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SELECTED TRENDS IN  
CANADIAN CRIMINAL  
JUSTICE

HV  
7315  
.A6  
Q4  
1979  
c.2

Prepared for Federal/Provincial  
Conference of Ministers Responsible  
for Criminal Justice, Ottawa,  
October 1979

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SELECTED TRENDS IN CANADIAN CRIMINAL JUSTICE

Prepared for Federal Provincial Conference  
of Ministers Responsible for Criminal Justice  
Ottawa October 1979

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Ministry of the Solicitor General of Canada.
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## INTRODUCTION

In recent decades, the problems of crime and the workings of police, legal services, courts and corrections have become highly complex. The operations of these systems are known only partially to the 100,000 employees in criminal justice, the 23,000 offenders in institutions on any one day and those Canadians who come into contact with the system -- when they call the police, receive summonses, or are arrested.

However, there is a growing body of information on the crime problem, its impact on victims and its demands on criminal justice. Further, increasing knowledge is available on the performance of the criminal justice system. Even so, there are many gaps in our knowledge and many disagreements about the meaning of what is known.

This report illustrates some trends in criminal justice facing Canadians for the 1980's. The tables and graphs have been selected to give an overview. Each is based on a large body of knowledge that is often not easily accessible to policy makers. To aid the reader, salient aspects are highlighted below each of the graphs and tables. The material is grouped in four sections:

- . Crime and its impact
- . Persons processed in the criminal justice system
- . Criminal justice expenditure and workloads
- . Criminal justice effectiveness, public expectations and the next ten years

The first section demonstrates an increase in the last decade in both property and violent crime. Although some of the increase may be due to improved recording of crime by the police and possibly increased reporting of crime by the public, Canadians remain more likely to be the victim of a property crime than of violence. They are more likely to be the victims of crime today than ten years ago.

The second section discusses the loss of cases from the criminal justice system. Over one third of legally defined serious crime is never reported to the police, and only a small portion of crime victimization results in an arrest. It is only a small proportion of the cases reported which terminate in a conviction or prison sentence. Nevertheless, the proportion of Canadians in prison appears to be growing slowly, particularly at the provincial level, and there appears to have been a significant rise in the proportion of persons in custody remanded for trial.

The information in the third section focuses on rises in expenditures. In 1977, nearly \$240 out of the \$365 the average Canadian household spent in tax dollars for criminal justice services at all levels of government were devoted to police. While \$6 was spent by that household on criminal legal aid, less than \$1 went on direct compensation to victims. Canadians are spending substantially more on both police and institutional correctional systems than ten years earlier.

The fourth section illustrates the potential for dealing with crime in the 1980's. International trends, in research on effectiveness, seriously question the extent to which the use of increased resources for police or corrections in a manner similar to the past is likely to reduce crime or improve public feelings of security. This section, however, also suggests from research several promising areas where small investments may have relatively large benefits.

Many of the trends in this report will likely continue in the next decade. It also seems apparent that present concerns for restraint in public sector spending will continue to be felt.

While this report is intended only to put together a limited set of readily available material for information purposes, it is hoped that the brief overview thus presented will assist in the task of identifying significant issues in criminal justice which must be pursued in the 1980's.

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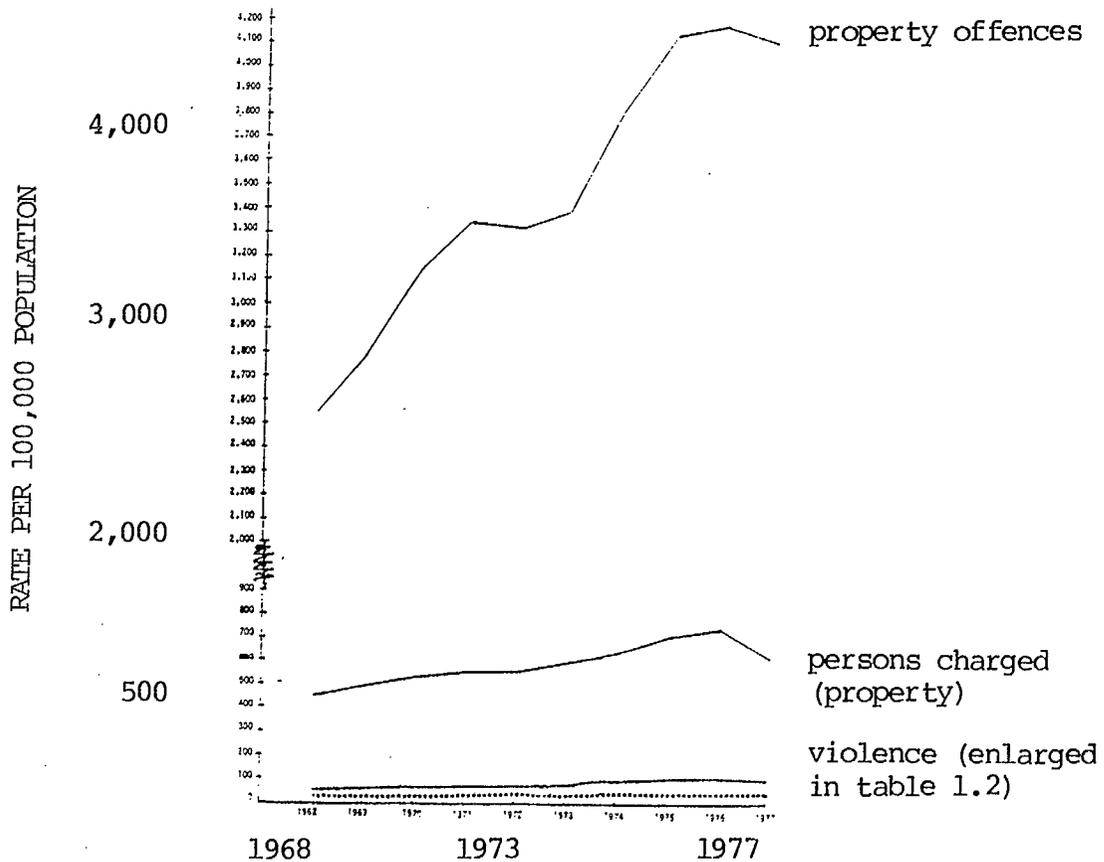
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Section 1PageTRENDS IN CRIME AND ITS IMPACT

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1.1

INDEX OF VIOLENT AND PROPERTY OFFENCES REPORTED BY POLICE  
WITH PERSONS CHARGED, IN RATES PER 100,000 POPULATION,  
CANADA 1968 TO 1977

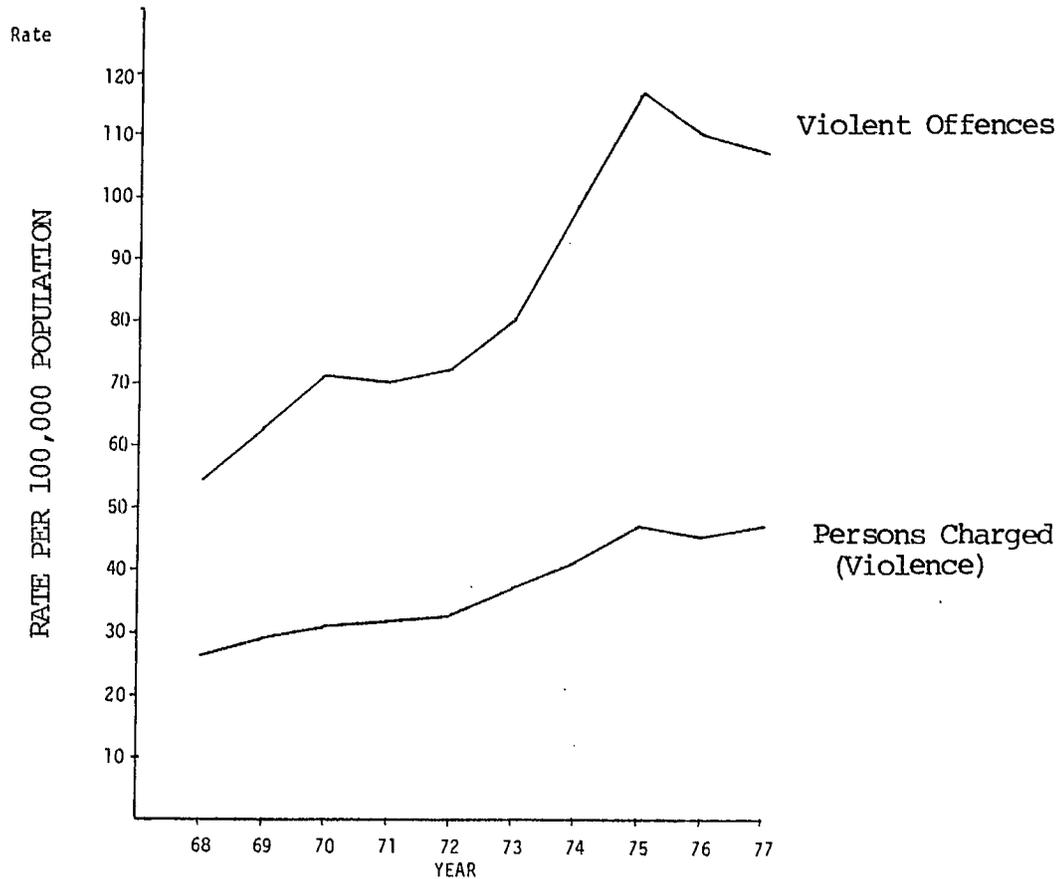


N.B. - violent offences include: murder, manslaughter, attempted murder, wounding, robbery and rape  
 - property offences include: breaking and entering, theft and motor vehicle theft  
 - persons charged includes adults and juveniles

- the rate of recorded property crime has increased substantially from 1968 to 1977.
- rates of recorded violent crime remain very low compared to property crime rates (see table 1.2 for details)
- relatively few persons are charged relative to the number of offences.
- increases in crime reported by police may be due to the increased proportion of the population in both urban areas and the 15-29 year old age groups. It may also have increased with greater availability of goods and improved reporting of crime by police agencies.

Source: Statistics Canada, Crime Statistics (Police) - 1968-1971;  
Crime and Traffic Enforcement Statistics - 1972-1977

INDEX OF VIOLENT OFFENCES REPORTED BY POLICE WITH  
PERSONS CHARGED IN RATES PER  
100,000 POPULATION, CANADA, 1968 TO 1977



- the recorded rate of violent crime has increased substantially from 1968 to 1977
- the ratio of persons charged to offences is higher for violent than property crime (see table 1.1)
- the increases may be due to the increased proportion of the population in the 15-29 year old age groups as well as improved reporting by police agencies

Source: Statistics Canada, Crime Statistics (Police) - 1964-1971; Crime and Traffic Enforcement Statistics - 1972-1977

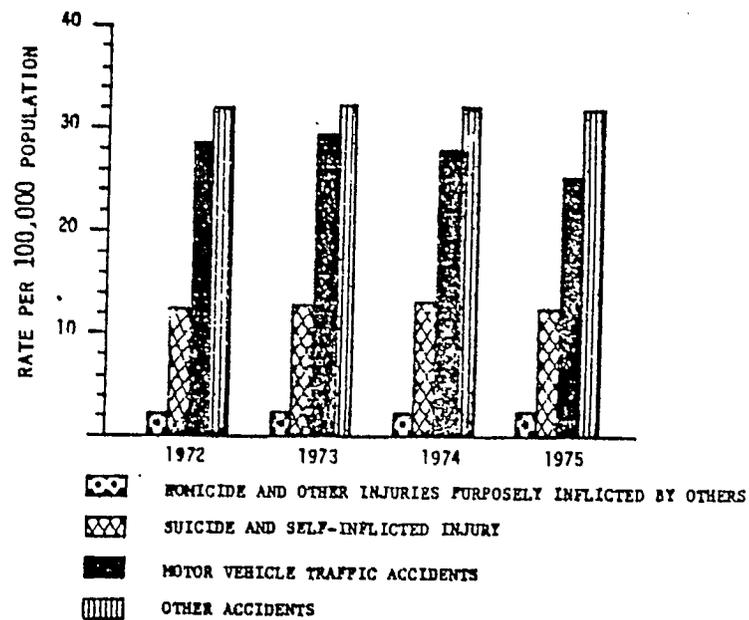
Crime Offence	Number	Rate
<u>SELECTED VIOLENT INDEX</u>	<u>24,833</u>	<u>106.8</u>
Murder	624	2.7
Manslaughter	78	0.3
Attempted Murder	684	2.9
Wounding	2,070	8.9
Rape	1,886	8.1
Robbery	19,491	83.8
<u>SELECTED PROPERTY INDEX</u>	<u>955,732</u>	<u>4,109.5</u>
Breaking & Entering	270,659	1,163.8
Theft - Over and Under \$200	600,821	2,583.4
Theft - Motor Vehicle	84,252	362.3

N.B. - This crime index is illustrative only. For instance numerically common crimes, such as assaults, other sexual offences, and frauds are excluded.

- The rate even of the less serious violent offences selected is much lower than the more serious property offences.

Source: Statistics Canada, Crime and Traffic Enforcement Statistics, 1977.

HOMICIDE RATE PER 100,000 COMPARED TO SUICIDE,  
MOTOR VEHICLE TRAFFIC ACCIDENTS AND OTHER ACCIDENTAL  
DEATHS, CANADA 1972 TO 1975

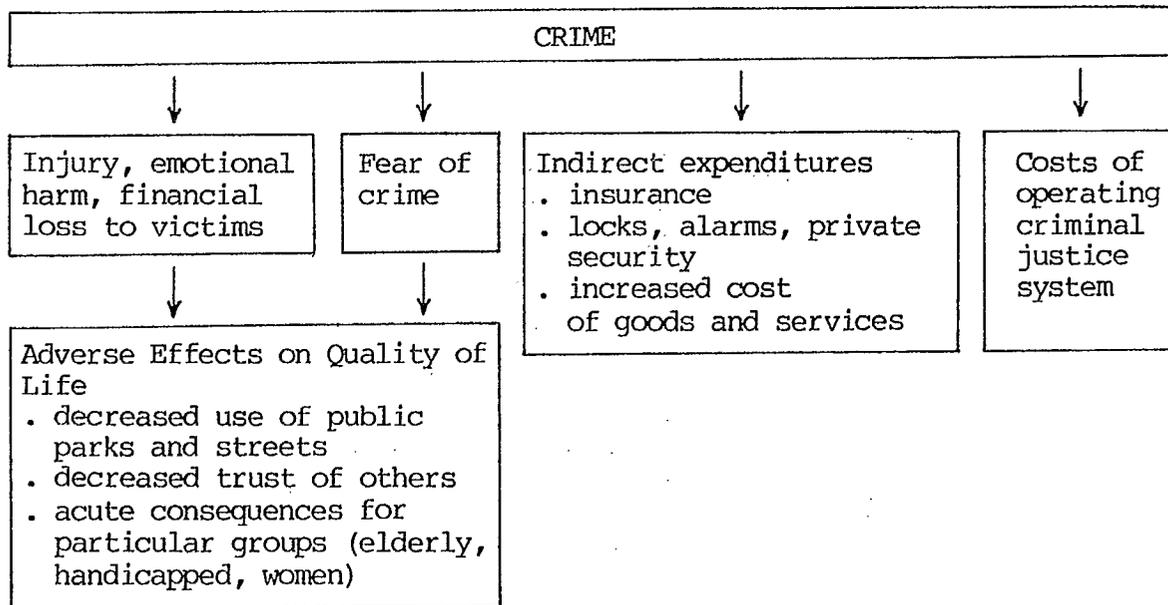


- Motor vehicle accidents are by far the most likely single cause of non-natural death.

Source: Statistics Canada, Cause of Death.

1.5 ILLUSTRATION OF THE IMPACT OF CRIME IN CANADA, WITH INJURIES  
AND LOSSES FOR ASSAULT AND BREAK AND ENTER

. Overview of Impact of Crime on Society



. The impact of crime on specific victims is highlighted by some preliminary findings from two studies in Toronto and Vancouver.

For assault, approx:

- . 1 in 12 required medical attention
- . 3 out of 4 victims were not injured
- . 1 in 4 were injured but did not require medical attention

For break & enter, approx:

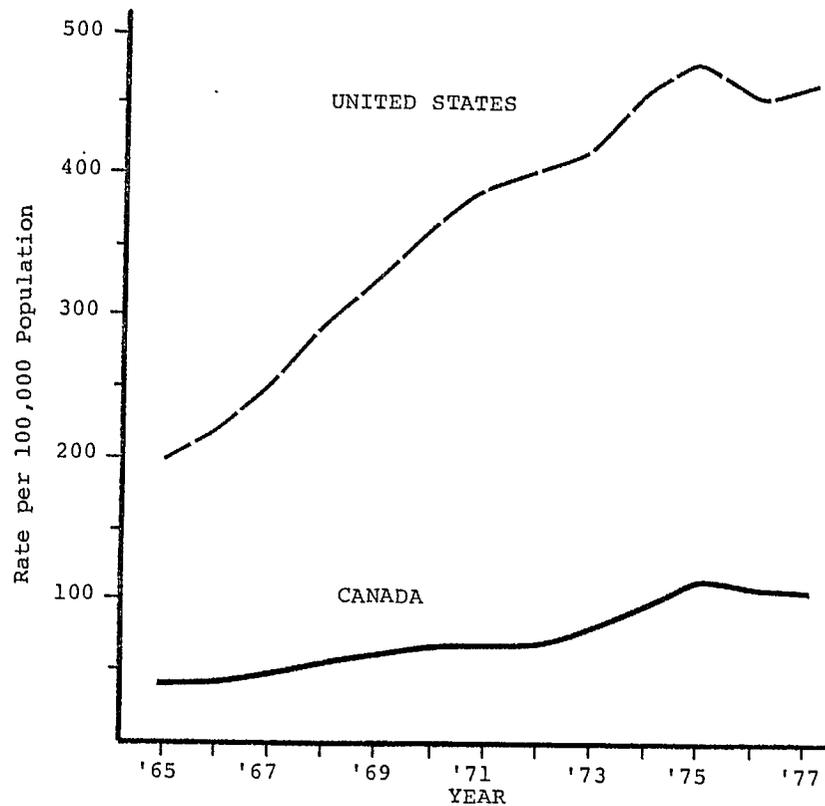
- . 1/3 involved losses over \$200
- . 1/3 involved losses less than \$200
- . 1/3 of the incidents involved no loss

It is estimated there were between 100,000 to 300,000 assaults and 270,000 to 450,000 break and enter incidents in Canada in 1977. On the basis of these estimates, there would have been between 8,000 and 24,000 assaults requiring medical attention and between 90,000 and 150,000 break and enter incidents involving losses over \$200.

N.B. These data refer to physical injury only and not the emotional trauma. Assault data are for Vancouver only.

COMPARATIVE INDICES OF VIOLENT OFFENCES REPORTED  
BY THE POLICE IN RATES PER 100,000 POPULATION,  
CANADA, U.S.A., 1965-1977

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N.B. - U.S.A. violent crimes were robbery, aggravated assault, forcible rape and murder  
 - Canada violent crimes were robbery, wounding, attempted murder, rape, murder and manslaughter

- the rate of violent crime in Canada is substantially lower than in the U.S.A.
- violent crime rates per population have risen faster in the U.S.A. than in Canada
- the reasons for higher violent crime in the U.S.A. are not clear. Some suggest this is because the U.S.A. has more restricted employment and social opportunities for minorities, more guns per head and a more dominant cultural tradition of violence.

Source: Statistics Canada, Crime Statistics (Police) - 1965-1971 and Crime and Traffic Enforcement Statistics - 1972-1977; F.B.I. Uniform Crime Reports 1965-1977



Section 2TRENDS FOR PERSONS PROCESSED IN CRIMINAL JUSTICE

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## 2.1

SKETCH ILLUSTRATING ATTRITION IN PERSONS  
THROUGH THE CRIMINAL JUSTICE PROCESS

This diagram presents a simple yet comprehensive view of the movement of adult and juvenile offenders through the criminal justice system. The rates of attrition shown are for a combination of indictable and summary offences and may be different for specific offences and for different jurisdictions within Canada. The differing widths in the diagram indicate the relative volume of cases still within the system at that stage. Most of the rates were confirmed from more than one source. Even so they are only suggestive since no nation-wide data exist which permit comparison with more precision.

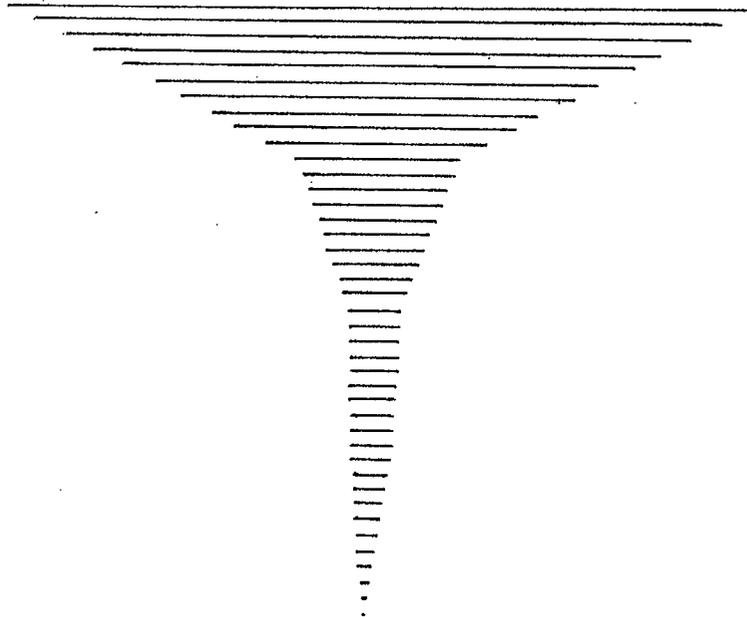
All persons having committed an offence (estimated by self-reports of juveniles)

1/5 of all persons committing an offense are contacted by the police

1/15 of all actual offenders are charged (1/3 of all contacted offenders)

1/20 of all actual offenders are convicted (3/4 of persons charged)

1/600 of all actual offenders are sentenced to incarceration (1/30 of persons convicted)



- Substantial attrition occurs at each stage, with less than 1% of actual offenders sentenced to prison.
- The major attrition, in terms of number of offenders, occurs early in the process. Large numbers are never contacted by the police and a smaller, but still considerable number are never charged.
- Increased reporting by the public or changes in police ability to identify offenders could result in overload (e.g., delays in trials) for later points in the criminal justice system.

Source: Statistics Canada reports and specific research studies carried out in Ontario and Alberta.

## 2.2

SKETCH ILLUSTRATING ATTRITION OF EVENTS  
THROUGH THE CRIMINAL JUSTICE PROCESS

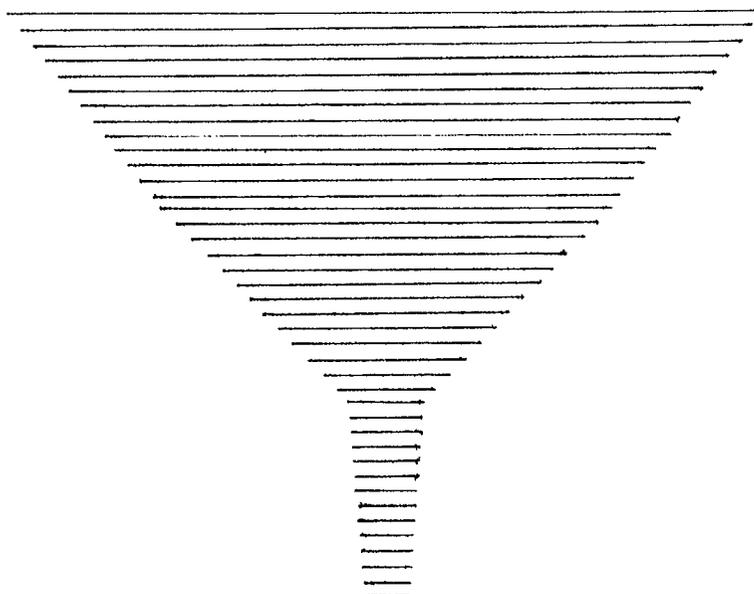
This diagram illustrates the processing of individual crime victim's cases through three major stages in the criminal justice system. As nationwide data do not exist on victimization for any offences, the rates were estimated for break and enter as it is a relatively frequent serious offence for which studies have been undertaken in British Columbia and Ontario. These rates may differ from other offences and 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 experienced by victims (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)

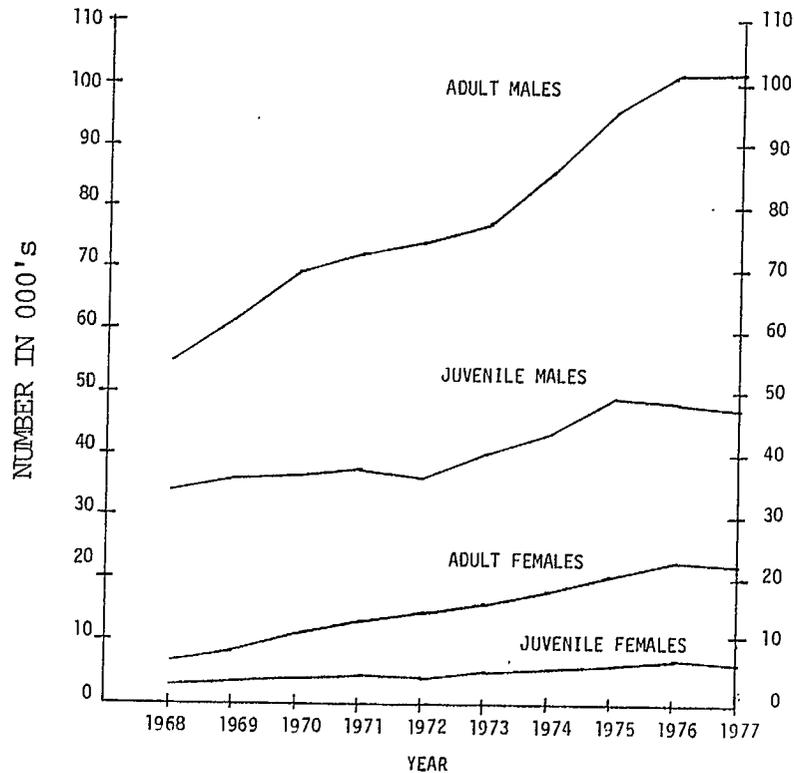
1/17 of all break and enters result in conviction (3/5 of all cleared by charge)



- Over a third of the offences, legally defined as serious, are never reported by victims.
- Convictions result only for a small proportion of offences experienced or reported by victims.

Source: Statistics Canada Police and Court Statistics for 1971 through 1973 and specific research studies conducted in British Columbia and Ontario.

NUMBER OF ADULTS AND JUVENILES CHARGED PER  
CRIME INDEX OFFENCES, BY SEX, CANADA 1968-77



N.B. - crime index offences include: murder, manslaughter, attempted murder, rape, wounding, robbery, breaking and entering, theft and theft - motor vehicle.

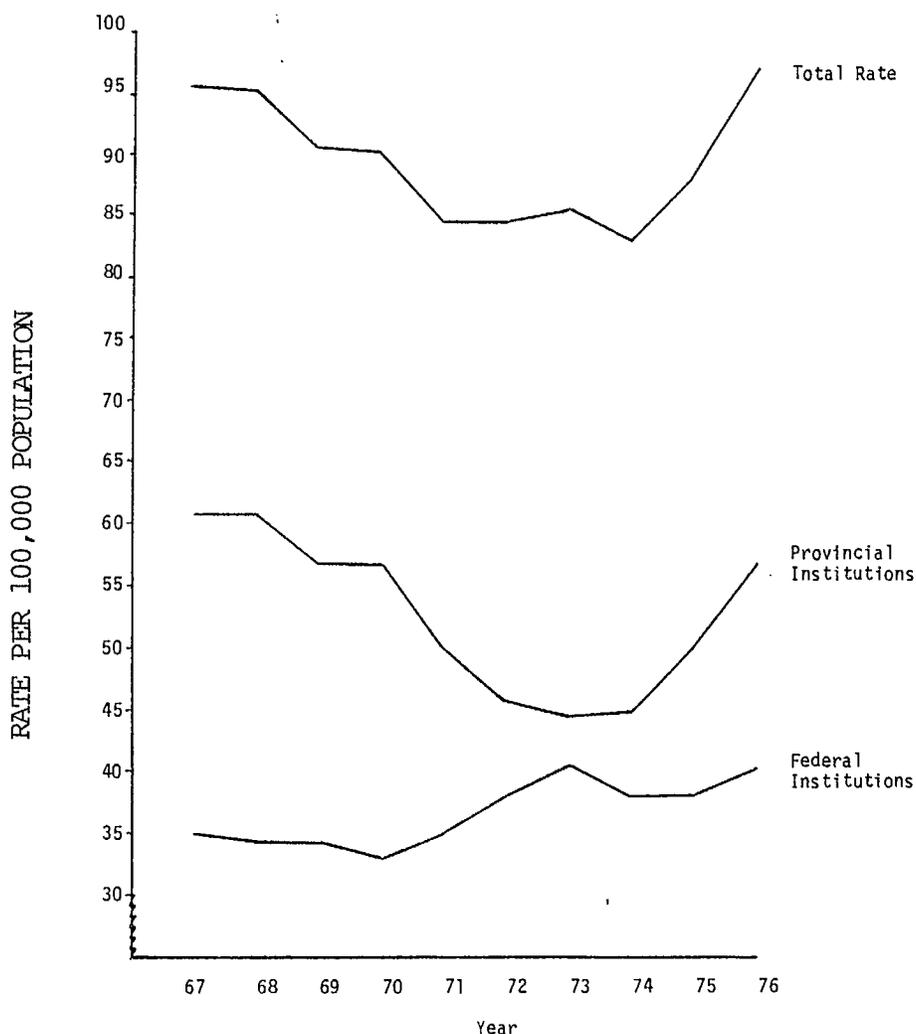
- this graph shows absolute numbers, not rates.

- more persons particularly adult males were charged in 1977 than in 1968.
- as shown in tables 1.1 and 1.2, the increase in the rates of persons charged has not grown as fast as the numbers of offences.
- the lesser growth in juveniles charged may reflect increased use of diversion for juveniles.

Source: Statistics Canada, Crime Statistics (Police) - 1968-1971;  
Crime and Traffic Enforcement Statistics - 1972-1977

2.4

PERSONS INCARCERATED IN ADULT CORRECTIONAL INSTITUTIONS  
IN RATES PER 100,000 POPULATION, CANADA 1967-76



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

- the increase since 1974 in the proportion of the population incarcerated is due primarily to increases at the provincial level.
- from 1967, the rise in the number of persons convicted was not reflected in a direct manner in a rise in the prison population.
- at the federal level the slow increase may be due to the drop in the number of paroles granted and increased returns to prison associated with the introduction of mandatory supervision.

Source: Statistics Canada, Correctional Institution Statistics

2.5

PERCENTAGE OF PRISONERS REMANDED IN CUSTODY BEFORE TRIAL  
1972, 1974 and 1977 CANADA AND ENGLAND

	<u>1972</u>	<u>1974</u>	<u>1977</u>
<u>CANADA</u>			
Average Prison Population	19,688	20,712	23,203
Average Number Awaiting Trial	2,402	2,533	3,628
Average Percentage Prisoners Awaiting Trial	12.2	12.2	15.5
 <u>ENGLAND AND WALES</u>			
Average Prison Population	38,328	35,747	41,570
Average Number Awaiting Trial	2,854	2,792	3,539
Average Percentage Prisoners Awaiting Trial	7.4	7.8	8.5

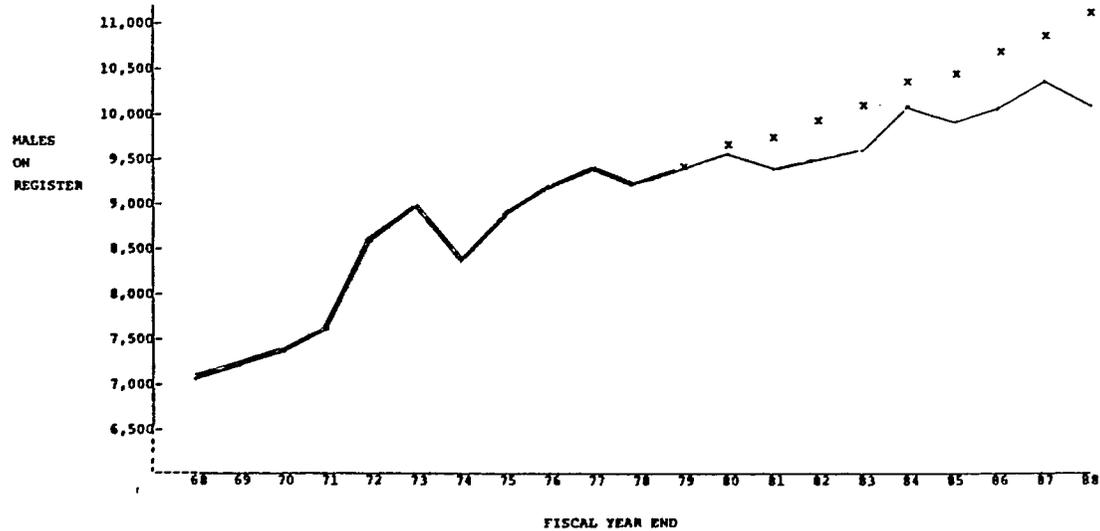
N.B. - England was used for comparison with Canada due to the common origins of procedures. Similar data are not available for the U.S.A. Data for Canada only available for these years.

- more persons in prison are awaiting trial (many of whom will not receive prison sentences) in 1977 than in 1972
- the proportion of persons in prison awaiting trial in Canada is now nearly double that of England
- these increases are probably due to the increase in persons charged and concomitant pressures on court systems.

Source: United Nations Working paper prepared for Fifth United Nations Congress on the Prevention of Crime and Treatment of Offenders, 1975; National Task Force on the Administration of Justice Corrections Services in Canada, 1977/8; Secretary of State for the Home Department Report of the Work of the Prison Department, 1972, 1974, 1977.

2.6

MALE PENITENTIARY POPULATION FROM 1968 TO 1978 WITH TWO FORECASTS TO 1988



extrapolation of 20 year trend  
1959 to 1979 inclusive

forecast based on expert  
opinion combined with  
computerized simulation model

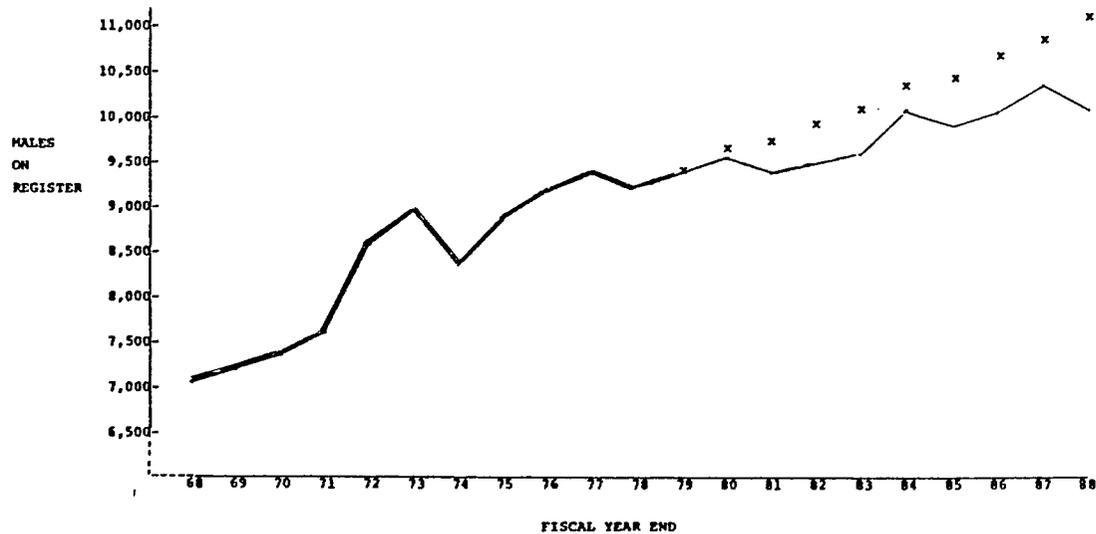
N.B. - This graphic has been simplified for ease of presentation. It does not include confidence limits nor regional variation.

- the increases in the year end penitentiary population are expected only to be gradual (and may not exceed present capacity).

Source: The Research Group, Spring 1979 CSC Forecasting Project

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MALE PENITENTIARY POPULATION FROM 1968 TO 1978 WITH TWO FORECASTS TO 1988



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Section 3

TRENDS IN CRIMINAL JUSTICE EXPENDITURES AND WORKLOADS,

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3.1 EXPENDITURES FOR DIFFERENT CRIMINAL JUSTICE SERVICES,  
CANADA, 1977-78

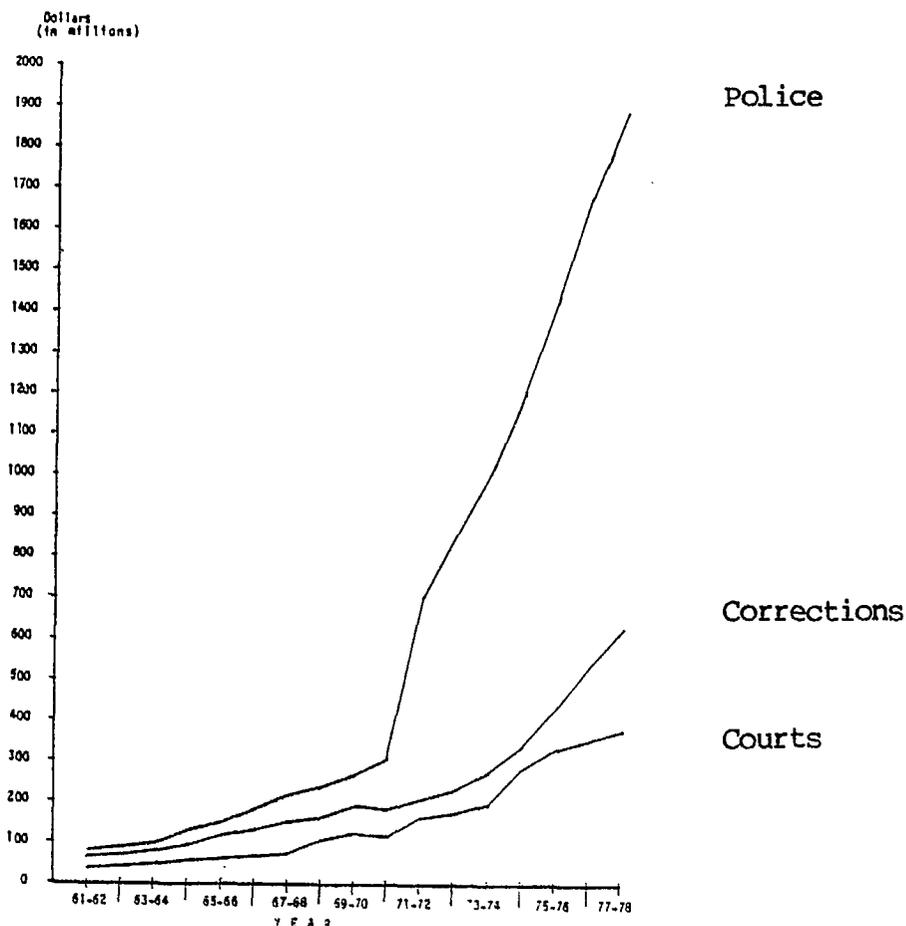
JUSTICE SERVICE	Total Expenditures (\$ million)	Expenditure Per Canadian	% of Total Expenditure
Police Services:	1,718	73.60	65.6
Crown Counsel Services:	51	2.20	1.9
Legal Aid (Criminal Cases and Native Courtworkers):	43	1.86	1.6
Court Services:	248	10.61	9.5
Compensation to Victims to Crime:	6	0.27	0.2
Adult Corrections Services:	551	23.62	21.1
GRAND TOTAL	2,617	112.16	100.0

N.B. - court services include non-criminal justice services.  
 - police services are not necessarily restricted to criminal justice. However, systematic studies suggest that between one half and three quarters of these services are related to crime incidents.  
 - this table is modified from the National Task Force report.

- nearly two thirds of expenditures in criminal justice are devoted to policing.
- one fifth of expenditures go to adult corrections and one tenth to court services.
- in comparison to police, courts, and corrections, very small expenditures are made for legal aid and direct compensation to victims of crime; victim compensation is about a seventh of legal aid.

Source: Reports of the National Task Force on the Administration of Justice 1977/78; Records of the Federal Department of Justice (for victim compensation data); and Statistics Canada population estimates as of October 1977.

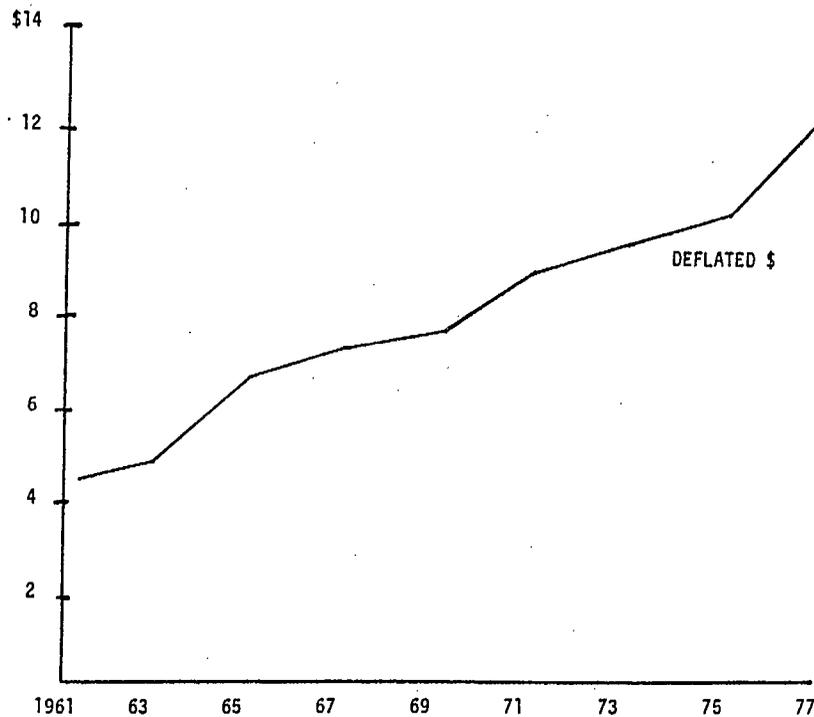
POLICE, COURTS AND CORRECTIONAL EXPENDITURES,  
CANADA, 1961-62 to 1977-78



- N.B. - precise estimates differ from table 3.1; for a variety of technical reasons, which do not modify overall trends.
- 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.

- The actual expenditures for police, correctional, and courts 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).

Source: Criminal Justice Administration Expenditure in Canada: An Examination of Recent Trends, D.J. Demers, Solicitor General, Ottawa, 1979.

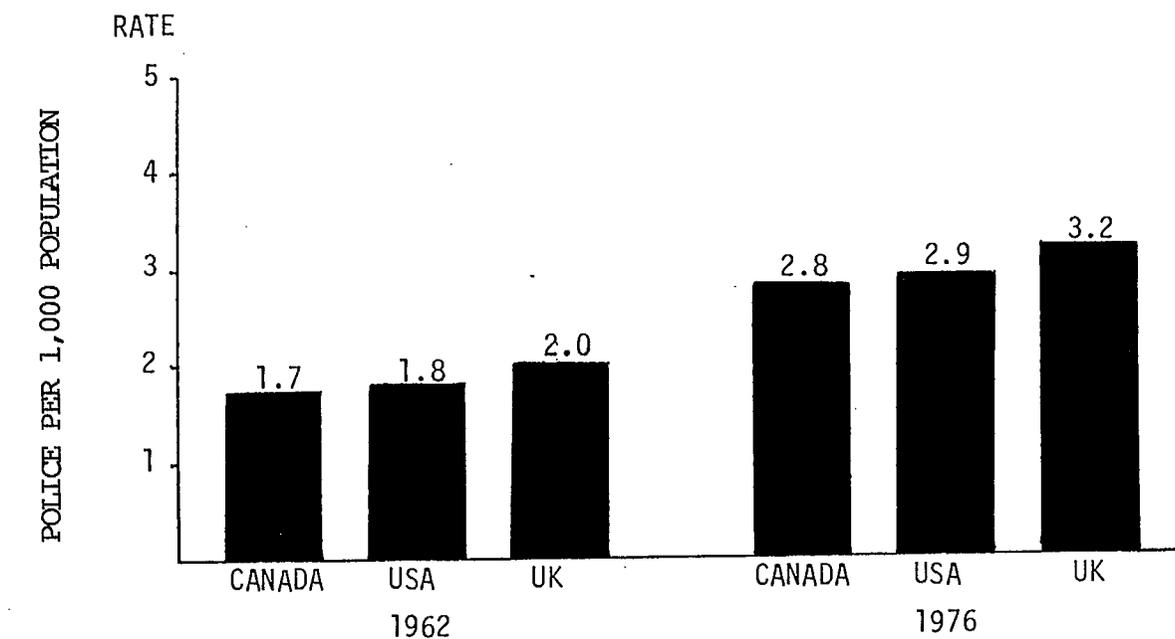
3.3 DEFLATED FEDERAL CRIMINAL JUSTICE EXPENDITURES PER CANADIAN, 1961-77

- notwithstanding the effect of inflation there has been a three fold increase per Canadian in the combined expenditures at the federal level for police, courts, corrections (this may also be true at the provincial and local levels)

Source: Statistics Canada, Federal Government Finance, 1961 to 1977.  
Statistics Canada, National Income and Expenditure Account.

3.4

POLICE OFFICERS PER 1,000 POPULATION,  
CANADA, U.S.A., U.K. 1962 and 1976



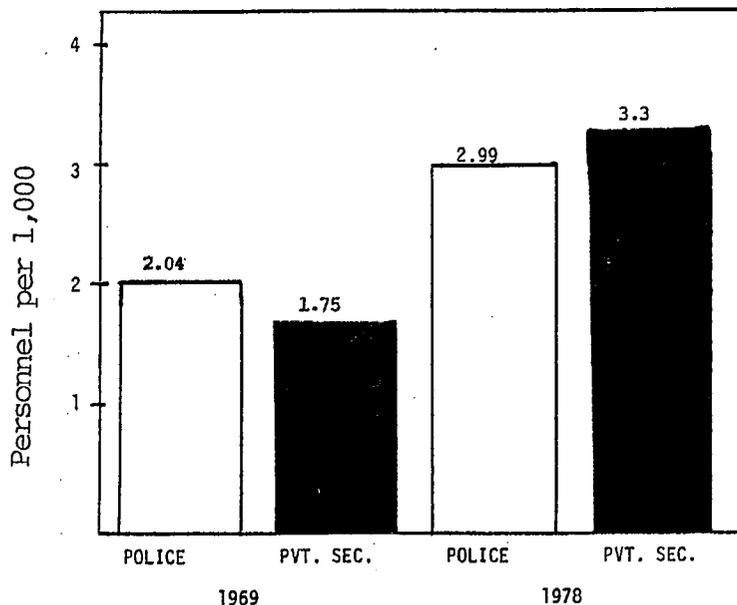
N.B. - police includes all personnel, sworn and civilian, paid from police funds.

- substantial increase in police officers per person in Canada is paralleled in the U.S.A. and the U.K. (though the Canadian increase in crime rate may not be as large)

Source: Statistics Canada, Police Administration Statistics 1962, 1976; U.S. Bureau of Census. U.S. Department of Justice Sourcebook of Criminal Justice Statistics, 1978; U.K. Central Statistical Office, Annual Abstract of Statistics, 1962, 1976

3.5

EMPLOYEES OF POLICE AND PRIVATE SECURITY, PER 1,000 POPULATION  
ONTARIO, 1969 AND 1978



N.B. - 'Private Security' refers to licensed and unlicensed security guards and investigators, employed by security companies or private employers

- police refers to sworn OPP and municipal police and civilian employees.
- licensed private security personnel increased 110%, 1969-1978; OPP Registration Branch estimates an equal or greater number of unlicensed "in-house" security personnel.
- Ontario data are used because national data are not available.

- the number of private security employees has outgrown police employees from 1969 to 1978 (at least in Ontario).

Source: Ontario Provincial Police Registration Branch.  
Statistics Canada, Justice Statistics Division.

3.6 PENITENTIARY STAFF, INMATE POPULATIONS, AND INMATE:STAFF RATIO  
CANADA: 1966/67 and 1978/79

	<u>1966/67</u>	<u>1978/79</u>
Inmates (average count)	7,444	9,481
Correctional Staff	3,714	7,993
Inmate:Staff Ratio	2.0:1	1.2:1

N.B. - excludes headquarters staff

- Correctional staff has grown substantially faster than the inmate population from 1966 to 1977

Source: Ministry of the Solicitor General, Annual Report 1966/67;  
 National Task Force on the Administration of Justice,  
Corrections Services in Canada 1977/78.

3.7 AVERAGE FEDERAL EXPENDITURES PER INMATE AND PAROLEE 1968 and 1978

	<u>1968/69</u>	<u>1978/79</u>
Average expenditures per year per inmate	\$8,900	\$28,900
Average expenditures per year per parolee	(\$800)	\$ 1,900

N.B. - the figures refer to actual expenditures.  
 - the major part of the increase is due to inflation.  
 - these figures exclude taxes from earnings of parolees.  
 - the 1968 figure for parole is derived from a secondary source.

- The average expenditures per offender on parole are less than one tenth of those for an inmate in an institution.

Source: House of Commons, Proceedings of Justice and Legal Affairs Committee, Testimony prepared by W. Bellman, 10 Feb. 1972; and C.S.C. Financial Services.

3.8

INMATE:STAFF RATIO AND EXPENDITURES FOR INSTITUTIONAL  
CORRECTIONS CANADA and U.S.A. 1977

	<u>Canada</u>	<u>U.S.A.</u>
Total correctional expenditures	\$551,473,000	\$4,934,067,000
Total institutional expenditures	\$427,934,000	\$3,896,170,000
Full-time institutional staff	17,871	190,916
Total inmates (average daily count)	23,203	434,924
Inmates per 100,000 population	100	200
Institutional expenditures per inmate	\$18,443:1	\$8,958:1
Inmate:Staff Ratio	1.3:1	2.3:1

N.B. - correctional costs refer to costs of community correctional centres, probation, parole and administration as well as operating "Institutional Costs"  
- costs exclude capital expenditures.

- Canada makes average expenditures for institutional corrections in excess of jurisdictions in the U.S.A.
- Canada has more staff per inmate than the U.S.A.

Source: National Task Force on the Administration of Justice, Corrections Services in Canada 1977/78; U.S. Department of Justice, L.E.A.A., and U.S. Bureau of the Census, Expenditure and Employment Data for the Criminal Justice System, 1978; U.S., National Criminal Justice Information and Statistics Service, Sourcebook of Criminal Justice Statistics - 1978; U.S. Department of Justice, Census of Jails and Survey of Jail Inmates 1978 - Preliminary Report.

3.9

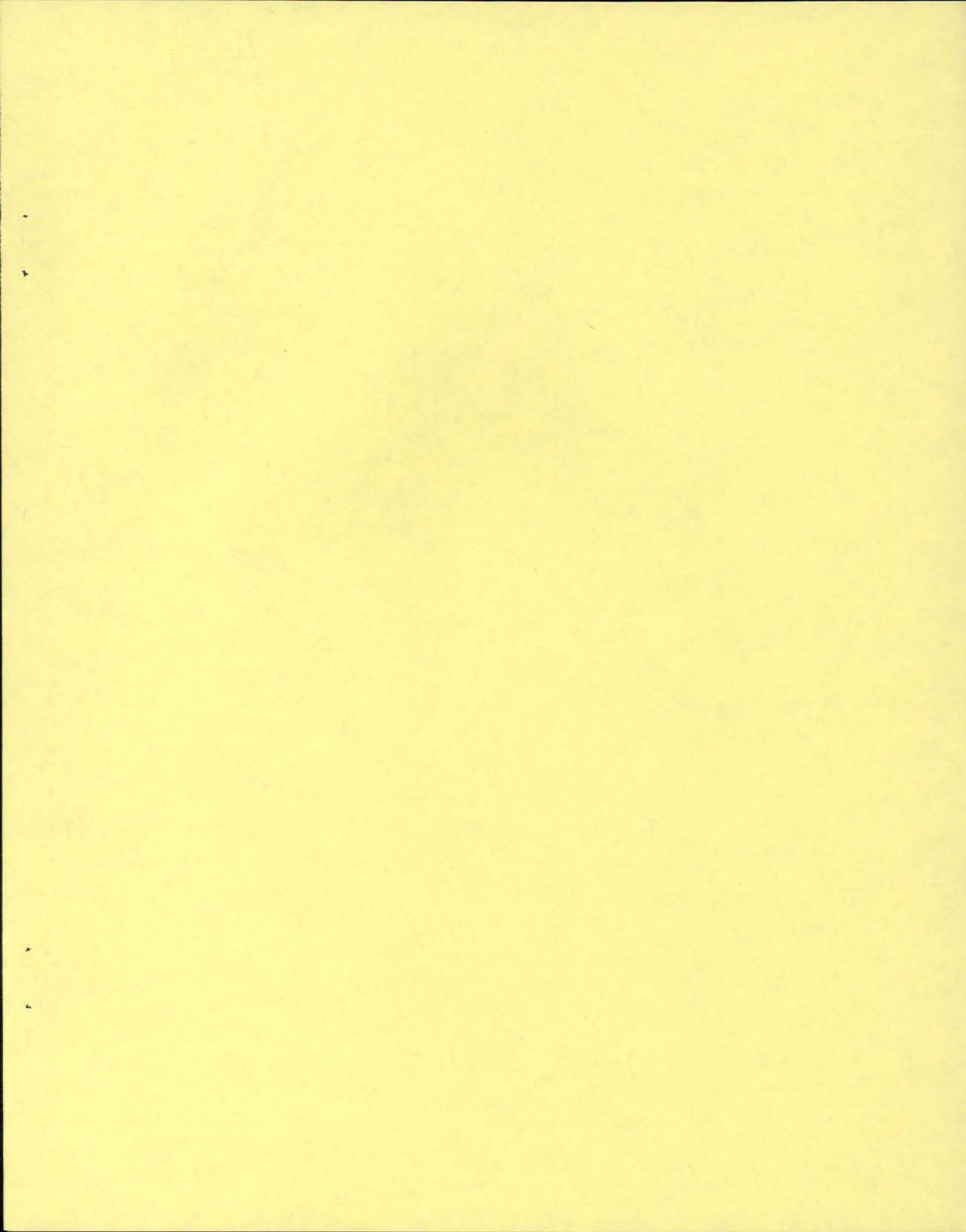
EXPENDITURES AND STAFF PER OFFENDER, WITH OFFENDERS PER  
100,000 POPULATION CANADA, 1977 and U.S.A., 1976

	<u>1977 CANADA</u>	<u>1976 U.S.A.</u>
Combined expenditures on probation and parole	\$58,937,000	727,571,000
Probation and parole agents	2,417	36,588
Adult offenders on community supervision	57,648	1,525,705
Expenditure:offender ratio	\$1,022:1	\$477:1
Offender:agent ratio	23.9:1	41.7:1
Adult offenders on community supervision per 100,000 population	248	709

N.B. - most recent figures for U.S.A. were for 1976. No dramatic changes occurred in the previous years on a year by year basis.

- Canada uses probation and parole substantially less than the U.S.A. (this differential is much larger than for prisons in table 3.8).
- Canada makes substantially higher expenditures per offender for probation and parole than the U.S.A.

Source: National Task Force on the Administration of Justice, Corrections Services in Canada 1977/78; U.S., National Criminal Justice Information and Statistics Service, Sourcebook of Criminal Justice Statistics - 1978; U.S. Department of Justice, L.E.A.A., and U.S. Bureau of the Census, Expenditure and Employment Data for the Criminal Justice System 1976.



Section 4TRENDS IN CRIMINAL JUSTICE EFFECTIVENESS, PUBLIC EXPECTATIONS  
AND THE NEXT TEN YEARS

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## 4.1

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

## 4.1 (cont)

GENERAL BELIEFS	RESEARCH RESULTS	PROMISING ALTERNATIVES	IMPLICATIONS
<u>III. Discretion</u>			
- Discrimination and disparity exist in the criminal justice process.	- Dissimilar treatment of similarly situated offenders occurs because organizational constraints allow individual officials to follow their personal philosophies	- Strategies to structure discretion and assist decision-makers: <ul style="list-style-type: none"> <li>. sentencing and parole guidelines.</li> </ul>	- Encourage the development and evaluation of innovations that will assist decision-makers, structure discretion, and promote equality of consideration before the law.
<u>IV. Community-Based Crime Prevention</u>			
- Crime prevention is the prime responsibility of criminal justice agencies.	- "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.	- "Defensive" strategies can reduce opportunities for crime <ul style="list-style-type: none"> <li>. defensible space</li> <li>. environmental design</li> <li>. community crime prevention programs.</li> </ul>	- 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.

## 4.1 (cont)

GENERAL BELIEFS	RESEARCH RESULTS	PROMISING ALTERNATIVES	IMPLICATIONS	
<p>V. <u>Criminal Victimization and Public Reaction</u></p>	<p>- Criminal justice system should concentrate on those who commit crimes and those who combat them.</p>	<p>- Wide variety of victimization studies found:</p> <ul style="list-style-type: none"> <li>. fear of crime is important public concern,</li> <li>. much crime is not reported to police by victims,</li> <li>. crime exerts considerable social, physical, economic, and emotional impact on victims.</li> </ul>	<p>- Development of comprehensive and integrated victim assistance programs including:</p> <ul style="list-style-type: none"> <li>. broader crime compensation</li> <li>. assistance with trauma</li> <li>. special services for elderly, handicapped, children and women.</li> </ul>	<p>- Increased support for combined action and research programs aimed at meeting the social, emotional and practical needs of victims.</p>
<p>VI. <u>Juvenile Delinquency</u></p>	<p>- Causes of juvenile delinquency can be eliminated by programs which alter the behaviour or personality of offenders.</p>	<p>- Traditional programs of delinquency prevention are largely ineffective.</p>	<p>- Alternative delinquency prevention strategies:</p> <ul style="list-style-type: none"> <li>. increased vocational training for likely offender groups</li> <li>. police diversion program linked to family counselling for selected offenders.</li> </ul>	<p>- Encourage comprehensive delinquency prevention programs with systematic evaluation.</p>

SOME INDICATIONS OF CANADIAN PUBLIC OPINION  
ON CRIMINAL JUSTICE

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A substantial number of public opinion surveys have been carried out in the last decade on criminal justice-related matters. The sections below summarize the results of these polls on several issues. 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 it 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

Overall, Canadians are very favourable 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, these 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.

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.

Source: Opinion polls and systematic studies undertaken in Canada.

I Creating Justice System Institutions, 1868-1880

- Department of Justice (1868) and Supreme Court (1875) created;
- Dominion Police (1868) and Northwest Mounted Police (1873) established;
- Four new penitentiaries constructed across Canada (1873-1880).

II Legislative Period, 1892-1908

- First Canadian criminal code adopted (1892);
- First parole act, Ticket-of-Leave Acts (1899);
- First provincial policing contracts, Alberta and Saskatchewan (1905) cancelled (1917);
- First juvenile delinquents act (1908);
- First narcotic control act - Opium Act (1908)

III Consolidation Period, 1910-1955

- RCMP formed (1920) from Dominion Police and RNWMP, after RNWMP maintained order during Winnipeg general strike when municipal police joined strike;
- Saskatchewan (1911), Collins Bay (1937) and Prison for women (1934) opened;
- RCMP resumed provincial contract policing of Saskatchewan (1928) and Alberta (1932), commenced contract policing of Manitoba, Nova Scotia, New Brunswick, P.E.I. (1932), British Columbia and Newfoundland (1950);
- First RCMP municipal contract, Flin Flon (1935);
- Archambault Commission Report (1938) recommended liberal reforms after series of prison riots.

IV The Reform Era, 1955-1979

- Criminal code revised (1955);
- Fauteux Commission (1956), Ouimet Commission (1969), and McKenzie Royal Commission on Security (1969);
- Major penitentiary construction program initiated (1959-63);
- National Parole Board established (1959).

The Seventies

- The October Crisis in Quebec (1970);
- Law Reform Commission established (1971);
- Numerous national committees, task forces, etc., appointed (1971-76);
- Capital punishment abolished (1976);
- Federal custodial institutions number approximately sixty (1970-77);
- Parliamentary Subcommittee on Penitentiaries (1977);
- McDonald, Keable, Laycraft, Krever commissions of inquiry into RCMP operations (1977).

4.4

SOME POSSIBLE FUTURES FOR CRIME AND CRIMINAL JUSTICE IN THE 1980's

This chart highlights possible socio-economic, technological and general social trends and developments, which may have implications with respect to crime and the criminal justice system. Both the trends and implications are speculative in nature but they have been based on a wide variety of sources including Statistics Canada, futures and criminology research reports.

Trend/DevelopmentProbable OutcomeSocio-Economic

The number of males in "young offender" age group peaked in the late 1970's and will continue to decline until the early 1990's. This age group will pass through the adult crime prone ages in the 1980's.

- Slowing down of increase or net decrease in juvenile crime.
- Continued increase in adult crime until the mid 1980's.

Continuation of high unemployment/high inflation

(Relationship between high unemployment and criminality is uncertain.)

Severe pressure on governments to reduce expenditures.

- Greater emphasis on evaluative research, particularly cost/benefit analysis.
- 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.

Societal

Shift from public space to private spaces (e.g. from stores on streets to enclosed shopping malls, condominiums.)

- Continued expansion of private security industry.

Less public tolerance for predatory crime, particularly crimes of violence (see also table 4.2 on page 32.)

- Public pressure for more punitive measures including more and longer terms of imprisonment for violent and property offenders.

## 4.4 (cont)

Trend/Development	Probable Outcome
More public tolerance for individual lifestyles.	- Decriminalization of some victimless crimes.
Increase in concern for individual rights.	<ul style="list-style-type: none"> <li>- Increased calls for greater public scrutiny and accountability of police forces and the judiciary.</li> <li>- Offender rights will continue to be an important concern.</li> <li>- Concern for rights of individuals involved with the "private justice system". e.g. private security, employee discipline, diversionary systems.</li> </ul>
Greater attention to rights of crime victims and alleviation of their concerns.	<ul style="list-style-type: none"> <li>- More comprehensive victim compensation schemes.</li> <li>- Search for alternative methods of redress.</li> <li>- Growth of victim service agencies.</li> </ul>
<u>Technological</u>	
<p>Increased use of advanced technology in all aspects of society</p> <p>e.g. greater use of computers and acceleration of movement toward the "cashless" society.</p>	<ul style="list-style-type: none"> <li>- Increase in computer related crime (money and information).</li> <li>- Fewer opportunities for theft of cash.</li> <li>- Creation of new "white collar" crimes which take advantage of new technology.</li> <li>- Pressure to improve ability of police to combat sophisticated crime.</li> <li>- Heightened concern for balancing individual liberties against high technology law enforcement methods.</li> </ul>

