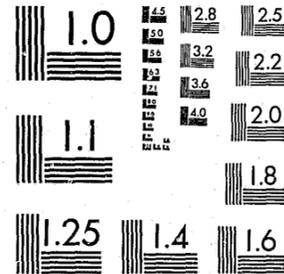


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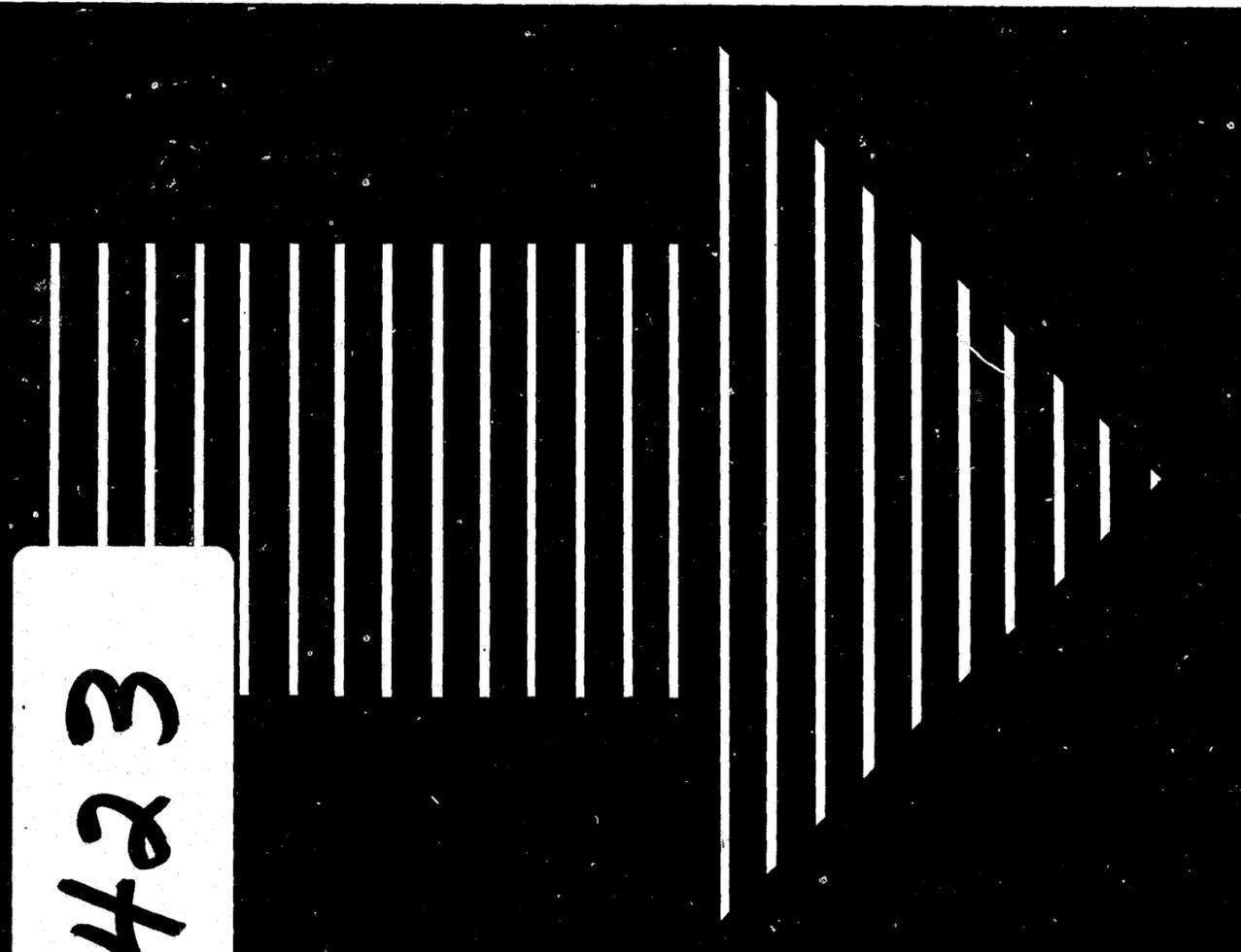
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SELECTED TRENDS IN CANADIAN CRIMINAL JUSTICE



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SELECTED TRENDS IN CANADIAN CRIMINAL JUSTICE

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Programs Branch,
Ministry of the Solicitor General,
October 1981

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INTRODUCTION

This publication provides an overview of a number of major trends related to the Canadian criminal justice system -- trends in crime and its impact, trends in persons processed, trends in criminal justice expenditures and workloads, and trends in criminal justice research, public opinions and a look at some possible developments over the next ten years.

The information presented is intended to highlight some of the more significant and measurable developments in Canadian criminal justice; the trends are truly "selected".

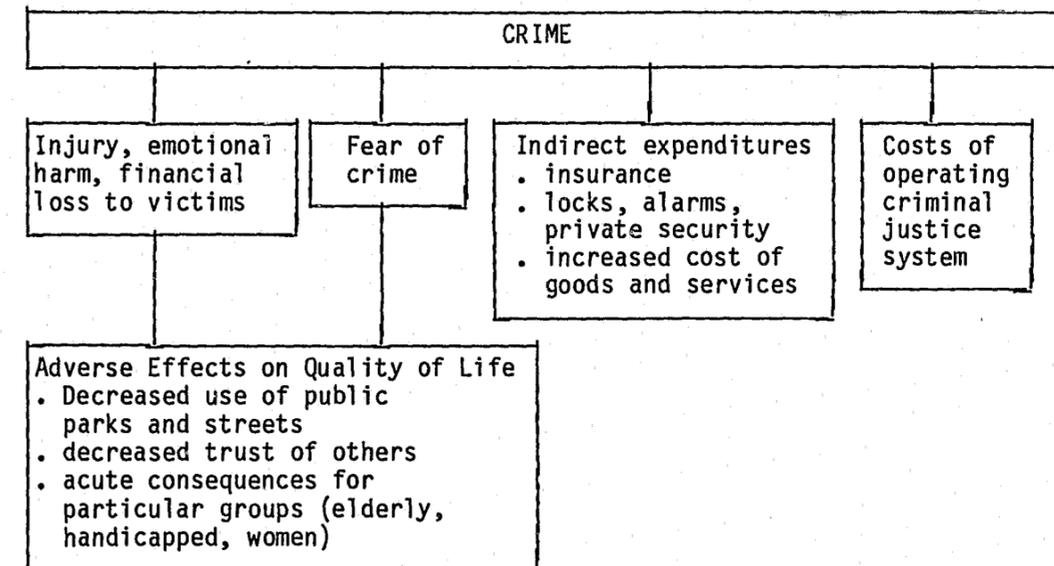
CAUTIONARY NOTE

The data have been drawn from a wide range of sources, each using different assumptions, population bases and time frames. Accordingly, direct comparisons between one indicator or another cannot always be made.

SECTION I:

Trends in Crime and Its Impact

OVERVIEW OF IMPACT OF CRIME ON SOCIETY



- The impact of crime on specific victims is highlighted by findings from victimization surveys in Vancouver and Toronto.¹

For assault, approx: - 3 out of 4 victims were not injured;
 - 1 in 12 victims required medical attention;

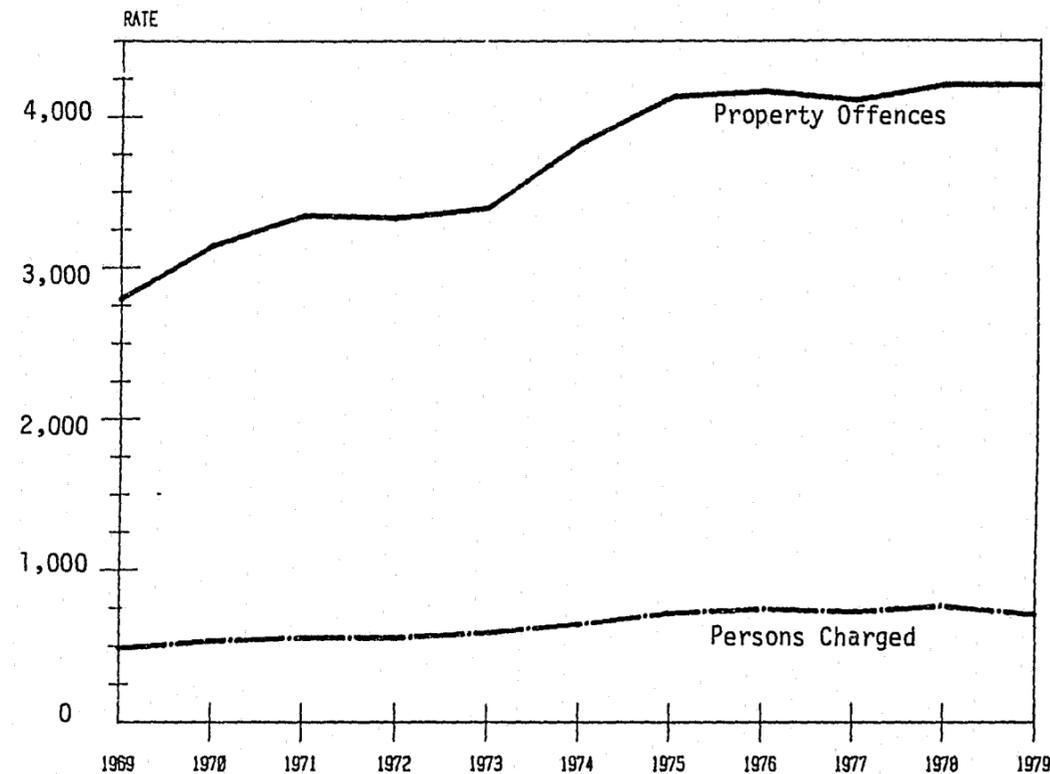
For break & enter approx: - 1/3 involved losses over \$200
 - 1/3 involved losses less than \$200
 - 1/3 of the incidents involved no loss

- Victims are compensated (e.g. insurance) for approximately 50% of their losses from crime.
- For the majority of crimes, women and the elderly are less frequently victimized, but suffer more from the fear of crime, than do men and younger persons.

Sources: 1. "Greater Vancouver Victimization Survey". (Unpublished) Research Division, Solicitor General Canada.

Burglary: The Victim and the Public, by I. Waller and N. Okihiro, University of Toronto Press, 1978.

2. SELECTED PROPERTY OFFENCES, REPORTED BY POLICE,
WITH PERSONS CHARGED, IN RATES PER 100,000 POPULATION,
CANADA 1969 TO 1979(P)



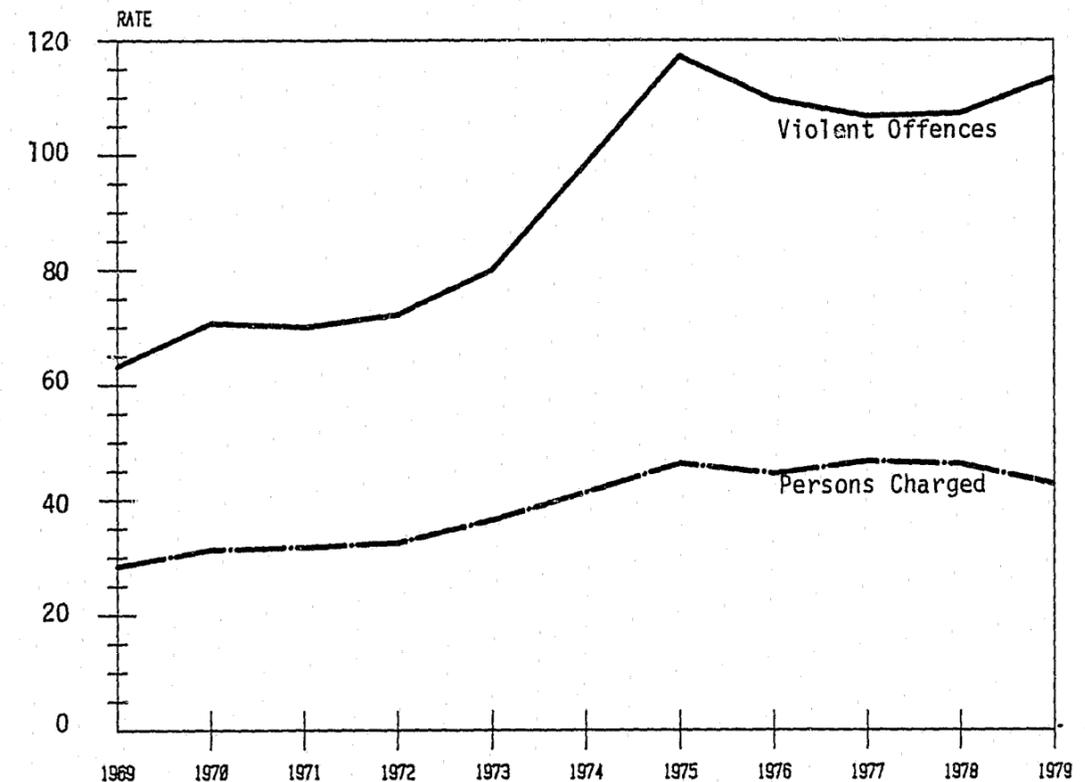
(P) 1979 - preliminary data.

- N.B. - Property offences selected for inclusion in this graph are breaking and entering, theft over \$200, theft under \$200, and motor vehicle theft.
- Persons charged include adults and juveniles.

- The rate of recorded property crime increased substantially from 1969 to 1976, levelling off slightly in the following three years.
- Relatively few persons are charged compared to the number of offences reported.
- The decrease in the rate of persons charged in 1979 is due mainly to the decline in the rate of juveniles charged. This is a result of the Youth Protection Act which came into effect in Quebec and the lowering of the juvenile age limit for females in Alberta resulting in more juveniles being diverted from the criminal justice system. Decreases of 68% in Quebec and 25.5% in Alberta were experienced in the number of people processed through juvenile courts in 1979, according to information reported to Statistics Canada.

Sources: Statistics Canada, Crime and Traffic Enforcement Statistics, annual, catalogue #85-205.
Statistics Canada, Juvenile Delinquents Statistics 1979.

3. SELECTED VIOLENT OFFENCES, REPORTED BY POLICE, WITH
PERSONS CHARGED, IN RATES PER 100,000 POPULATION,
CANADA 1969 TO 1979(P)



(P) 1979 - preliminary data.

- N.B. - Violent offences selected for inclusion in this graph are murder, manslaughter, attempted murder, wounding, robbery and rape.
- Persons charged include adults and juveniles.

- The rate of violent offences increased from 1969 to 1975 and then dropped slightly. The rate in 1979 was still slightly below the peak in 1975.
- The ratio of persons charged to offences is higher for violent crimes than for property crimes (see Graph 1.1).
- The increase in the rate of reported offences may be due in part to improved reporting by police to Statistics Canada and/or improved reporting by victims to the police.
- As in Graph 1.1, the decrease in the rate of persons charged in 1979 is due mainly to the decline in the rate of juveniles charged.

Source: Statistics Canada, Crime and Traffic Enforcement Statistics, annual, catalogue #85-205.

SELECTED OFFENCES, NUMBER AND RATE* PER
100,000 POPULATION, CANADA, 1969, 1975, 1979(P)

4.

Selected Offences	1969		1975		1979(P)	
	No.	Rate	No.	Rate	No.	Rate
Murder	342	1.6	633	2.8	587	2.3
Manslaughter	44	0.2	63	0.3	39	0.1
Attempted Murder	216	1.1	642	2.8	754	3.1
Wounding	1,641	7.8	2,128	9.3	2,295	9.6
Rape	1,019	4.9	1,848	8.1	2,291	9.6
Robbery	10,028	47.8	21,299	93.4	20,899	88.2
TOTAL VIOLENT	13,290	63.4	26,613	116.7	26,865	112.9
Breaking & Entering	161,677	769.9	260,652	1,143.2	296,424	1,252.2
Theft-Over & Under**	365,954	1,742.6	587,329	2,576.0	686,134	2,898.5
Theft-Motor Vehicle	59,531	283.5	90,791	398.2	91,447	386.3
TOTAL PROPERTY	587,162	2,796.0	938,772	4,117.4	1,074,014	4,537.0
TOTAL OFFENCES	600,452	2,859.4	965,385	4,234.1	1,100,879	4,649.9

* Rate is based on total population.

** In 1969 theft was based on over/under \$50, but in 1975 and 1979 theft was over/under \$200.

(P) Preliminary data, 1979.

N.B. This table contains the most serious crimes. Some numerically common crimes such as assaults, sexual offences other than rape, and frauds are excluded.

As illustrated on page 3, an upward trend in the number of violent offences occurred from 1969 to 1975, then dropped slightly for subsequent years and remained below the peak reached in 1975.

There was an 18% decrease in the rate of murder from 1975 to 1979.

Source: Statistics Canada, Crime and Traffic Enforcement Statistics, annual, catalogue #85-205.

ACTUAL OFFENCES BY TYPE OF OFFENCES IN NUMBER AND RATE
PER 100,000 POPULATION, CANADA, 1969 AND 1979

5.

TYPE OF OFFENCE	1969		1979	
	NUMBER	RATE	NUMBER	RATE
TOTAL ACTUAL OFFENCES	1,470,760	8,080.7	2,485,630	10,500.1
CRIMINAL CODE	994,790	5,465.6	1,855,271	7,837.0
VIOLENT OFFENCES	95,084	452.8	147,528	623.2
HOMICIDE	386	1.8	626	2.4
MURDER	342	1.6	587	2.3
MANSLAUGHTER	44	0.2	39	0.1
ATTEMPTED MURDER	216	1.0	754	3.1
SEXUAL OFFENCES	10,736	51.2	12,333	52.0
RAPE	1,019	4.9	2,291	9.6
OTHER SEXUAL OFFENCES	9,717	46.3	10,042	42.4
ASSAULTS (NOT INDECENT)	72,077	343.2	112,911	476.9
WOUNDING	1,641	7.8	2,295	9.6
OTHER ASSAULTS ⁽¹⁾	-----	---	110,616	467.3
ROBBERY	10,028	47.8	20,899	88.2
PROPERTY OFFENCES	655,304	3,120.2	1,186,697	5,013.1
BREAKING & ENTERING	161,677	769.9	296,437	1,252.2
THEFT-MOTOR VEHICLE	59,531	283.5	91,445	386.3
THEFT - OVER \$200 ⁽²⁾	119,742	570.2	169,950	717.9
THEFT - \$200 & UNDER ⁽²⁾	246,212	1,172.4	516,184	2,180.6
STOLEN GOODS	10,354	49.3	20,997	88.7
FRAUDS	57,788	275.2	91,684	387.3
OTHER CRIMINAL CODE	244,402	1,892.6	521,046	2,201.1
FEDERAL STATUTES	57,590	316.4	122,557	518
DRUG	10,520	57.8	64,923	274.0
OTHER	47,070	258.6	57,634	243.4
PROVINCIAL STATUTES	346,541	1,904.0	438,204	1,851.1
MUNICIPAL BY-LAWS	71,839	394.7	69,598	294.0

(1) Assaults were not classified "other assaults" in 1969.

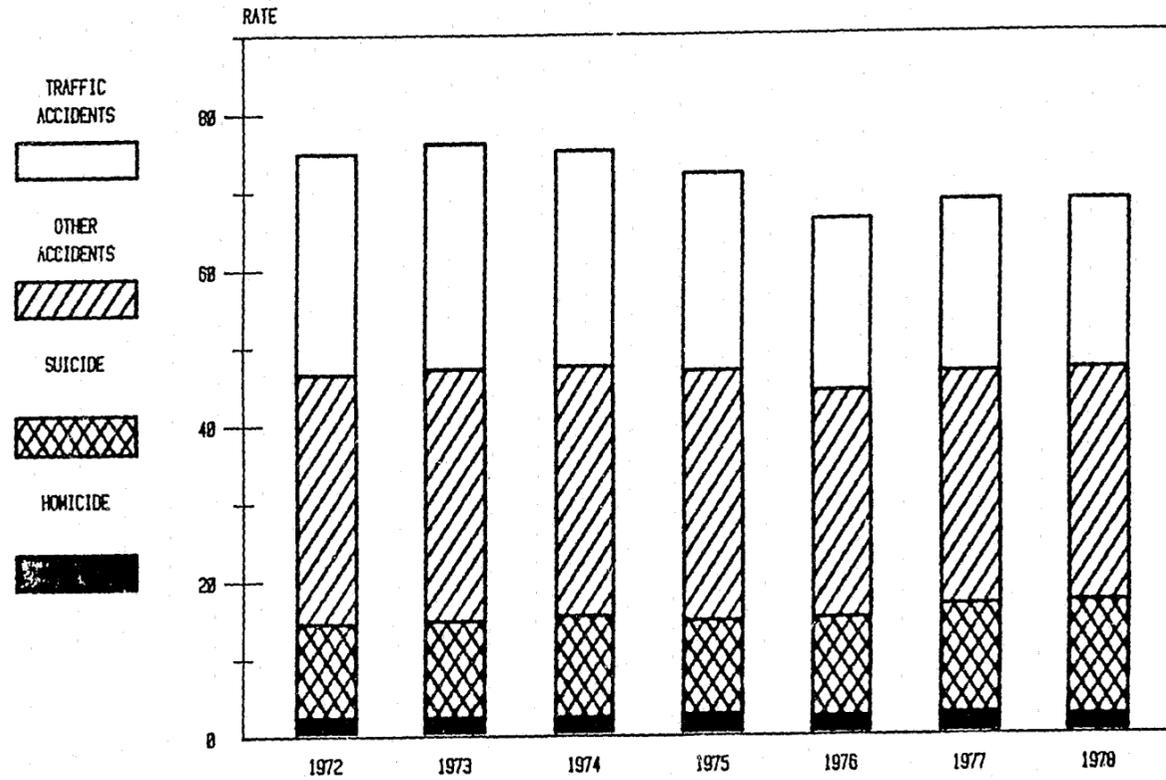
(2) In 1969 theft was classified OVER/UNDER \$50.

This table gives a more extensive listing of offences than appears on page 4. The reader is referred to the preceding pages for an analysis of trends over time.

Source: Statistics Canada, Crime and Traffic Enforcement Statistics, annual, catalogue #85-205.

HOMICIDE RATE PER 100,000 POPULATION COMPARED TO SUICIDE,
MOTOR VEHICLE TRAFFIC ACCIDENTS AND OTHER ACCIDENTAL DEATHS,
CANADA, 1972 TO 1978

6.

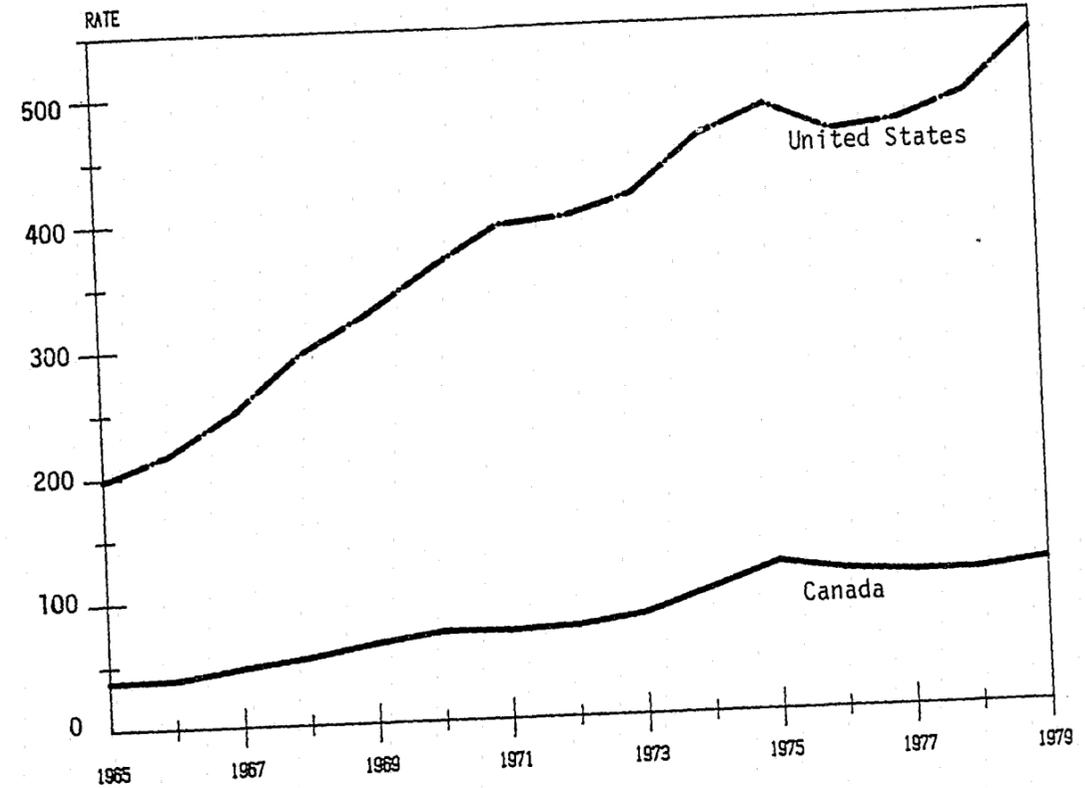


- Motor vehicle traffic accidents are by far the most common cause of violent non-natural death, homicide is one of the rarest.

Source: Statistics Canada, Causes of Death, annual, catalogue #85-203.

COMPARATIVE INDICES OF VIOLENT OFFENCES REPORTED
BY THE POLICE IN RATES PER 100,000 POPULATION,
CANADA AND U.S.A., 1965-1979

7.



(P) 1979 - Preliminary data.

- N.B. - In the United States violent crimes include murder, aggravated assault, forcible rape, and robbery.
- In Canada violent crimes include murder, manslaughter, attempted murder, rape, wounding, and robbery

- The rate of violent crimes in Canada has consistently been much lower than in the United States.
- Over the years the difference between rates for Canada and the U.S. has been increasing. By 1979 the ratio was 1:4.7.
- Violent crime rates continue to rise faster in the U.S. than in Canada.

Sources: Statistics Canada, Crime and Traffic Enforcement Statistics, annual, catalogue #85-205.
F.B.I. Uniform Crime Reports, annual.

CANNABIS AS A PERCENTAGE OF ALL NARCOTIC CONTROL ACT OFFENCES, CANADA, 1969-1979

8.

<u>YEAR</u>	<u>PERSONS CHARGED FOR CANNABIS OFFENCES</u>	<u>CANNABIS AS % OF NCA OFFENCES</u>
1969	4,756	90.2
1970	9,977	93.8
1971	12,453	91.5
1972	17,153	86.2
1973	37,688	91.8
1974	43,954	94.5
1975	40,282	94.5
1976	51,253	95.7
1977	52,233	93.6
1978	45,650	91.9
1979	48,471	95.3
TOTAL	363,850	AV. % 92.7

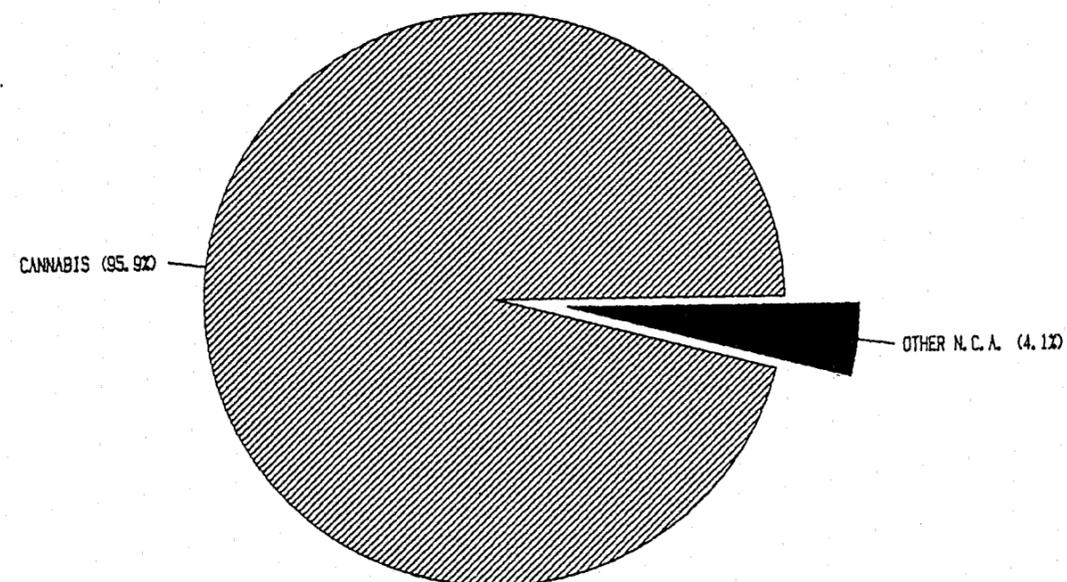
Cannabis is one of the prohibited substances under the Narcotic Control Act; others are opium, morphine, heroin, and cocaine. Charges under the Narcotic Control Act (NCA) include possession of a narcotic, trafficking, possession for the purpose of trafficking, importing and exporting.

- Cannabis has consistently accounted for about 90% of all charges under the Narcotic Control Act.
- It is estimated that since 1969, 85% of persons charged for cannabis offences were charged for simple possession offences.

Source: Statistics Canada, Crime and Traffic Enforcement Statistics, annual, catalogue 85-205. The Narcotic Control Act.

CANNABIS AS A PERCENTAGE OF ALL FINDINGS OF GUILT UNDER THE NARCOTIC CONTROL ACT, 1979

9.



- Cannabis has consistently accounted for about 90% or more of all NCA findings of guilt, increasing to over 95% in 1974 and 95% or more in all subsequent years.
- The most common finding of guilt was for possession (86%), followed by trafficking and possession for the purpose of trafficking (13%), cultivation (0.4%) and importing (0.1%).

Source: Health and Welfare Canada, Bureau of Dangerous Drugs, Drug Users and Convictions Statistics, 1979.

SECTION 2:

**Trends in Persons Processed by the Canadian
Criminal Justice System**

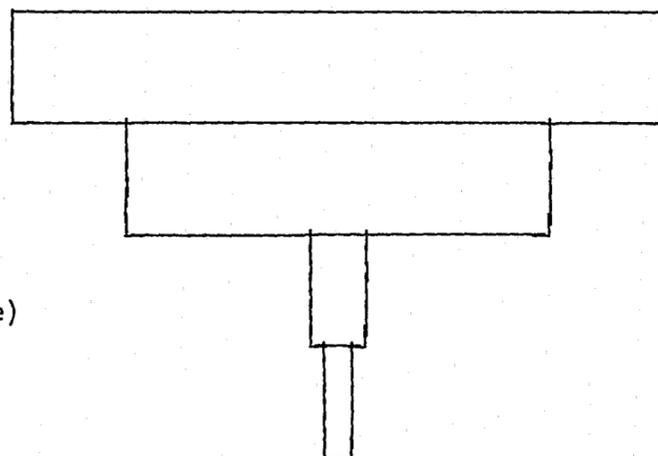
This diagram illustrates the processing of individual crime victim's cases through three major stages in the criminal justice system. As nationwide data do not exist on victimization for any offences, the rates were estimated for break and enter as it is a relatively frequent serious offence for which studies have been undertaken in British Columbia and Ontario. These rates may differ for other jurisdictions within Canada. The differing widths of the graph indicate the relative volume of offences handled at different points in the system.

All break and enters (estimated by survey of victims)

3/5 of all break and enters are reported to police

1/10 of all break and enters are eventually cleared by charge (1/6 of all reported to police)

1/17 of all break and enters result in convictions (3/5 of all cleared by charge)



Data are not available which permit an assessment of the proportion of convictions resulting in sentences of imprisonment, however, it appears that 2/5 of offenders convicted of break and enter receive such sentences.

The final disposition of an offence or offender lies at the end of a long chain of decisions made by victims, police, prosecutors, and judges.

The result of this chain of decisions is that relatively few cases result in conviction and relatively few offenders are imprisoned in comparison with the total number of offences committed, even for a relatively serious offence such as break and enter.

The greatest volume of cases are affected by decisions made early in the process by victims, police and prosecutors.

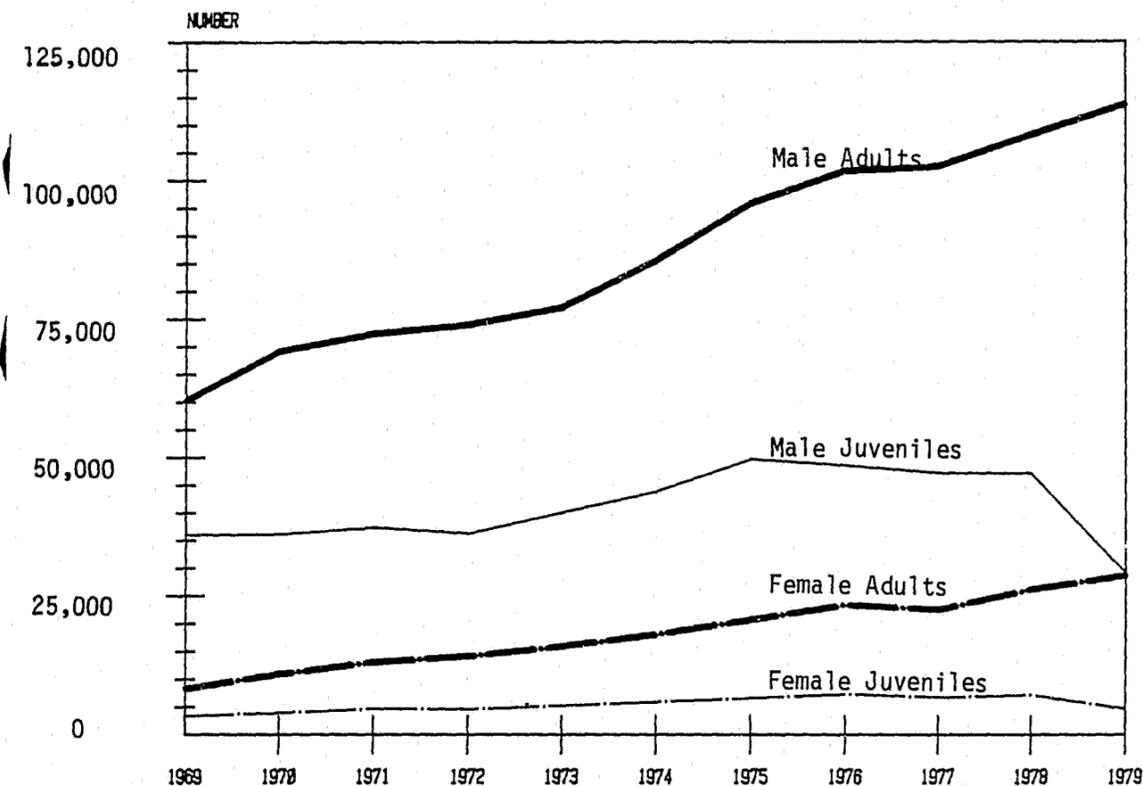
The rate of commission of offences in our society is quite high. Canadian studies in which juveniles reported offences which they had committed indicate that 60 to 90% of all juveniles commit at least one offence in a given year (many of them admittedly minor). Research in the U.S. suggests that similar findings may hold for adults as well.

These findings underline the necessity of discretion in the criminal justice system and the importance of the perennial issues concerning the extent of criminal justice intervention advisable in each case, the appropriate bases for decision-making and the source of responsibility for decisions.

Source: Statistics Canada Police and Court Statistics for 1971 through 1973 (the most recent years for which Statistics Canada Court Data are available) and specific research studies conducted in British Columbia and Ontario

NUMBER OF ADULTS AND JUVENILES CHARGED FOR
SELECTED OFFENCES, CANADA, 1969-1979 (P)

12.



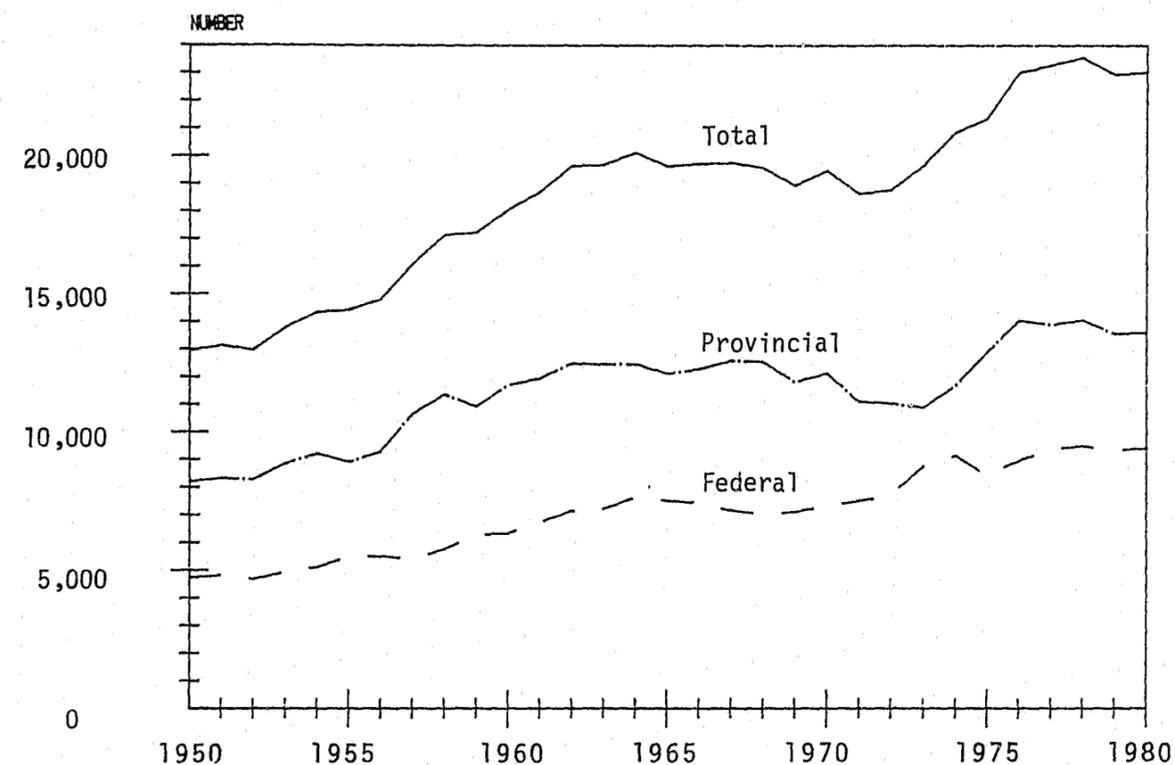
(P) 1979 - preliminary data

- N.B.**
- The offences selected for inclusion in this graph are murder, manslaughter, attempted murder, rape, wounding, robbery, breaking and entering, theft over/under \$200., and motor vehicle theft.
 - This graph depicts absolute numbers, not rates.
-
- The number of adult males charged more than doubled between 1969 and 1979.
 - The number of female adults charged more than tripled over the same period.
 - The number of juvenile males charged for these offences increased by 31% between 1969 and 1978, then decreased significantly. At the same time juvenile females exhibited an increase of 128% between 1969 and 1978, then a significant decrease in 1979.
 - The decrease in the number of juveniles charged in 1979 was mainly due to the introduction of the Youth Protection Act in Quebec and to the lowering of the juvenile age limit for females in Alberta.

Source: Statistics Canada, Crime and Traffic Enforcement Statistics, annual, catalogue # 85-205.

PERSONS INCARCERATED IN ADULT CORRECTIONAL
INSTITUTIONS, CANADA, 1950-80

13.

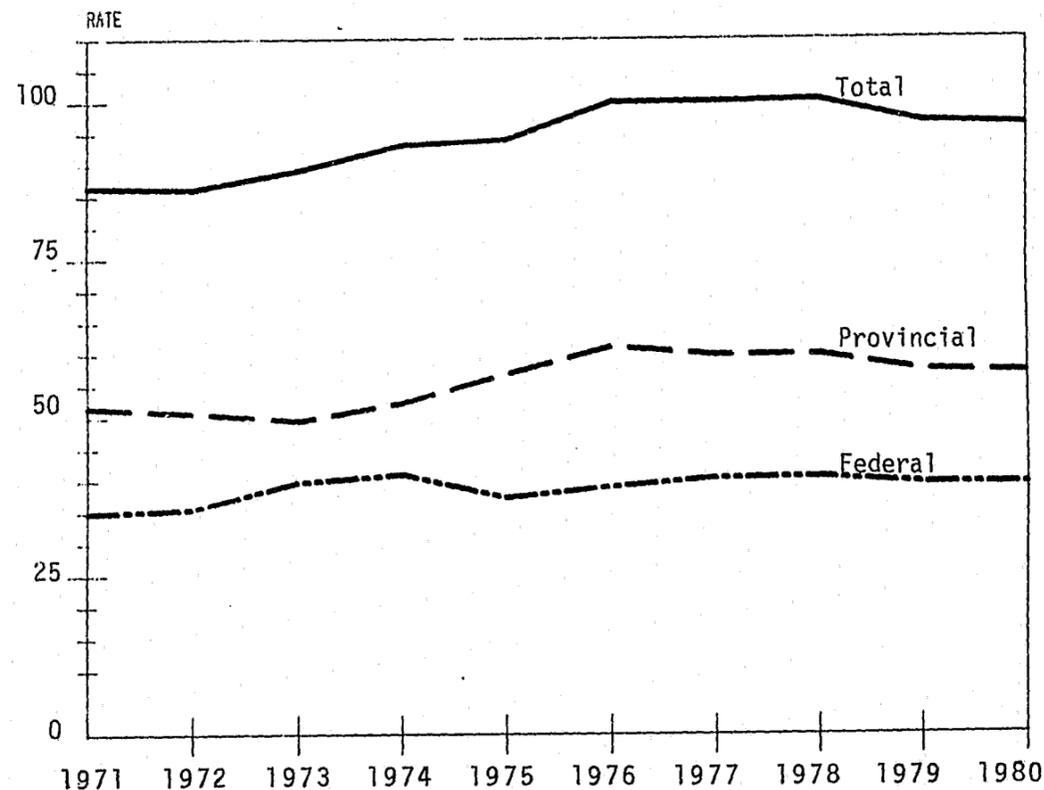


N.B. These figures illustrated above were derived from populations on register at fiscal or calendar year-end, and average daily counts.

- While incarcerated populations have risen over the 30 year period, there have been extreme fluctuations in the rate of increase.
- With the possible exception of the period around 1973, changes in the provincial incarcerated population do not appear to be related to reciprocal changes in the federal incarcerated population.

Source: Ministry of the Solicitor General, "Incarceration in Canada", (unpublished), Statistics Division.

PERSONS INCARCERATED IN ADULT CORRECTIONAL INSTITUTIONS
IN RATES PER 100,000 POPULATION⁽¹⁾ CANADA, 1971-1980⁽²⁾ 14.



N.B. These rates do not include the several thousand offenders held in half-way houses, hospitals or juveniles held in training schools and equivalent institutions.

- The provincial incarceration rates between 1971 and 1980 ranged from 49.4 to 61.0. After the peak in 1976 the rates have been declining gradually.
- The federal incarceration rates ranged from 34.8 to 40.9. They have generally been quite stable since 1973, hovering around 40 per 100,000 population.
- Clearly, increases in the total rates of incarceration have been due mainly to increases in the provincial incarceration rates.

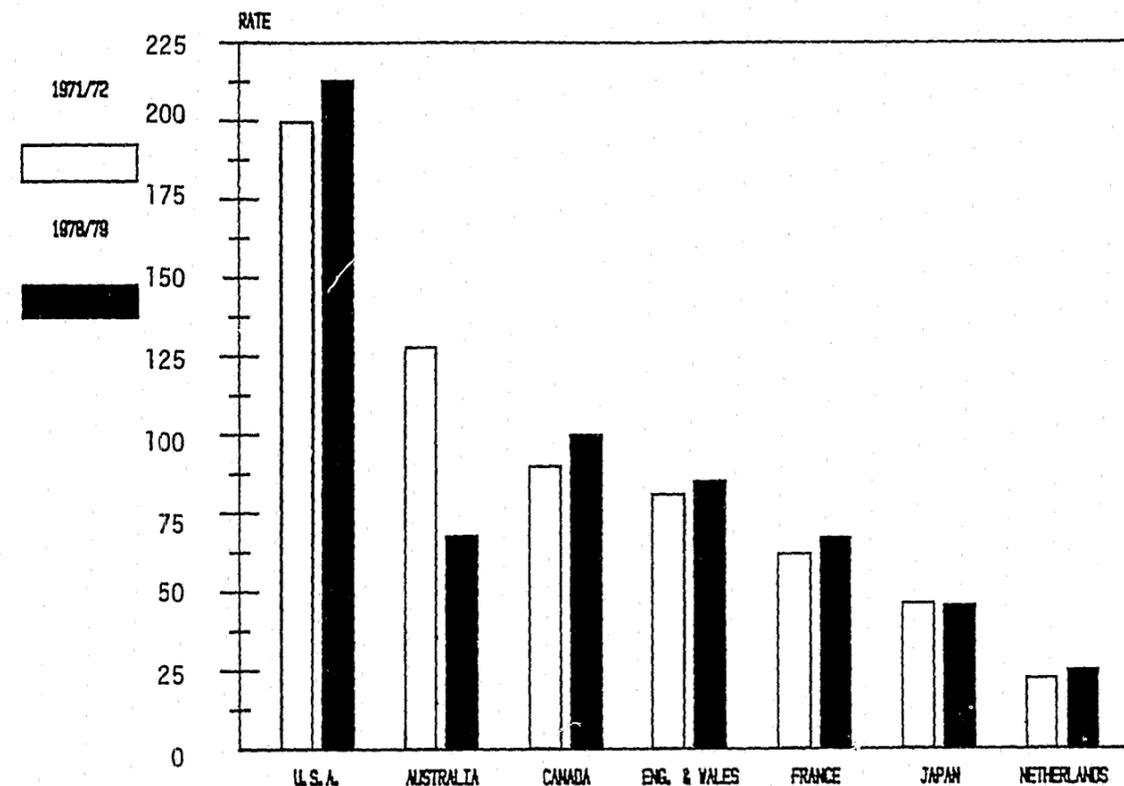
(1) Rates are based on population figures as of July 1 for each year.

(2) Some provinces reported number of inmates as of December 31 for each year, others reported as of March 31 for each year, or average daily counts.

Federal counts are as of December 31 in each year from 1971-78, average daily counts for 1979-80.

Sources: Ministry of the Solicitor General, "Incarceration in Canada", (unpublished), Statistics Division.
Statistics Canada, Quarterly Estimates of Population for Canada and the Provinces, catalogue # 91-001, Jan. 1981

INTERNATIONAL COMPARISON OF PERSONS INCARCERATED IN ADULT FEDERAL AND
PROVINCIAL INSTITUTIONS IN RATES PER 100,000 POPULATION, 1971/72 AND 1978/79 15.



N.B. The earlier rate for U.S.A is based on data from 1970. The later rate for Japan is based on data from 1977.

- Includes federal and provincial or state inmates, excludes lock-ups.
- With the exception of Australia, there has been little change in the rates of incarceration in these selected industrialized countries.
- Canada's rate, while high, is less than half that of the U.S.A.

SOURCES: Waller, I., & Chan, J. "Prison Use: An International Comparison". Criminal Law Quarterly, 1974, 17, 47-71.

Waller I. "International Comparison of Prison Use: Selective Mise-A-Jour and Discussion of Explanations". Paper presented at the American Society of Criminology, San Francisco, November 7, 1980.

NATIVE AND NON-NATIVE PENITENTIARY POPULATION
AS OF DECEMBER 31, 1974-1979

16.

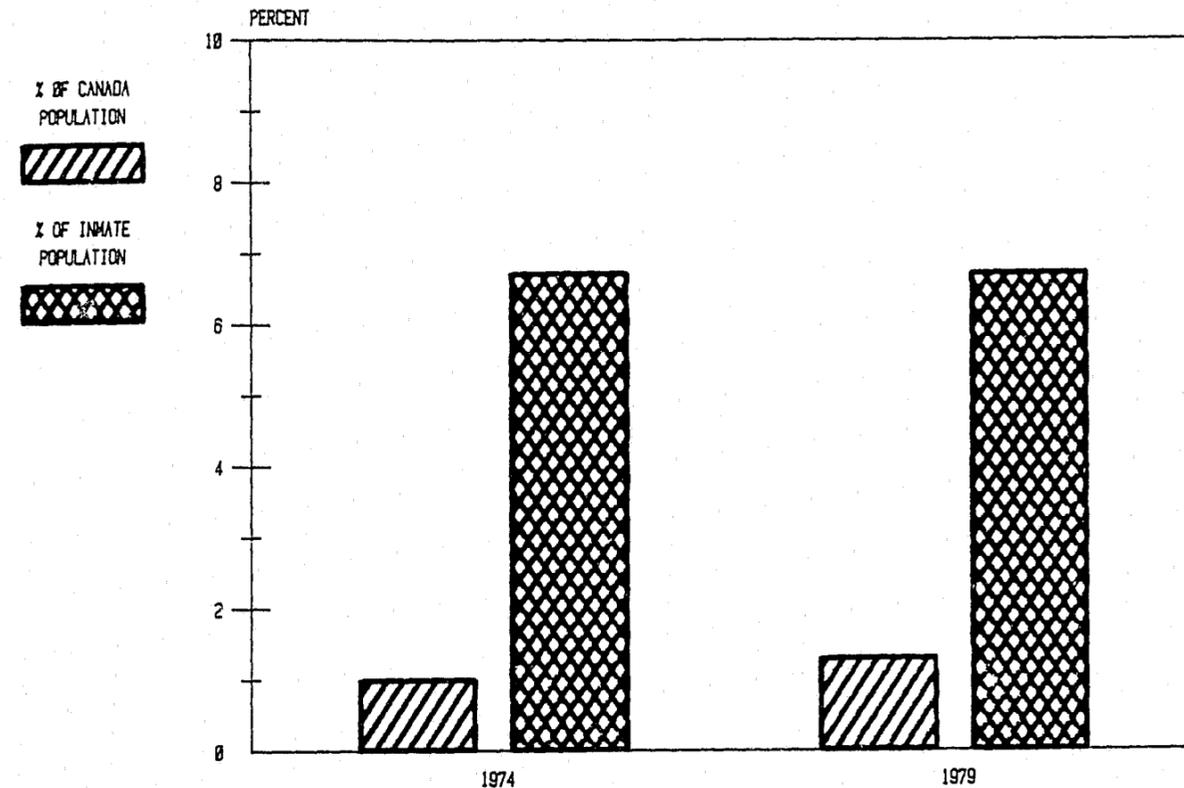
Year	North American Indian	Métis	Inuit	Natives	Non-Natives	Total Penitentiary Population	Natives As A Percentage Of Total
1974	576	149	17	742	7804	8546	8.7
1975	594	184	16	794	7994	8788	9.0
1976	628	200	23	851	8598	9449	9.0
1977	621	207	18	846	8606	9452	9.0
1978	593	215	24	832	8598	9430	8.8
1979	626	227	22	875	8524	9399	9.3

- The representation of Natives in the federal inmate population has not changed significantly over the past several years.
- Population figures on Natives are extremely difficult to obtain due to lack of data on the Métis population in Canada. Estimates on Natives as a percentage of the Canadian population range from 3% to 4% depending on the source, indicating that Natives, who are 9% of the total inmate population, are definitely over-represented in federal penitentiaries.

Source: Correctional Service of Canada,
Operational Information Services, Inmate Record System -
Population Profile.

NORTH AMERICAN INDIANS AS A PERCENTAGE
OF TOTAL CANADIAN POPULATION AND
PENITENTIARY INMATE POPULATION 1974 AND 1979

17.



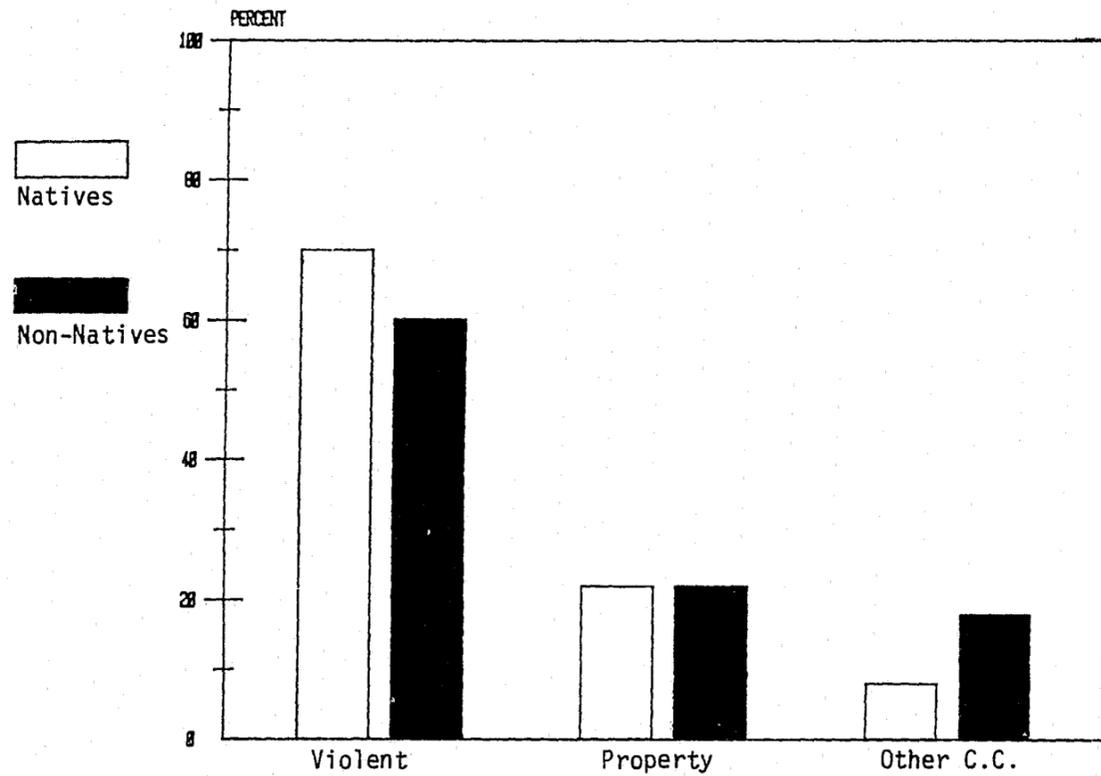
- Looking at North American Indians, a subset of Natives, in 1974 Indians were 1% of the total Canadian population⁽¹⁾, yet they were 6.7% of the federal inmate population. In 1979 Indians represented 1.3% of the Canadian population⁽²⁾ and they were 6.7% of the federal inmate population.
- This indicates that the Indian population is still highly over-represented in penitentiaries and the situation is not changing.

(1) The Canada Year Book 1976-77 reports the registered Indian population as 276,436.

(2) Indian and Northern Affairs Canada, Indian Conditions: A Survey, Ottawa, 1980.

Source: Correctional Service of Canada,
Operational Information Services, Inmate Record System -
Population Profile.

FEDERAL NATIVE AND NON-NATIVE INMATES BY MAJOR OFFENCE TYPE AS OF JANUARY 31, 1980



- A slightly higher percentage of Natives are serving sentences for violent offences: 70% of Native inmates, compared to 60% of Non-Native.
- There is a slightly higher Native representation in the following crimes:

Offence	% Native	% Non-Native
Rape	8	5
Wounding	5	1
Assault	4	1

- Natives are under-represented in robbery (21% Natives compared to 31% non-Native inmates), significantly over-represented in manslaughter (13% compared to 5% respectively), and equally represented in murder (11%).

Source: Correctional Service Canada, Operational Information Services, Inmate Record System - Native Population Profile and Non-Native Population Profile.

SECTION 3:

Trends in Criminal Justice Expenditures and Workloads

EXPENDITURES FOR SOME CRIMINAL
JUSTICE SERVICES, CANADA 1979/80

19.

	Total Expenditures	Expenditure per Canadian
Police Services*	\$1,696,800,000	\$71.27
Legal Aid*	\$ 100,380,601	\$ 4.21
Adult Correctional Services*	\$ 723,800,000	\$30.58

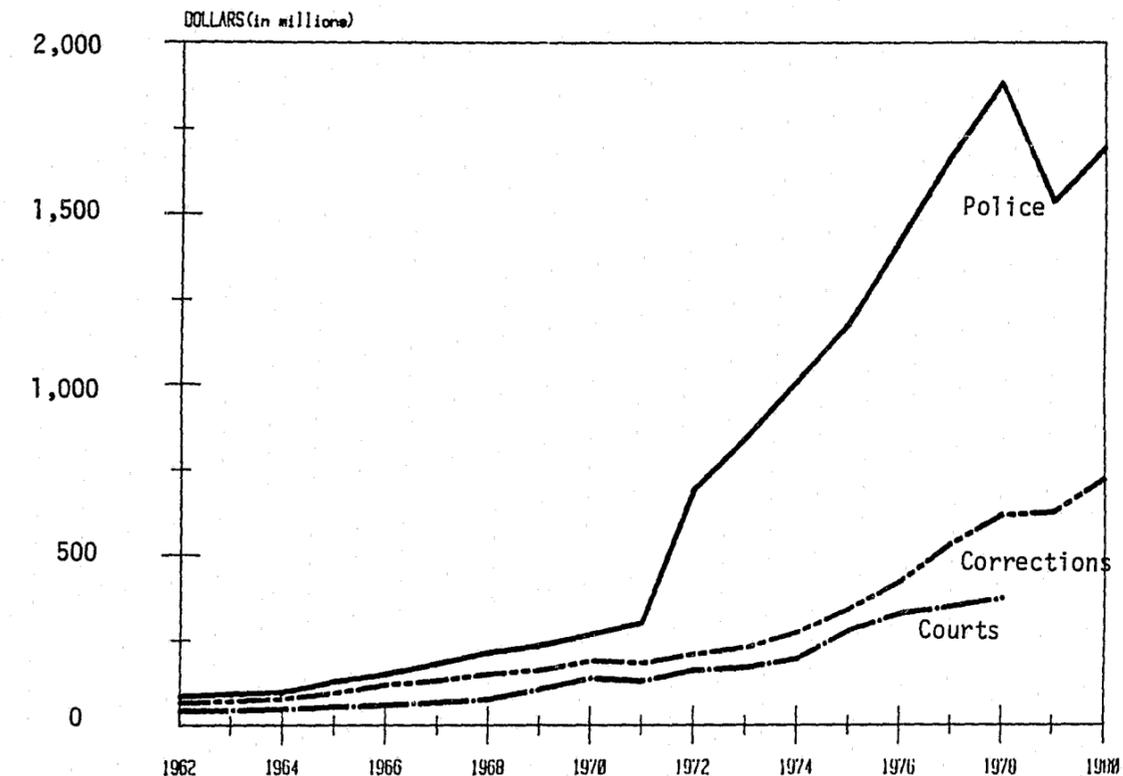
* Includes Provinces, Yukon and Northwest Territories. Expenditures for Crown Counsel Services, Court Services, and Compensation to Victims were not available for 1979/80.

- Policing has traditionally been the most expensive component of criminal justice services.
- In comparison to other components, legal aid accounts for very little of the total expenditures. Although not shown here, data from 1977/78 indicate that compensation to victims is about a seventh of the amount of legal aid.

- Sources:
- Implementation Work Group on Justice Information and Statistics, "Police Services in Canada 1978/79 and 1979/80". (Draft Report).
 - Implementation Work Group on Justice Information and Statistics, Justice Information Report, Legal Aid Services in Canada, 1979/80.
 - Implementation Work Group on Justice Information and Statistics, Justice Information Report, Correctional Services in Canada 1978/79, 1979/80.
 - Ministry of the Solicitor General, "Selected Trends in Canadian Criminal Justice", October 1979.

POLICE, COURT AND CORRECTIONAL EXPENDITURES,
CANADA, 1961/62 TO 1979/80

20.



- N.B. -
- Police expenditures are overestimated consistently by about 10 per cent because R.C.M.P. revenues from provincial and municipal contracts are not subtracted from gross expenditures.
 - Until 1971 the relatively small local correctional expenditures were included under courts.
 - Court data for 1978-79 and 1979-80 are not available.

- The actual expenditures for police, correctional and court services have substantially increased since 1961.
- A greater proportion of the total criminal justice expenditures now goes to police (primarily as a result of shifts at the provincial level).

- Sources:
- Demers, D.J., "Criminal Justice Administration Expenditure in Canada: Examination of Recent Trends", Ministry of the Solicitor General, Ottawa, 1979 (unpublished).
 - Implementation Work Group on Justice Information and Statistics, "Police Services in Canada, 1978/79 and 1979/80" (Draft Report).
 - Implementation Work Group on Justice Information and Statistics, Justice Information Report, Correctional Services in Canada 1978/79, 1979/80.

POLICE EXPENDITURES

21.

Expenditures	
Total expenditures (excluding capital costs ⁽¹⁾)	\$ 1,697,000,000.
Federal expenditures	241,300,000.
Provincial expenditures	598,800,000.
Municipal expenditures ⁽²⁾	856,900,000.

All figures are rounded to the nearest hundred thousand.

	Cost per Officer and Employee		
	FEDERAL	PROVINCES	MUNICIPALITIES
Cost per Officer ⁽³⁾	\$39,900	\$42,300	\$32,300/24,100 ⁽⁴⁾
Cost per Employee ⁽⁵⁾	\$33,664	\$34,010	\$26,719/24,123 ⁽⁴⁾

- (1) Includes federal, provincial and municipal police.
 (2) Excludes non-reporting municipalities: 10 in New Brunswick, 20 in Quebec, 19 in Ontario and 1 in Saskatchewan.
 (3) Excluding capital costs.
 (4) For municipal police services provided under contract with the R.C.M.P.
 (5) An aggregate measure of police service administration.

Source: Implementation Work Group on Justice Information and Statistics, "Police Services in Canada, 1978/79, 1979/80". (Draft Report)

STAFF IN THE CRIMINAL JUSTICE SYSTEM

22.

PENITENTIARY STAFF, INMATE POPULATIONS AND INMATE: STAFF RATIO CANADA 1969/70 AND 1979/80

	1969/70	1979/80
Inmates (as of Mar. 31)	7,375	9,529
Permanent Staff (Mar.31)	4,610	7,589
Inmate: Staff ratio	1.6:1	1.3:1

- Not all staff are directly involved in supervision or training of inmates.
- Over the years the number of inmates to staff has decreased slightly in federal institutions.

POLICE STAFF - CANADA 1979/80

STAFF (1)	
Total strength	58,424
Proportions:	
Federal	5%
Provincial	29%
Municipal	66%

- (1) Includes federal, provincial and municipal police forces. Civilian personnel accounted for 18.2% of this total police strength.

Sources: Ministry of the Solicitor General, Annual Report 1969/70: Personnel Services, Correctional Service Canada; Offender Program, Case Management, Correctional Service Canada.
 Implementation Work Group on Justice Information and Statistics, "Police Services in Canada, 1978/79, 1979/80". (Draft report).

***AVERAGE DIRECT COST OF MAINTAINING FEDERAL INMATES
IN INSTITUTIONS, MARCH 31, 1980 COMPARED WITH MARCH 31, 1979**

23.

TYPE OF INSTITUTION	Inmate Population	1980		1979
		\$ Total Cost	Per Inmate** \$ Annual Cost	Per Inmate \$ Annual Cost
Maximum (male)	2,990	107,111,251	35,823	31,032
Maximum/Medium (female)	150	3,893,729	25,958	25,632
Medium (male)	4,963	112,506,892	22,669	22,278
Minimum, (male)	908	16,726,602	18,421	19,297
Community Correctional Centres, farms, camps (male)	407	4,712,534	11,579	10,803

* This includes 17 provincial inmates who are housed in federal institutions. They cost their provincial government \$348,129. Thirty maximum-security inmates in St. John's, Newfoundland, costing CSC \$195,173, plus 45% of parole office operating costs, directly related to case management in the institutions, does not include direct administration costs (Ottawa and regional headquarters and staff colleges).

** For 1978-79 comparison, these figures have been restated to include 45% of parole office operating costs, directly related to case management in the institutions.

AVERAGE COST OF SUPERVISING PAROLEES 1979/80

Parolees	Total Cost*	Annual Cost Per Parolee	Average Per Diem Cost
6,758	\$11,402,265	\$1,687	\$ 4.62

* Represents 55% of parole office operating costs, directly related to case management in the community.

Sources: Solicitor General Canada, Annual Report 1979-80
Implementation Work Group on Justice Information and Statistics, Justice Information Report, Correctional Services in Canada 1978/79-1979/80.

**EXPENDITURES IN
CORRECTIONAL SERVICES IN CANADA
1979/80**

24.

INMATES

	Federal	Provincial	Total
Average Count	9,184	13,617 ⁽¹⁾	22,801
Average Count - Inmates per 10,000 population	3.7 ⁽²⁾	5.7 ⁽³⁾	9.5
Average per diem inmate cost	\$ 69.45	\$ 50.39 ⁽⁴⁾	\$ 59.92

TOTAL CORRECTIONAL SERVICES

	Federal	Provincial	Total
Personnel-Person Years (5)	8,500	16,500	25,000
Expenditures - Adult Correctional Services	\$ 355.4/ million	\$ 368.4/ million	\$ 723.8/ million
Expenditures per capita	\$ 15.02	\$ 15.56	\$ 30.58

- (1) Remanded and sentenced
- (2) Ranged from 2.6 to 7.4
- (3) Ranged from 7.2 to 38.2
- (4) Ranged from \$32.60 to \$79.88
- (5) Estimate

Source: Implementation Work Group on Justice Information and Statistics, Justice Information Report, Correctional Services in Canada 1978/79 - 1979/80

SECTION 4:

INTERNATIONAL TRENDS IN CRIMINAL JUSTICE RESEARCH

The points listed below highlight recent research trends. They are based on a review of research reports in Canada, the United States, and the United Kingdom. Although the results of research in other jurisdiction must be applied circumspectly in the Canadian situation, considerable agreement exists between these jurisdictions in the major conclusions. Undoubtedly improvements in the effectiveness of the Canadian police, courts, correctional and related programs will require systematic experimentation testing these trends in Canada as well as evaluations of Canadian practices.

GENERAL BELIEFS	RESEARCH RESULTS	PROMISING ALTERNATIVES	IMPLICATIONS
<p>1. <u>Police Productivity</u></p> <ul style="list-style-type: none"> - Increasing the number of officers on patrol will decrease crime and increase public satisfaction 	<ul style="list-style-type: none"> - significant changes in the intensity of routine police patrol on foot or in cars had no equivalent effect on crime or citizen satisfaction. 	<ul style="list-style-type: none"> - Alternative patrol strategies: <ul style="list-style-type: none"> . saturation patrol . split-force patrol. . team policing 	<ul style="list-style-type: none"> - De-emphasize "more of same". - Encourage systematic experimentation with focused strategies of resource use.
<p>2. <u>Juvenile and Adult Correctional and Sentence Effectiveness</u></p> <ul style="list-style-type: none"> - Programs in correctional institutions (counselling, vocational and educational training), keeping offenders locked up longer, and closer community supervision will reduce recidivism. 	<ul style="list-style-type: none"> - Increased use of incarcerative sentences, longer sentences, more intensive probation supervision and traditional correctional techniques is largely ineffective - Community-based alternatives to imprisonment (e.g., probation, parole) are less costly and do not increase the likelihood of recidivism. 	<ul style="list-style-type: none"> - Recidivism following incarceration or probation can be reduced if managers identify what works best with what types of offenders in what situations. 	<ul style="list-style-type: none"> - Promote correctional programs that are systematically and consistently designed, implemented, and evaluated. - Encourage community-based alternatives. - Promote the development and use of more effective classification schemes for matching offenders and programs.

GENERAL BELIEFS	RESEARCH RESULTS	PROMISING ALTERNATIVES	IMPLICATIONS
<ul style="list-style-type: none"> - Incarceration as a condition for default of fine is necessary to ensure payment 	<ul style="list-style-type: none"> - Fine defaulters make up a significant percentage of provincial inmate populations. - Other means than incarceration are effective in encouraging payment. - Non-payment increases with size of fine. 	<ul style="list-style-type: none"> - Fine option programs, reminder letters, special hearings, use of civil procedure, etc. 	<ul style="list-style-type: none"> - Institute alternative means of payment, follow-up and reminder measures, and default conditions. - Exercise caution in the use of large fines.
<p>3. <u>Discretion</u></p> <ul style="list-style-type: none"> - Discrimination and disparity exist in the criminal justice process 	<ul style="list-style-type: none"> - Dissimilar treatment of similarly situated offenders occurs because organizational constraints allow individual officials to follow their personal philosophies - Restricting the authority of a given decision-maker frequently results in transfer of discretion to others and no decrease, possibly an increase, in disparity. 	<ul style="list-style-type: none"> - Strategies to structure discretion and assist decision-makers: <ul style="list-style-type: none"> • sentencing and parole guidelines - Team based approaches to decision-making with regard to specific crime or categories of crimes. 	<ul style="list-style-type: none"> - Encourage the development and evaluation of innovations that will assist decision-makers, structure discretion, and promote equality of consideration before the law. - Include consideration of potential system-wide impact prior to implementing changes at any single decision-point.

GENERAL BELIEFS	RESEARCH RESULTS	PROMISING ALTERNATIVES	IMPLICATIONS
<p>4. <u>Community-Based Alternatives</u></p> <ul style="list-style-type: none"> - Crime prevention is the prime responsibility of criminal justice agencies. 	<ul style="list-style-type: none"> - "Defensive" community crime prevention demonstrably reduced crime (e.g. Seattle demonstrated reduced burglary victimization by 50% in one year). - The attempts at "positive" (e.g., unemployment, leisure) measures failed to significantly reduce crime. 	<ul style="list-style-type: none"> - "Defensive" strategies can reduce opportunities for crime. <ul style="list-style-type: none"> • defensible space • environmental design • community crime prevention programs 	<ul style="list-style-type: none"> - Promotion, experimentation and evaluation of community-based crime prevention. - Crime control should be recognized as a responsibility of the community as well as criminal justice agencies.

GENERAL BELIEFS	RESEARCH RESULTS	PROMISING ALTERNATIVES	IMPLICATIONS
<p>5. <u>Diversion</u></p> <ul style="list-style-type: none"> - Use of the traditional criminal justice process is necessary to prevent future criminal behaviour and to protect the rights of the offenders. 	<ul style="list-style-type: none"> - Diversion is no less successful in preventing recidivism and frequently results in greater offender satisfaction with process and outcomes than the traditional process. - Diversion processes offenders who would not normally have received traditional criminal justice processing 	<ul style="list-style-type: none"> - Post charge pre-trial diversion presents a less onerous and equally effective means of processing minor offences. 	<ul style="list-style-type: none"> - Diversion can be safely used to process offences for which the full weight of the criminal justice process is not warranted. - Diversion should be used only for cases which otherwise would have been processed. Possible means are: <ul style="list-style-type: none"> - coordinating the efforts of police, crown and judiciary, particularly through inclusion on diversion project policy committees - instituting formal review of evidence prior to diversion referral.

SOME INDICATIONS OF CANADIAN PUBLIC OPINION
ON CRIMINAL JUSTICE

A substantial number of public opinion surveys on criminal justice-related matters have been carried out in the last decade. The sections below summarize the results of some of these polls. It must be noted that on several questions the data appear contradictory. This is inevitable when poll data, which are superficial and misleading, are compared with the results of more in-depth surveys on the same issues. In many instances the latter cast doubts about the reliability and validity of the opinion poll data.

Concern for and Fear of Crime

When asked to select from among a list of social problems, 7 in 10 Canadians rate crime and delinquency (possibly meaning its reduction) as a major social issue. They systematically rank them as the second or third of their social concerns, after inflation and unemployment. Also, 6 in 10 Canadians believe that crime is on the increase.

However, if Canadians are asked to identify, in general, what they consider to be social problems, few mention crime and delinquency, not considering this to be an important element in their everyday concerns. Surveys also indicate that only between 1 and 3 Canadians in 10 are fearful of being personally victimized by strangers or of walking in their neighborhood at night.

Policing

Over-all, Canadians are well-disposed towards the police. Police are generally ascribed favourable personal and moral characteristics and Canadians seem satisfied with the performance of the police. Citizens who have had no contact with the police or who have no experience or knowledge of police misconduct in field practices tend to hold the most positive attitudes. While the public perceives the police in general to be competent, it does not perceive it as being equally efficient in solving specific crimes. This is particularly true of victims. Further, victims often express regret, in retrospect, for having called the police because of the time and inconvenience involved in the prosecution of their case.

Sentencing Practices

While according to crime polls 4 in 10 Canadians believed the courts did not deal harshly enough with criminals in 1966, 7 in 10 hold this opinion today. In the last three years there has been a stabilization of this trend. In relation to general crime categories, the polls also tend to indicate that the sentences Canadians believe to be appropriate are often very severe, being harsher than those actually handed down by the courts.

However, there is indication from in-depth studies on attitudes towards sentencing for specific offenders and specific crimes, that Canadians might be considerably more tolerant and in line with present court practices than the more superficial polls would indicate.

This research also suggests that the public demand for harsher sentences may be focused primarily on those who commit the most serious crimes, and who are seen by the public as a threat to the community.

Aims of Sentencing

While it would appear that there is no agreement among Canadians about the preferred aim of sentencing or incarceration, slightly more Canadians, 5 or 6 in 10, would seem to favour "rehabilitation". However, while Canadians might believe that the aim of sentencing should be rehabilitation they seem to think that emphasis in reality is on punishing criminals. Canadians seem pessimistic about prisons and their impact. Also, many are resistant to correctional measures usually perceived by administrators as rehabilitative tools, particularly if these involve proximity with "criminals" such as would be implied by half-way houses.

This chart highlights possible socio-economic, technological and general social trends and developments, which may have implications for crime and the criminal justice system. Although the trends and implications are speculative, they are based on data from a wide variety of sources including Statistics Canada and criminology research reports.

Trend/Development	Probable Outcome
<u>Socio-Economic</u>	
The number of males in "young offender" age group peaked in the late 1970's. The number of males in the 16 to 24 year "crime prone" age group is peaking in 1981 and is expected to decline thereafter until at least the early 1990's. However, the impact of the age demographic factor and crime is uncertain and may not be as significant as commonly believed.	<ul style="list-style-type: none"> - Slowing down of increase or net decrease in juvenile crime in the 1980's - Decreasing potential adult offender population after 1981
Continuation of high unemployment/high inflation	<ul style="list-style-type: none"> - Although there is generally believed to be a relationship between economic factors and crime, the relationship between crime and specific factors such as unemployment is uncertain.
Severe pressure on governments to restrict expenditures	<ul style="list-style-type: none"> - Greater emphasis on fiscal accountability - Search for alternative, less costly programs - Increased pressure for greater federal-provincial-municipal coordination and transfer of services to reduce duplication and increase efficiency - Pressure to privatize some public services on the grounds of efficiency and effectiveness
<u>Societal</u>	
Shift from public space to private spaces (e.g. from stores on streets to enclosed shopping malls, condominiums)	<ul style="list-style-type: none"> - Continued expansion of private security industry

Trend/Development	Probable Outcome
Less public tolerance for predatory crime, particularly crimes of violence.	<ul style="list-style-type: none"> - Public pressure for more punitive measures including longer terms of imprisonment for violent and serious property offenders
More public tolerance for individual lifestyles.	<ul style="list-style-type: none"> - Decriminalization of some victimless crimes
Increase in concern for individual rights.	<ul style="list-style-type: none"> - Increased calls for greater public scrutiny and accountability of police forces and the judiciary - Offender rights will continue to be an important concern - Concern for rights of individuals involved with the "private justice system". e.g. private security, employee discipline, diversionary systems
Greater attention to rights of crime victims and alleviation of their concerns.	<ul style="list-style-type: none"> - More comprehensive victim compensation schemes - Search for alternative methods of redress - Growth of victim service agencies - Greater use of reparative sentencing such as restitution and victim service orders
<u>Technological</u>	
Increased use of advanced technology in all aspects of society, e.g., greater use of computers and acceleration of movement toward the "cashless" society.	<ul style="list-style-type: none"> - Increase in computer related crime (money and information) - Fewer opportunities for theft of cash - Creation of new "white collar" crimes which take advantage of new technology - Pressure to improve ability of police to combat sophisticated crime - Heightened concern for balancing individual liberties against high technology law enforcement methods - Greater use of technology to prevent crime, e.g. home burglar alarms wired to the local police station or private centre

APPENDIX I:

**Historical Overview of the Canadian Federal
Justice System, 1867-1981**

HISTORICAL OVERVIEW OF THE CANADIAN
FEDERAL JUSTICE SYSTEM, 1867-1981*

1. CONFEDERATION TO WORLD WAR I

During the period 1729-1867, English common law and criminal statutes were introduced into the regions that now constitute the Dominion of Canada. The British North American colonies subsequently developed justice institutions based on British models. At Confederation, although the adopted British institutions had been modified where necessary to meet local requirements, the justice systems of the colonial provinces were markedly similar to the system in the United Kingdom.

With the passage of the British North America Act (1867), the development of a distinctively Canadian justice system began. As provinces of Canada, the former colonies retained primary responsibility for the administration of justice, but a strong federal presence in the justice system was established. A Canadian precedent was entrenched--the "two year rule" for separating federal penitentiary sentences from provincial prison or reformatory sentences, and a number of "first" Canadian justice institutions were created.

BRIEF CHRONOLOGY

- 1868 - Department of Justice established, responsible for federal police and penitentiaries;
- First Penitentiary Act, bringing pre-Confederation prisons in Kingston, Halifax, and Saint John under federal jurisdiction, created the federal penitentiary system;
 - Dominion Police established to conduct federal investigations (merged into RCMP in 1920).
- 1873 - North-West Mounted Police formed (becoming, in 1904, the Royal North-West Mounted Police).
- 1875 - Supreme Court of Canada created.
- 1880 - Completion of the first federal penitentiary construction program--St. Vincent de Paul (1873), Manitoba (1877), British Columbia (1878), Dorchester (1880)--extended the penitentiary system across Canada. (Dorchester replaced the old institutions at Halifax and Saint John.)
- 1886 - Prisons and Reformatories Act specified general conditions for the maintenance of provincial institutions;

*Source: Highlights of Federal Initiatives in Criminal Justice, 1966-1980. Department of the Solicitor General, 1981.

- Office of the Solicitor General established in the Department of Justice.
- 1892 - First Canadian Criminal Code enacted.
- 1899 - First parole statutes (Ticket of Leave Acts).
- 1905 - First Dominion Parole Officer appointed.
- First policing contracts, between Royal Northwest Mounted Police (RNWMP) and Alberta and Saskatchewan (cancelled, 1917).
- 1906 - Alberta Penitentiary at Edmonton opened (closed 1920).
- 1908 - First Juvenile Delinquents Act.
- First narcotic control legislation (Opium Act).
- 1911 - Saskatchewan Penitentiary opened.

2. WORLD WAR I - WORLD WAR II

Between the world wars, the opening of the first federal prison for women and the first federal reformatory penitentiary realized two long-proposed correctional reforms. However, the establishment of the RCMP as a national force, following the Winnipeg General Strike of 1919, and the Archambault Commission inquiry into the penitentiary strikes and riots of the Depression era, suggested that unforeseen events could have as great an impact on the justice system as planned change based on correctional ideals.

- 1920 - RCMP Act established the Royal Canadian Mounted Police, amalgamating the Dominion Police and the RNWMP.
- 1928 - RCMP provincial policing contracts reinstated.
- 1934 - Kingston Penitentiary for Women opened.
- 1935 - First RCMP municipal policing contract (Flin Flon, Manitoba).
- 1937 - Collins Bay Penitentiary, a reformatory facility for young adult first offenders and other reformable non-violent prisoners, opened near Kingston.
- 1938 - Archambault Commission of Inquiry into the management of federal penitentiaries, appointed following inmate strikes and riots, recommended comprehensive reform of the federal corrections system.
- 1939 - Penitentiary Act revised.

3. POST WAR YEARS: 1945-1966

Following World War II, federal officials responsible for gradual implementation of the Archambault recommendations were overtaken by events--rising penitentiary populations, overcrowding and prison disturbances. In the mid-1950s, the recommendations of the Fauteux Committee initiated a new era of legislative and institutional reform and expansion without parallel since the first decade of Confederation.

- 1945 - "Rule of Silence" abolished in federal institutions
- 1952 - The Federal Training Centre at Laval, Quebec, a reformatory prison similar to Collins Bay, opened
- 1955 - Criminal Code entirely revised
- 1956 - Fauteux Commission recommendations initiated recent period of expansion and reform of the federal corrections system
- 1958 - The Parole Act, replacing the Ticket of Leave Act, established the first National Parole Board
- 1959 - New RCMP Act enacted
- 1959 - First minimum security institution opened at William Head, British Columbia, and the first institution constructed specifically as a medium security facility opened at Joyceville, Ontario. Previously, the system had consisted of nine maximum security penitentiaries. In 1960, Collins Bay Penitentiary and the Federal Training Centre at Laval were reclassified as medium security institutions. By 1962, the penitentiary system included 15 minimum, 4 medium, and 7 maximum security institutions.
- 1961 - New Penitentiary Act enacted.
- 1963 - "Ten-Year Plan" for penitentiary accommodation initiated. Ten new penitentiaries of varying sizes and security classifications were constructed. Four temporary minimum security institutions were phased out.
- 1966 - The Government Organization Act created the Department of the Solicitor General of Canada, responsible for federal police, penitentiaries and parole.
- 1971 - Law Reform Commission established
- 1976 - Capital punishment abolished
- 1977 - Parliamentary Subcommittee on Penitentiaries
- 1977 - McDonald, Keable, Laycraft, Krever commissions of inquiry into RCMP operations
- 1981 - Federal custodial institutions number approximately sixty

END