G., "Data Incompatibilities for Penitentiary Admissions and Parole Violations". Mimeographed. Statistics Division. Ministry of the Solicitor General. Ottawa.
- (22) Manitoba, Public Accounts, 1970-71, 1971-72.
- (23) Martin, J.C., Mewett, A.W., and Cartwright, I., ed., Martin's Annual Criminal Code 1972, Canada Law Book Ltd., Agincourt, Ontario, 1972.
- (24) Minister, The Ontario Plan in Corrections, Ontario, 1970.
- (25) New Brunswick, Public Accounts, 1970-71, 1971-72.
- (26) Newfoundland, Public Accounts, 1970-71, 1971-72.
- (27) Nova Scotia, Public Accounts, 1970-71, 1971-72.

- (28) Ontario, Public Accounts, 1970-71, 1971-72.
- (29) Ontario Police Commission, Annual Report, Ontario, 1970.
- (30) Ontario Provincial Police, Annual Report of the Commissioner, Ontario, 1970, 1971.
- (31) Prince Edward Island, Public Accounts, 1970-71, 1971-72.
- (32) Quebec, Public Accounts, 1970-71, 1971-72.
- (33) Royal Canadian Mounted Police, Annual Report, "J" Division, Ottawa, 1970.
- (34) Royal Canadian Mounted Police, Annual Report, "L" Division, Ottawa, 1970.
- (35) Saskatchewan, Public Accounts, 1970-71, 1971-72.
- (36) Solicitor General of Canada, Annual Report, Ottawa, 1970-71.
- (37) Statistics Canada, "Consolidated Government Finance - Federal, Provincial and Local Governments Revenue and Expenditure". Publication number 68-202. Ottawa, 1970, 1971, 1972.
- (38) Statistics Canada, "Local Government Finance - Revenue and Expenditure, Preliminary Estimates". Publication number 68-203. Ottawa, 1970, 1971, 1972.
- (39) Statistics Canada, "Local Government Finance - Revenue and Expenditure, Assets and Liabilities, Actual". Publication number 68-204. Ottawa, 1970, 1971, 1972.
- (40) Statistics Canada, "Provincial Government Finance, Revenue and Expenditure Estimates". Publication number 68-205. Ottawa, 1970, 1971, 1972.
- (41) Statistics Canada, "Provincial Government Finance, Revenue and Expenditure". Publication number 68-207. Ottawa, 1970, 1971, 1972.

- (42) Statistics Canada, "Federal Government Finance".  
Publication number 68-211. Ottawa, 1970, 1971, 1972.
- (43) Statistics Canada, "The Canadian System of Government  
Financial Management Statistics". Catalogue number  
68-506. Ottawa, 1972.
- (44) Statistics Canada, "Correctional Institution Statistics".  
Publication number 85-207. Ottawa, 1969-70.

APPENDIX A

DATA SOURCES AND DATA PROBLEMS

This Appendix contains details of source documents and data incompatibilities and inconsistencies for each item of cost data included in the readable data files which follow in Appendix B

RESOURCE: POLICE

LOCATION: ONTARIO PROVINCIAL POLICE

DATA SOURCES:

- a) Public Accounts for the Province of Ontario for the fiscal year ended March 31, 1971.
- b) Public Accounts of the Province of Ontario for the Fiscal year ended March 31, 1970.
- c) Annual report of the Commissioner - Ontario Provincial Police 1970.
- d) Ontario Police Commission - Annual Report - 1970.

DATA PROBLEMS AND COMMENTS:

- a) Cost data is in fiscal years while manpower data is in Calendar years.
- b) Total OPP cost includes 30% of cost of supervision of police forces (i.e., Ontario Police Commission, Police Training) which is the ratio of OPP to total police (provincial and municipal in Ontario). This is necessarily a rough figure.

- c) Total OPP cost includes 33% of the cost of administration of the Department of Justice, which is the ratio of their budget to the total Department of Justice line department budgets.
- d) Capital outlay for police services was not available for 1970 from the public accounts. It was considered to be 4.2% of the total Department of Public Works expenditure on the provision of accommodation. This was the rate of expenditure on capital outlays for police services for 1969, and may not be the true figure.
- e) Number of OPP personnel is not a daily or weekly average, which would best suit our purposes, but the number as of December 31, 1970.
- f) Number of personnel includes those under contract to municipalities - the exact nature of these contract operations must be considered before any can be deleted.
- g) Revenue items attributable to the OPP have not been deducted.

LOCATION: Newfoundland Constabulary

DATA SOURCES:

- a) Public Accounts of Newfoundland for the year ended March 31, 1970.
- b) Provincial Government Section, Public Finance Division, Statistics Canada.

DATA PROBLEMS AND COMMENTS:

- a) The average number of constabulary is a quarterly average for the fiscal year 1970-71, rather than a daily or weekly average, which would be the best figure.

LOCATION: RCMP federal, provincial, local

DATA SOURCES:

- a) Estimates and Finance Branch, RCMP Headquarters, Ottawa.

- b) Public Accounts of Canada for year ended March 31, 1971.
- c) Provincial Public Accounts for year ended March 31, 1971.

DATA PROBLEMS AND COMMENTS:

- a) The cost per uniformed policeman at the provincial and local level includes the federal share of those costs
- b) Cost at the provincial and local level will be identical across the country because of the contract arrangements and the fact that additional provincial expenditures have been excluded for lack of reliable information.
- c) Non-policing activities such as police bands, musical ride, etc. are considered a federal expenditure.
- d) RCMP expenditure in Ontario and Quebec are related to federal statutes and are consequently considered to be federal expenditures.
- e) The costs have been adjusted to incorporate non-contract costs (i.e. pensions) into the local and provincial cost data.

- f) Cost of corps of commissionaires in contract provinces are excluded.

RESOURCE: SUPERIOR COURT JUDGE, COUNTY COURT JUDGE AND  
MAGISTRATE

LOCATION: GENERAL - 8 PROVINCES

DATA SOURCES:

- a) Public Accounts of Province for fiscal year ending  
March 31, 1971.
- b) Canadian Law List
- c) The Judges Act

DATA PROBLEMS AND COMMENTS:

- a) Total costs of superior and county court judges and magistrates (where available) include a percentage of the cost of the general administration of the provincial Attorney-General's Department or Justice Department, this percentage being the ratio:

Total cost of administration of Department, including  
Minister's salary and office expenses  

---

Total cost of Department

- b) Because superior and county court judges' salaries are paid by the federal government, and not reported in the provincial public accounts, these were calculated and added to total costs on the basis of the salaries set in the Judges Act and the number of judges stated in the Canadian Law List.
  
- c) Total costs of superior court judges include what is reported in the public accounts under "Supreme Courts". Total costs of county court judges include what falls under the headings "County", "District" or "Judicial Centre" courts. Total costs of magistrates include what is reported under "Provincial Courts" or "Magistrates' Courts".
  
- d) Capital costs are not explicitly included, (except in the case of Newfoundland) and other legal services such as court reporting, sheriff's offices, legal aid, legislative counsel, etc. are not included except where specified.

RESOURCE: SUPERIOR COURT JUDGE, COUNTY COURT JUDGE AND  
MAGISTRATE

LOCATION: BRITISH COLUMBIA

DATA SOURCE: SEE GENERAL

DATA PROBLEMS AND COMMENTS:

- a) Since costs of superior and county courts were not broken out in the B.C. public accounts, the same figure was used for the average cost of a superior and county court judge.

RESOURCE: SUPERIOR COURT JUDGE, COUNTY COURT JUDGE AND  
MAGISTRATE

LOCATION: NEWFOUNDLAND

DATA SOURCE: SEE GENERAL

DATA PROBLEMS AND COMMENTS:

- a) Total costs of superior court judges include capital costs defined as:

$$\frac{\text{Total Superior Court Costs}}{\text{Total Superior and County and Magistrates Court Costs}} \times \text{Cost of Court Houses}$$

- b) Total costs of county court judges include capital costs defined as:

$$\frac{\text{Total County Court Costs}}{\text{Total Superior and County and Magistrate's Court Costs}} \times \text{Cost of Court Houses}$$

- c) Total costs of magistrates include capital costs defined as:

$$\frac{\text{Total Magistrates Court Costs}}{\text{Total Superior and County and Magistrate's Court Costs}} \times \text{Cost of Court Houses}$$

- d) Total costs of judges and magistrates may contain costs of legislative counsel, court reporting, etc., as no separate categories appeared for these.

RESOURCE: SUPERIOR COURT JUDGE, COUNTY COURT JUDGE AND MAGISTRATE

LOCATION: ONTARIO

DATA SOURCE: SEE GENERAL

DATA PROBLEMS AND COMMENTS:

- a) Total costs of superior court judges include "Allowances to Supreme Court Judges"; those for county court judges include "Allowances to Judges".

- b) Total costs of judges and magistrates do not include costs of legislative counsel or legal aid but may contain costs of reporters, sheriffs, etc.

RESOURCE: SUPERIOR COURT JUDGE, COUNTY COURT JUDGE AND  
MAGISTRATE

LOCATION: NEW BRUNSWICK

DATA SOURCE: SEE GENERAL

DATA PROBLEMS AND COMMENTS:

- a) It is unknown if total costs for superior and county court judges and magistrates include costs of legislative counsel, sheriffs, etc. There is a separate category called "legal services" (not included in the costs reported here) which may contain these costs.
- b) Since superior and county court costs were not broken out in the New Brunswick public accounts one figure had to be used for the average cost of both superior and county court judges.

RESOURCE: SUPERIOR COURT JUDGE, COUNTY COURT JUDGE AND  
MAGISTRATE

LOCATION: NOVA SCOTIA

DATA SOURCE: SEE GENERAL

DATA PROBLEMS AND COMMENTS:

- a) Total costs of Judges are assumed to be those which are reported under "Criminal Prosecutions and Civil Actions". One figure had to be used for the average cost of a superior and a county court judge.

RESOURCE: SUPERIOR COURT JUDGE, COUNTY COURT JUDGE AND  
MAGISTRATE

LOCATION: PRINCE EDWARD ISLAND

DATA SOURCE: SEE GENERAL

DATA PROBLEMS AND COMMENTS:

- a) It is unknown whether costs of superior and county court judges and magistrates contain costs of legislative council - these might be included under another heading in the public accounts: "Other Sources".

RESOURCE: SUPERIOR COURT JUDGE, COUNTY COURT JUDGE AND  
MAGISTRATE

LOCATION: MANITOBA

DATA SOURCE: SEE GENERAL

DATA PROBLEMS AND COMMENTS:

- a) Total costs of superior and county court judges and magistrates includes the costs of legislative counsel, sheriffs' offices and court reporting, etc.
- b) Since superior and county court costs were not broken out in the Manitoba public accounts, one figure had to be used for the average cost of both a supreme and a county court judge.

RESOURCE: SUPERIOR COURT JUDGE, COUNTY COURT JUDGE AND  
MAGISTRATE

LOCATION: SASKATCHEWAN

DATA SOURCE: SEE GENERAL

DATA PROBLEMS AND COMMENTS:

- a) Court reporting, sheriffs, etc. are included in the total costs of judges and magistrates, but it is unknown if legislative counsel is also included, as it is not reported elsewhere.

RESOURCE: PENITENTIARY

LOCATION: FEDERAL

DATA SOURCES:

a) Penitentiary Population data:

Inmate Statistics Unit, Canadian Penitentiary Service  
compiled by: Subject Matter Coordination Section  
Statistics Division  
Ministry of the Solicitor General

b) Penitentiary Cost data:

Financial Service Division, Canadian Penitentiary Service  
compiled by: Subject Matter Coordination Section  
Statistics Division  
Ministry of the Solicitor General

DATA PROBLEMS AND COMMENTS:

a) Operating and Maintenance cost includes all expenses incurred under C.P.S. Vote 5 - operation and maintenance of penitentiaries (i.e., it also includes care and rehabilitation of inmates).

- b) Capital Cost is a highly fluctuating figure which will not accurately present a yearly average when looked at in any given year. It also does not take into account depreciation which is seen as significant.
- c) Cost data is recorded for the fiscal year 1970-71 and not for the calendar year 1970.
- d) St. Vincent de Paul Farm Annex was closed after 19 weeks.
- e) The figure for Newfoundland is for space rental in Newfoundland Provincial Prison.
- f) The inmate figure is the average weekly population on register in the penitentiary (i.e., including temporary detainees.)
- g) The cost of administration of headquarters buildings and the cost of correctional colleges is included in the CANJUS model, although this data was not available for prisons and jails.
- h) The capital cost of penitentiaries not yet operating in 1970-71 is included.
- i) Penitentiary revenues have not been deducted from expenditures.

RESOURCE: PRISON, JAIL, JUVENILE TRAINING SCHOOL

LOCATION: GENERAL

DATA SOURCES: SEE BELOW

DATA PROBLEMS AND COMMENTS:

- a) Prison revenues have been excluded for all provinces since accurate data is not always available.
- b) Overhead costs for training, headquarters and department responsible for corrections have not been included.
- c) Capital cost where it is available does not include depreciation because accurate depreciation figures are not available.
- d) Cost data is collected by fiscal year 1970-71.
- e) Juvenile Training School consists of the cost of provincial training schools only. Costs of other juvenile detentions must be incorporated when the data becomes available.

LOCATION: FEDERAL

- a) Cost data on Federal juvenile training schools in the Northwest Territories has not been included in the present cost description.

LOCATION: BRITISH COLUMBIA

DATA SOURCES:

- a) Public Accounts of the Province of British Columbia for the fiscal year ended March 31, 1971.
- b) Annual Report of the Director of Corrections for 1971.
- c) Annual Report of the Director of Corrections for 1970.
- d) Correctional Institution Statistics, Statistics Canada Catalogue No. 85-207, 1970.

DATA PROBLEMS AND COMMENTS:

- a) Capital cost data is not available for training schools.

- b) Average daily prison population is available for prisons and jails.
- c) The daily population of juvenile institutions on March 31, 1970 and March 31, 1971 is the only population data available for training schools.

LOCATION: SASKATCHEWAN

DATA SOURCES:

- a) Public accounts of the province of Saskatchewan for the year ended March 31, 1971.
- b) Department of Welfare Annual Report 1970-71.
- c) Correctional Institution Statistics, Statistics Canada Catalogue No. 85-207, 1970.

DATA PROBLEMS AND COMMENTS:

- a) Capital Costs are not available for any institutions.

- b) Regina handles basically but not exclusively juveniles, Prince Albert handles basically but not exclusively adults, and Pine Grove handles adult females and juveniles. Therefore, the juvenile cost is the average of Regina and Pine Grove, the adult cost is the cost of Prince Albert.
- c) Average weekly population is available for prison and jails.
- e) Prison data could not be separated from jail data.

LOCATION: MANITOBA

DATA SOURCES:

- a) Public Accounts of the Province of Manitoba for the fiscal year ended March 31, 1971.
- b) Manitoba Department of Health and Social Development Annual Report 1970.

- c) Average weekly population is available for prisons, jails and juvenile training schools.
- d) Manitoba Home for Boys Industrial Farm expenditure (\$40,348.64) is excluded because the inmate population could not be determined. This cost may belong in the Manitoba Home for Boys total expenditure but this could not be determined.
- e) Prison data could not be separated from jail data.

LOCATION: ONTARIO

DATA SOURCES:

- a) Public Accounts of the province of Ontario for the fiscal year ended March 31, 1971.
- b) Public Accounts of the Province of Ontario for the fiscal year ended March 31, 1970.

- c) Ontario Department of Correctional Services - Report of the Minister 1971.
- d) The Ontario Plan in Corrections. Report of the Minister 1970.

DATA PROBLEMS AND COMMENTS:

- a) Capital Cost is available for the fiscal year 1969-70 only.
- b) Capital Cost is the cost of construction in the year 1969-70 and not the actual economic depreciation.
- c) Cost of adult prisons is estimated by subtracting the cost of jails from the cost of total adult rehabilitation.
- d) Coverage population on April 1, 1970 and March 31, 1971 is the only inmate population available for prisons, jails and juvenile training schools.

LOCATION: NEW BRUNSWICK

DATA SOURCES:

- a) Public Accounts of the Province of New Brunswick for the year ended March 31, 1970.
- b) Correctional Institution Statistics, Statistics Canada, Catalogue No. 85-207, 1970.

DATA PROBLEMS AND COMMENTS:

- a) Capital Cost is not available for any institutions.
- b) Average inmate population is available only on March 31, 1970 and March 31, 1971.

LOCATION: NEWFOUNDLAND

DATA SOURCES:

- a) Public Accounts of the Province of Newfoundland for the year ended March 31, 1971.

- b) Correctional Institution Statistics - Statistics Canada  
Publication catalogue No. 65-807, 1970.

DATA PROBLEMS AND COMMENTS:

- a) This figure is net of federal appropriations for federal prisoners etc. (53, 507).
- b) Average population is available for March 31, 1970 and March 31, 1971 only.
- c) There are no jail statistics for Newfoundland.

LOCATION: PRINCE EDWARD ISLAND

DATA SOURCES:

- a) Public Accounts of the Province of Prince Edward Island for the fiscal year ended March 31, 1971.

- h) Correctional Institution Statistics, Statistics Canada Catalogue No. 85-207, 1970.

DATA PROBLEMS AND COMMENTS:

- a) Prison and jail expenditures are not presently available.
- b) Average juvenile population is available only for March 31, 1970 and March 31, 1971.
- c) Capital costs are not available for juvenile training schools.

RESOURCE: PAROLE, PAROLE PREPARATION

LOCATION: FEDERAL

DATA SOURCE: National Parole Service

DATA PROBLEMS AND COMMENTS:

- a) Parole data provided by the National Parole Service consists of the cost of first year (\$1,105) and the cost of subsequent year parole (\$458). The difference

between first and second year costs is that first year includes costs relating to case preparation as well as supervision.

- b) More accurate methods of estimating these costs which take account of parole preparation of those individuals who are denied parole is required.

LOCATION: ONTARIO, B.C.

DATA SOURCE: NOT AVAILABLE

DATA PROBLEMS AND COMMENTS:

- a) Cost Data for the Ontario Parole Board and the British Columbia Parole Board has not been collected. The costs in the readable data file have been set at the federal figure (the closest comparable data that is available).

RESOURCE: PROBATION, JUVENILE PROBATION

LOCATION: ALL PROVINCES

DATA SOURCE: A DESCRIPTION OF THE ALLEGHENY COUNTY CRIMINAL JUSTICE SYSTEM

DATA PROBLEMS AND COMMENTS:

- a) Canadian Data on Provincial Probation Services has not been collected to date. Therefore the cost has been set equal to that in Allegheny County, Pennsylvania.

APPENDIX "B"

READABLE DATA FILE (RESOURCES)

- a) Total System
- b) Federal System
- c) Eight Provincial Systems

This Appendix contains the resource section of the CANJUS readable data file for the total Canadian Criminal Justice System, the Federal Criminal Justice System and eight Provincial Criminal Justice Systems. Readable data files for Quebec and Alberta are not included in this preliminary report.

READABLE DATA FILE - RESOURCES (TOTAL SYSTEM)

\*\*\*\*

POLICE HOURS				Resource 1
11.56	1700.00	0.00		
MAGISTRATE DAY				Resource 2
211.67	211.00	0.00		
COUNTY COURT DAY				Resource 3
452.00	211.00	0.00		
SUPERIOR COURT DAY				Resource 4
277.70	211.00	0.00		
PENITENTIARY YEAR				Resource 5
9720.00	1.00	0.00		
PRISON YEAR				Resource 6
7532.24	1.00	0.00		
JAIL YEAR				Resource 7
5251.79	1.00	0.00		
PAROLE PREPARATION CASE				Resource 8
647.00	35.00	0.00		
PAROLE CASE				Resource 9
458.00	35.00	0.00		

PROBATION CASE				Resource 10
69.00	35.00	0.00		
JUVENILE COURT DAY				Resource 11
211.67	211.00	0.00		
JUVENILE PROBATION CASE				Resource 12
231.88	35.00	0.00		
JUVENILE TRAINING SCHOOL YEAR				Resource 13
6200.06	1.00	0.00		
****				

READABLE DATA FILE - RESOURCES (Federal)

\*\*\*\*

POLICE HOUR				Resource 1
14.39	1700.00	0.00		
MAGISTRATE DAY				Resource 2
000.00	844.00	0.00		
COUNTY COURT DAY				Resource 3
000.00	211.00	0.00		
SUPERIOR COURT DAY				Resource 4
154.02	211.00	0.00		
PENITENTIARY YEAR				Resource 5
9720.00	1.00	0.00		
PRISON YEAR				Resource 6
0000.00	0.00	0.00		
JAIL YEAR				Resource 7
0000.00	0.00	0.00		
PAROLE PREPARATION CASE				Resource 8
647.00	35.00	0.00		
PAROLE CASE				Resource 9
458.00	35.00	0.00		

PROBATION CASE				Resource 10
00.00	00.00	0.00		
JUVENILE COURT DAY				Resource 11
000.00	000.00	0.00		
JUVENILE PROBATION CASE				Resource 12
00.00	00.00	0.00		
JUVENILE TRAINING SCHOOL YEAR				Resource 13
0000.00	1.00	0.00		

\*\*\*\*

READABLE DATA FILE - RESOURCES (British Columbia)

\*\*\*\*

POLICE HOUR				Resource	1
12.58	1700.00	0.00			
MAGISTRATE DAY				Resource	2
45.80	844.00	0.00			
COUNTY COURT DAY				Resource	3
236.20	211.00	0.00			
SUPERIOR COURT DAY				Resource	4
236.20	211.00	0.00			
PENITENTIARY YEAR				Resource	5
0000.00	0.00	0.00			
PRISON YEAR				Resource	6
6243.21	1.00	0.00			
JAIL YEAR				Resource	7
5401.29	1.00	0.00			
PAROLE PREPARATION CASE				Resource	8
647.00	35.00	0.00			
PAROLE CASE				Resource	9
458.00	35.00	0.00			

PROBATION CASE				Resource 10
69.00	35.00	0.00		
JUVENILE COURT DAY				Resource 11
45.80	211.00	0.00		
JUVENILE PROBATION CASE				Resource 12
231.88	35.00	0.00		
JUVENILE TRAINING SCHOOL YEAR				Resource 13
4683.42	1.00	0.00		

\*\*\*\*

READABLE DATA FILE - RESOURCES (Saskatchewan)

\*\*\*\*

POLICE HOUR				Resource 1
12.58	1700.00	0.00		
MAGISTRATE DAY				Resource 2
114.00	84.00	0.00		
COUNTY COURT DAY				Resource 3
304.90	211.00	0.00		
SUPERIOR COURT DAY				Resource 4
216.80	211.00	0.00		
PENITENTIARY YEAR				Resource 5
0000.00	0.00	0.00		
PRISON YEAR				Resource 6
4327.70	1.00	0.00		
JAIL YEAR				Resource 7
4327.70	1.00	0.00		
PAROLE PREPARATION CASE				Resource 8
00.00	00.00	0.00		
PAROLE CASE				Resource 9
00.00	00.00	0.00		

PROBATION CASE				Resource 10
69.00	35.00	0.00		
JUVENILE COURT DAY				Resource 11
114.00	211.00	0.00		
JUVENILE PROBATION CASE				Resource 12
231.88	35.00	0.00		
JUVENILE TRAINING SCHOOL YEAR				Resource 13
4760.71	1.00	0.00		

\*\*\*\*

READABLE DATA FILE - RESOURCES (Manitoba)

\*\*\*\*

POLICE HOUR				Resource	1
12.58	1700.00	0.00			
MAGISTRATE DAY				Resource	2
126.40	844.00	0.00			
COUNTY COURT DAY				Resource	3
358.00	211.00	0.00			
SUPERIOR COURT DAY				Resource	4
358.00	211.00	0.00			
PENITENTIARY YEAR				Resource	5
0000.00	0.00	0.00			
PRISON YEAR				Resource	6
4823.7	1.00	0.00			
JAIL YEAR				Resource	7
4823.47	1.00	0.00			
PAROLE PREPARATION CASE				Resource	8
00.00	00.00	0.00			
PAROLE CASE				Resource	9
00.00	00.00	0.00			

PROBATION CASE				Resource 10
69.00	35.00	0.00		
JUVENILE COURT DAY				Resource 11
126.40	211.00	0.00		
JUVENILE PROBATION CASE				Resource 12
231.88	35.00	0.00		
JUVENILE TRAINING SCHOOL YEAR				Resource 13
5340.74	1.00	0.00		

\*\*\*\*

READABLE DATA FILE - RESOURCES (Ontario)

\*\*\*\*

POLICE HOUR				Resource	1
9.08	1700.00	0.00			
MAGISTRATE DAY				Resource	2
705.90	216.00	0.00			
COUNTY COURT DAY				Resource	3
648.80	211.00	0.00			
SUPERIOR COURT DAY				Resource	4
397.70	211.00	0.00			
PENITENTIARY YEAR				Resource	5
0000.00	0.00	0.00			
PRISON YEAR				Resource	6
8906.66	1.00	0.00			
JAIL YEAR				Resource	7
5806.5	1.00	0.00			
PAROLE PREPARATION CASE				Resource	8
647.00	35.00	0.00			
PAROLE CASE				Resource	9
458.00	35.00	0.00			

PROBATION CASE				Resource 10
69.00	35.00	0.00		
JUVENILE COURT DAY				Resource 11
705.90	211.00	0.00		
JUVENILE PROBATION CASE				Resource 12
231.88	35.00	0.00		
JUVENILE TRAINING SCHOOL YEAR				Resource 13
7081.11	1.00	0.00		

\*\*\*\*

READABLE DATA FILE - RESOURCES (Nova Scotia)  
\*\*\*\*

POLICE HOUR				Resource 1
12.58	1700.00	0.00		
MAGISTRATE DAY				Resource 2
90.50	844.00	0.00		
COUNTY COURT DAY				Resource 3
169.40	211.00	0.00		
SUPERIOR COURT DAY				Resource 4
169.40	211.00	0.00		
PENITENTIARY YEAR				Resource 5
0000.00	0.00	0.00		
PRISON YEAR				Resource 6
	1.00	0.00		
JAIL YEAR				Resource 7
	1.00	0.00		
PAROLE PREPARATION CASE				Resource 8
00.00	00.00	0.00		
PAROLE CASE				Resource 9
00.00	00.00	0.00		

PROBATION CASE				Resource 10
69.00	35.00	0.00		
JUVENILE COURT DAY				Resource 11
90.50	211.00	0.00		
JUVENILE PROBATION CASE				Resource 12
231.88	35.00	0.00		
JUVENILE TRAINING SCHOOL YEAR				Resource 13
6220.17	1.00	0.00		

\*\*\*\*

8  
9  
10

READABLE DATA FILE - RESOURCES (New Brusnwick)

\*\*\*\*

POLICE HOUR				Resource 1
12.58	1700.00	0.00		
MAGISTRATE DAY				Resource 2
129.70	844.00	0.00		
COUNTY COURT DAY				Resource 3
165.30	211.00	0.00		
SUPERIOR COURT DAY				Resource 4
165.30	211.00	0.00		
PENITENTIARY YEAR				Resource 5
0000.00	0.00	0.00		
PRISON YEAR				<del>Resource 6</del> Resource 6
5229.49	1.00	0.00		
JAIL YEAR				Resource 7
2285.22	1.00	0.00		
PAROLE PREPARATION CASE				Resource 8
00.00	00.00	0.00		
PAROLE CASE				Resource 9
00.00	00.00	0.00		

PROBATION CASE				Resource 10
69.00	35.00	0.00		
JUVENILE COURT DAY				Resource 11
129.70	211.00	0.00		
JUVENILE PROBATION CASE				Resource 12
231.88	35.00	0.00		
JUVENILE TRAINING SCHOOL YEAR				Resource 13
4071.30	1.00	0.00		

\*\*\*\*

READABLE DATA FILE - RESOURCES (Prince Edward Island)  
\*\*\*\*

POLICE HOUR				Resource 1
12.58	1700.00	0.00		
MAGISTRATE DAY				Resource 2
49.40	844.00	0.00		
COUNTY COURT DAY				Resource 3
101.60	211.00	0.00		
SUPERIOR COURT DAY				Resource 4
272.00	211.00	0.00		
PENITENTIARY YEAR				Resource 5
000.00	0.00	0.00		
PRISON YEAR				Resource 6
0000.00	0.00	0.00		
JAIL YEAR				Resource 7
2771.06	1.00	0.00		
PAROLE PREPARATION CASE				Resource 8
00.00	00.00	0.00		
PAROLE CASE				Resource 9
00.00	00.00	0.00		

READABLE DATA FILE - RESOURCES (Prince Edward Island)

\*\*\*\*

POLICE HOUR			Resource 1
12.58	1700.00	0.00	
MAGISTRATE DAY			Resource 2
49.40	844.00	0.00	
COUNTY COURT DAY			Resource 3
101.60	211.00	0.00	
SUPERIOR COURT DAY			Resource 4
272.00	211.00	0.00	
PENITENTIARY YEAR			Resource 5
000.00	0.00	0.00	
PRISON YEAR			Resource 6
0000.00	0.00	0.00	
JAIL YEAR			Resource 7
2771.06	1.00	0.00	
PAROLE PREPARATION CASE			Resource 8
00.00	00.00	0.00	
PAROLE CASE			Resource 9
00.00	00.00	0.00	

PROBATION CASE

69.00	35.00	0.00	Resource 10
-------	-------	------	-------------

JUVENILE COURT DAY

49.40	211.00	0.00	Resource 11
-------	--------	------	-------------

JUVENILE PROBATION CASE

231.88	35.00	0.00	Resource 12
--------	-------	------	-------------

JUVENILE TRAINING SCHOOL YEAR

0000.00	1.00	0.00	Resource 13
---------	------	------	-------------

\*\*\*\*

8  
9  
10

8  
9  
10

READABLE DATA FILE - RESOURCES (Newfoundland)

\*\*\*\*

POLICE HOUR				Resource 1
12.58	1700.00	0.00		
MAGISTRATE DAY				Resource 2
73.00	844.00	0.00		
COUNTY COURT DAY				Resource 3
131.40	211.00	0.00		
SUPERIOR COURT DAY				Resource 4
370.90	211.00	0.00		
PENITENTIARY YEAR				Resource 5
000.00	0.00	0.00		
PRISON YEAR				Resource 6
5944.27	1.00	0.00		
JAIL YEAR				Resource 7
0000.00	0.00	0.00		
PAROLE PREPARATION CASE				Resource 8
00.00	00.00	0.00		
PAROLE CASE				Resource 9
00.00	00.00	0.00		

PROBATION CASE				Resource 10
69.00	35.00	0.00		
JUVENILE COURT DAY				Resource 11
73.00	211.00	0.00		
JUVENILE PROBATION CASE				Resource 12
231.88	35.00	0.00		
JUVENILE TRAINING SCHOOL YEAR				Resource 13
3282.81	1.00	0.00		

\*\*\*\*

LIST OF REPORTS

STATISTICS DIVISION  
Working Papers

TITLE

CANJUS PROJECT  
REPORTS

1/73	Organization of the Statistics Division Volume I	
2/73	A Preliminary Description of the Canadian Criminal Justice System Volume I	
3/73	Organization of Quantitative Approaches to the Canadian Criminal	
4/73	A Preliminary Description of the Canadian Criminal Justice System Volume II	#1
5/73	Use of the CANJUS Model for Planning and Evaluation in the Canadian Criminal Justice System	#2
6/73	Data Incompatibilities for Penitentiary Admissions and Parole Violations	#3
7/73	Information Systems Report on Canadian Criminal Justice System Costs: Problems and Recommendations	#4

STATISTICS DIVISION

Working Papers

TITLE

CANJUS PROJECT  
REPORTS

8/73	Prediction of Penitentiary Population Volume I	#5
9/73	Information Systems Report on Workloads in the Canadian Criminal Justice System: Problems, Recommendations and Directions for Future Development	#6
10/73	The CANJUS Input Identity System	#7
11/73	Parole Expenditures and Workloads in Canada	#8

**END**