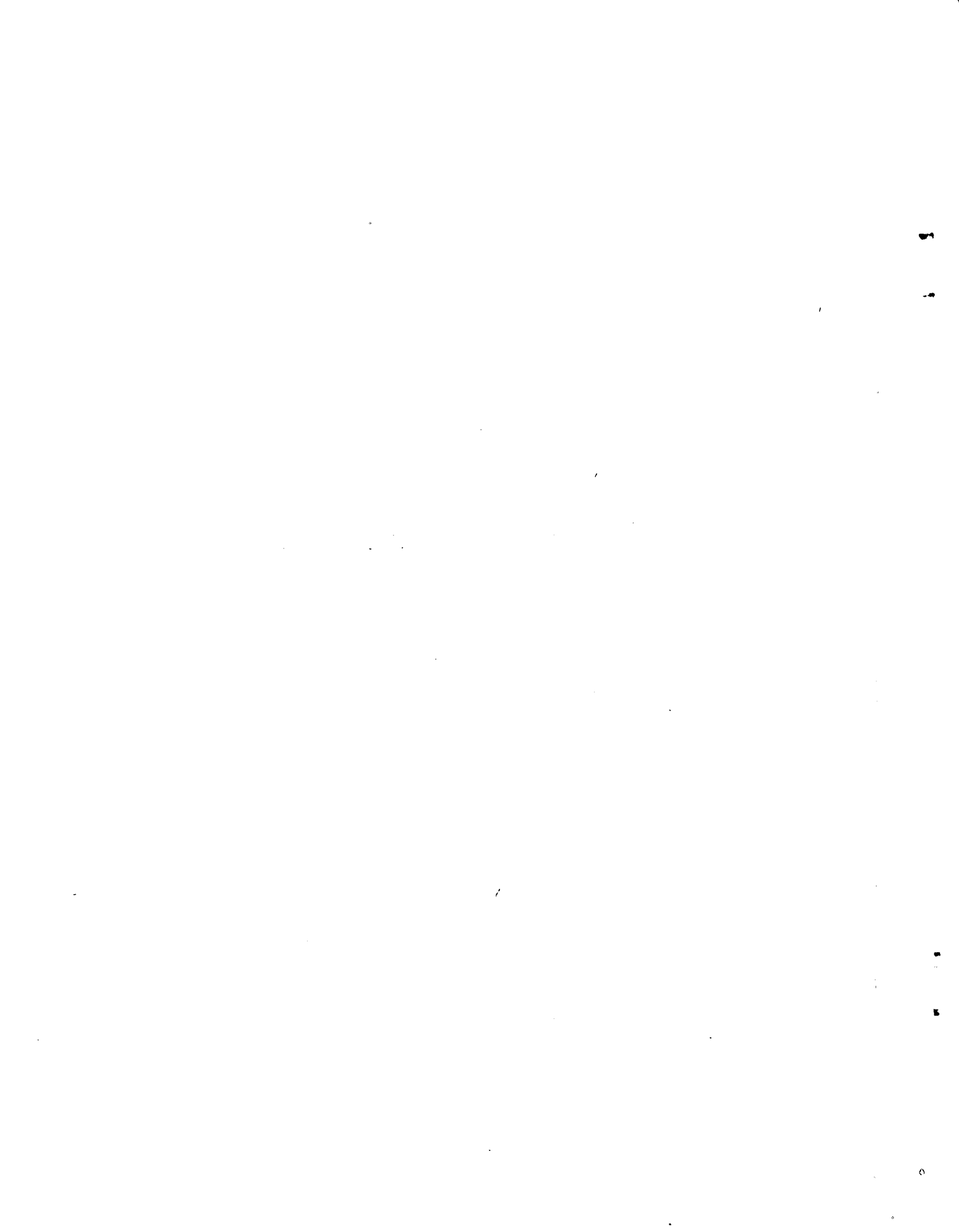


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VERBATIM REPORT
of the
DOMINION-PROVINCIAL CONFERENCE
on
CRIMINAL STATISTICS

OTTAWA
May 1949



FOREWORD

This document is a verbatim report of the proceedings of the first Dominion-Provincial Conference on Criminal Statistics, held in Ottawa on May 19 and 20, 1949. It is now circulated for the information of the official delegates to the Conference and the Government Departments and organizations which they represented.

Because of the difficulty of securing accurate statistics, and because of the delay in publishing annual reports of criminal and other offences, the Minister of Trade and Commerce called into consultation representatives of the Provincial Departments of the Attorneys General and Departments of Welfare as well as national organizations which are interested in the improvement of the criminal statistics of Canada, to review the method of collecting these statistics, to weigh their usefulness, and to consider certain aspects of the Annual Report published by the Dominion Bureau of Statistics.

Unfortunately the meetings coincided with elections in three of the provinces, events which could not be foreseen at the time the date of the Conference was set. This meant that the Provinces of Newfoundland, Nova Scotia and British Columbia were not represented.

Many important problems in the field of criminal statistics were discussed and various resolutions were passed. Special reference, perhaps, should be made to the recommendations that criminal statistics be based on persons rather than on convictions; that reports be published for criminal statistics for the calendar year, and penal institutions for the fiscal year April 1st to March 31st.

This document is not intended for distribution to the general public. A more general report will be released for wider circulation.

Herbert Marshall

Herbert Marshall,
Dominion Statistician.

Dominion Bureau of Statistics,
Ottawa, October, 1949.

MEMORANDUM

TO : [Illegible]

FROM : [Illegible]

SUBJECT : [Illegible]

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AGENDA
DOMINION-PROVINCIAL CONFERENCE
on
CRIMINAL STATISTICS

May 19 - 20, 1949

Registration - 9.30 a.m.

Morning Session - 10.00 a.m. to 12.30 p.m.

Address of Welcome - The Right Honourable C. D. Howe, M.P.,
Minister of Trade and Commerce.

Election of Chairman, Vice-Chairman and Secretary.

Opening Remarks - The Chairman.

Consideration and Adoption of Agenda.

Appointment of Committees:

Resolutions

Other Committee (at the discretion of Conference)

Subjects for discussion:

- | | |
|------------------------------------------------------------|-------------------------|
| 1. Importance and Use of Criminal Statistics | - Dr. Stuart K. Jaffary |
| 2. The Archambault Report | - Judge Allan J. Fraser |
| Reply | - Mr. Fraser Harris |
| 3. Uniformity of twelve-month Period for
Annual Reports | - Mr. George Barker |

Judicial Year

Institutional Year

4. Uniformity in Reporting

- Miss Ruth Harvey

Indictable Offences

Summary Convictions

Juvenile Delinquents

Appeals

Police Statistics

5. Consideration of a Dominion-Provincial Plan for the Collection, Compilation and Tabulation of Criminal Statistics

- Mr. J. T. Marshall

6. Classification of Crimes

- Mr. Howard Roseborough

7. Other Business

ATTENDANCE AT DOMINION-PROVINCIAL CONFERENCE ON CRIMINAL STATISTICS

Rt. Hon. C. D. Howe - Minister of Trade and Commerce.

DELEGATES

PROVINCIAL GOVERNMENTS:

NEWFOUNDLAND (not represented)

PRINCE EDWARD ISLAND

Mr. J. Nicholson.....Assistant Crown Prosecutor,
Department of Attorney General.

NOVA SCOTIA (not represented)

NEW BRUNSWICK

Mr. J. M. LeBlanc.....Solicitor,
Department of Attorney General.

QUEBEC

Mr. P. A. Juneau.....Special Law Officer,
Department of Attorney General.

ONTARIO

Mr. C. F. Neelands.....Deputy Minister,
Department of Reform Institutions.
Mr. W. C. Common.....Director of Public Prosecutions,
Department of Attorney General.

MANITOBA

Mr. A. A. Moffatt.....Deputy Attorney General,
Department of Attorney General.

SASKATCHEWAN

Mr. Hugh Christie.....Director, Correction Branch,
Department of Social Welfare.
Mr. J. W. Middlemas.....Chief Clerk,
Department of Attorney General.

ALBERTA

Dr. A. Ralph Schrag.....Mental Hygiene Division,
Department of Public Health.
Mr. E. Stott.....Inspector of Gaols,
Department of Attorney General.

BRITISH COLUMBIA (1)

(1) Not in attendance.

DELEGATES (continued)

GOVERNMENT OF CANADA:

DEPARTMENT OF JUSTICE

Mr. J. McCulley.....Deputy Commissioner of Penitentiaries.
Mr. T. D. MacDonald.....Solicitor.

DEPARTMENT OF NATIONAL HEALTH AND WELFARE

Mrs. D. B. Sinclair.....Executive Assistant
Mrs. F. E. Hurst.....Research Division

DEPARTMENT OF MINES AND RESOURCES

Mr. W. F. F. Shepherd.....Vital Statistics Division,
Yukon and Northwest Territories Branch.

ROYAL CANADIAN MOUNTED POLICE

Superintendent S. Bullard....Assistant Director,
Criminal Investigation Branch.

DOMINION BUREAU OF STATISTICS

Mr. H. Marshall.....Dominion Statistician.

REPRESENTATIVES OF NATIONAL ORGANIZATIONS AND OBSERVERS

Organizations:

Dr. Stuart Jaffary.....Secretary,
Canadian Penal Association.

Mr. H. Roseborough.....Department of Economics and Political
Science, University of Saskatchewan.

Judge Allan Fraser.....Juvenile and Family Courts, Ottawa.

Miss K. Jackson.....Secretary,
Crime and Delinquency Division,
Canadian Welfare Council, Ottawa.

Corporal H. G. Lee.....R. C. M. P., Ottawa.

Mr. B. B. Harris.....Chief Constables' Association of
Canada.

Mr. J. A. Robert.....Chief Constable, Hull, P. Q.

REPRESENTATIVES OF NATIONAL ORGANIZATIONS AND OBSERVERS (continued)

Dominion Bureau of Statistics:

Mr. F. Harris.....Director, Health and Welfare Division.

Miss Ruth Harvey.....Chief, Judicial Section,
Health and Welfare Division.

Mr. G. Barker.....Chief, Institutional Section,
Health and Welfare Division.

Mr. J. T. Marshall.....Assistant Dominion Statistician,
(Administration).

Mr. Nathan Keyfitz.....Mathematical Adviser,
Research and Development Division.

RESOLUTIONS

Resolution No. 1

WHEREAS the holding of this Dominion-Provincial Conference on Criminal Statistics has been made possible by the Right Honourable C. D. Howe, Minister of Trade and Commerce for Canada;

AND WHEREAS this Conference has made possible the presentation and discussion of nation-wide problems respecting statistics of criminal and other offences, as well as those of penal institutions, thus assuring the continued development and improvement of these statistics of the Provinces and Canada;

BE IT RESOLVED that this Conference requests Mr. Herbert Marshall, Dominion Statistician, to transmit to the Right Honourable, the Minister of Trade and Commerce, a unanimous expression of its appreciation.

Resolution No. 2

WHEREAS the success of this Dominion-Provincial Conference has depended, in a large measure, on the efforts of the Dominion Statistician, Mr. Herbert Marshall, who has so ably presided over the deliberations, and to his staff in their preparations for the meetings;

BE IT RESOLVED that the delegates to this Conference express their cordial appreciation.

Resolution No. 3

WHEREAS this Conference is advised that a considerable number of Juvenile Delinquency cases, which come to the attention of the Courts, are treated on an informal basis and do not reach the stage of a formal court hearing;

AND WHEREAS the value of Juvenile Delinquency Statistics would be increased by the inclusion of total numbers of such cases;

BE IT RESOLVED that this Conference recommends that total numbers of such cases be reported to the Dominion Bureau of Statistics and be shown as an appendix to the published figures of Juvenile Delinquency Statistics.

Resolution No. 4

WHEREAS the criminal statistics presently prepared and published by the Dominion Bureau of Statistics are based upon numbers of cases recorded;

AND WHEREAS it is felt that these statistics would be more valuable if based upon persons rather than upon convictions;

AND WHEREAS most other countries base criminal statistics upon persons;

Resolution No. 4 (continued)

BE IT RESOLVED that this Conference recommends that the Dominion Bureau of Statistics give consideration to changing the present practice of basing criminal statistics upon cases to one of basing such statistics upon persons, provided that total figures of numbers of convictions will continue to be shown.

Resolution No. 5

WHEREAS this Conference has reviewed the variations in the periods presently in effect

- (a) for reporting of criminal statistics to the Bureau and
- (b) for reporting statistics concerning penal institutions;

AND WHEREAS statistics for police statistics and court appeals are presently being reported to the Bureau on the calendar year basis, while the present Judicial Year (for indictable crimes, non-indictable offences and juvenile delinquencies) is October 1st to September 30th;

BE IT RESOLVED that this Conference recommends:

- (a) that all Judicial Statistical Reports should be prepared and published on a calendar year basis;
- (b) that all returns sent to the Dominion Bureau of Statistics covering Judicial Statistics should be forwarded either monthly or quarterly, whichever is the most suitable to the reporting agency;
- (c) that all statistics concerning penal institutions should be prepared and published on the twelve-month reporting period of April 1st to March 31st.

Resolution No. 6

WHEREAS this Conference has reviewed the forms presently used by the Dominion Bureau of Statistics for the collection of information regarding criminal offences and has made certain suggestions for revision of such forms;

BE IT RESOLVED that this Conference recommends that the Dominion Bureau of Statistics give further consideration to the revision of the questions included in the forms in the light of the Conference discussions, and that any suggestions the Provinces may make shall be given careful consideration.

Resolution No. 7

WHEREAS this Conference has reviewed the present "Return of Police Statistics" and has recognized the difficulties encountered in the collection and compilation of adequate and accurate information on police activities in Canada;

Resolution No. 7 (continued)

BE IT RESOLVED that

- (a) the "Return of Police Statistics" be forwarded to the Chief Constables' Association of Canada for consideration and comment;
- (b) the said Association be requested to promote the collection of such information throughout its membership.

Resolution No. 8

WHEREAS the Conference having in mind the fact that the control and supervision of the courts are matters of provincial concern, it has been suggested that the most effective channel for obtaining accurate information on criminal and other offences is through the provincial authority;

AND WHEREAS many mutual benefits would accrue by the clarifying of such information through the appropriate authority;

BE IT RESOLVED that this Conference recommends that a Continuing Committee composed of representatives of the Dominion and Provinces be set up

- (a) to review the present system of collecting information on criminal and other offences;
- (b) to give consideration to all suggestions for improving or changing the collection system;

BE IT FURTHER RESOLVED that the Minister of Trade and Commerce be requested to call a further Dominion-Provincial Conference, when the work of the Continuing Committee is completed, in order that its report may be fully considered.

DISCUSSIONS

at the

DOMINION-PROVINCIAL CONFERENCE

on

CRIMINAL STATISTICS

Ottawa, May 19 and 20, 1949

Thursday, May 19th, 1949

Morning Session

Meeting called to order at 10.00 a.m.,
Mr. H. Marshall, the Chairman, presiding.

THE CHAIRMAN: Ladies and gentlemen, I shall ask Mr. M. W. Mackenzie, Deputy Minister of Trade and Commerce to open the meeting.

MR. MACKENZIE: Ladies and gentlemen: I am here very much under false pretences. Until a few minutes ago the Minister, Mr. Howe, had intended and hoped to be here. I can assure you that is so, because I did not know that I was coming until ten minutes ago.

As you know, there are a number of things going on in the country and Mr. Howe, in addition to his own responsibilities, is acting Prime Minister in Mr. St. Laurent's absence. Mr. Howe did particularly want to welcome you here and, fortunately, he left me a few of his notes - which is more than I usually get.

Mr. Howe said that he wanted to welcome the representatives of the Departments of the Attorneys General and of the Provincial Departments of Health and Welfare, and others from the Dominion Government Departments and National Organizations who are interested in the improvement and utilization of criminal and juvenile delinquency statistics.

Mr. Howe particularly wished to refer to the presence of Dr. Stuart Jaffary of the University of Toronto, and to Mr. Howard Roseborough of the University of Saskatchewan. These two gentlemen have come here at considerable personal sacrifice at what is for them an especially busy time. The Minister wishes to extend a welcome to Judge Allen Fraser of the Juvenile and Family Court of Ottawa. Judge Fraser has regulated his court schedule in order to be free to join in the deliberations of this Conference today and tomorrow.

Mr. Howe also wanted to make reference to Mr. Fraser Harris who has just come to join the Dominion Bureau of Statistics, having been enticed away from Newfoundland. Mr. Harris is taking a place here today and is the Director of the

Health and Welfare Division of the Dominion Bureau of Statistics.

Had Mr. Howe been here he would have given you something more about the purpose of your meeting, and I think he would have indicated that he is indeed conscious of the importance of it. In his absence, however, I think you will excuse me if I do not read or give you a lecture on the importance of criminal statistics and the contribution which they make. I shall simply express the best wishes of the Minister for the success of the Conference and let you get on with your work.

I think it would be in order now for me to call for nomination of a Chairman.

ELECTION OF CHAIRMAN

MR. MOFFAT: May I be permitted to move that Mr. Herbert Marshall be our Chairman. I would also move that the Vice-Chairman be Mr. C. F. Neelands, and that the Secretary be Miss R. Harvey.

MR. NEELANDS: You are very kind, Mr. Moffat, but I think I must decline.

MR. MACKENZIE: Perhaps we should accept the nomination for Chairman only, and allow the Chairman to carry on with the election of the other officers.

Delegates: Agreed.

Are there any other nominations for the office of Chairman?

I declare Mr. Herbert Marshall, Dominion Statistician, to be your unanimous choice for Chairman.

(Mr. Marshall took the Chair)

THE CHAIRMAN: I thank you very much for the honour you have done me in electing me your Chairman. I think that this is going to be a very important Conference and I am very hopeful indeed that we shall accomplish some worth-while results.

I would like also to extend a personal welcome to all the delegates to this first Dominion-Provincial Conference on Criminal Statistics, and to express my pleasure at having you with us to discuss problems that are impossible to iron out without your assistance.

Criminal statistics have been collected and compiled by the Dominion Government since 1876, first under the Department of Agriculture and since 1912 under the Department of Trade and Commerce. The Statistics Act authorizes the Dominion Bureau of Statistics to do this work, as well as gathering material for tabulation on many other phases of Canadian life.

It is remarkable that as early as 1876 the value of criminal statistics should have been recognized. In these seventy-two years the scope of the statistics has been enlarged. In 1876 there were eighty-five judicial districts. Today reports are received from 1577 court officials in 150 judicial districts.

Over this period changes have been made in the information that is requested, in the tabulation of the statistics and in the classification of crimes.

Since 1922 offences by juvenile delinquents have been compiled separately from those of adults. In the last two years the forms for reporting have been changed, but more in size and set-up rather than content.

Looking back at old reports, the comments seem to reflect the Canadian way of life of the period. Back in 1880 and 1881 there was a comparatively large number of persons convicted of disobeying orders, refusing to do their duty and deserting their vessels. Today, a large proportion of convictions is for speeding, reckless driving and other infractions of laws pertaining to land transportation.

In 1881 there was one conviction for all offences to every 148 inhabitants; in 1891 the proportion was 1 to every 129 inhabitants; today it is 1 to every 16 persons of the total estimated population (633 per 10,000 population).

The 1891 report states that 21.1 per cent of those convicted could not read nor write. In the report of 1904 there is this astonishing interpretation that "the steady increase in the number of women who do now know their ages indicates, in a general way, an increase in the ignorant criminals of the country". However, today only 2% of all convictions for indictable offences are against persons recorded as illiterate.

The percentage of persons tried by jury has been on the whole gradually diminishing. In 1891 the percentage of jury trials was 13; in 1910 it had dropped to 7; and in 1947 it was 3 per cent. From 1943 to 1947 ninety-two per cent of the cases of indictable offences were tried by magistrates.

The usefulness of the statistics submitted to the Bureau is constantly weighed. For instance, you will note that the tabulation of the use of liquor has been dropped from the report forms this year, as it is apparent that statistically there is little value in the statement of an offender as to whether he is a moderate or immoderate drinker. Even around this table of legal experts there would be differences of opinion as to what constitutes "moderate" or "immoderate" drinking.

It is well to have periodic reviews of the material we publish to scrutinize it for validity, accuracy, and usefulness, and to determine whether some details now being accumulated should be discarded and other data more pertinent to our times should be collected and tabulated. It is partly for such an account-taking that this Conference is called. It is also for this reason that representatives from the provincial Welfare Departments and national organizations have been invited to attend these meetings, as well as representatives of the Departments of the Attorneys General, for they are the users and consumers of our wares and are in a position to tell us when the goods we supply exceed or fall short of their requirements.

In closing let me say that I hope that this Conference will result in a better knowledge of what our statistical needs are and an indication of any deficiencies which there may be in the present out-put. The Dominion Bureau of Statistics does not wish to put out statistics which are not of value or which have no continuing use. We recognize, and we know that there are deficiencies in the field of criminal statistics but we are most anxious to eliminate them, and to improve our statistics so that they will have usefulness and so that they will fill a current need. That is our objective.

ELECTION OF VICE-CHAIRMAN

THE CHAIRMAN: Now, as the first item of our Agenda, I shall ask for nominations for Vice-Chairman.

Mr. Neelands was nominated but he has requested that his name be withdrawn.

MR. MOFFAT: I think that we should have a good reason from Mr. Neelands before we let him withdraw.

MR. NEELANDS: Ladies and gentlemen: I appreciate the nomination very much and I take it as a compliment to our Province rather than to me personally. However, for personal reasons I would rather not be burdened with the strain which ensues from such a position and I would like to be excused.

THE CHAIRMAN: May we have a further nomination?

MR. NEELANDS: I would nominate Mr. Common.

THE CHAIRMAN: Are there any other nominations? (None)

I declare that Mr. W. B. Common, Director of Public Prosecutions for Ontario, is elected Vice-Chairman.

ELECTION OF SECRETARY

THE CHAIRMAN: May I have a nomination for the office of Secretary of the Conference?

MR. MOFFAT: I would nominate Miss Harvey.

THE CHAIRMAN: As there are no other nominations I declare that Miss R. Harvey, Chief of the Judicial Section of the Dominion Bureau of Statistics is elected Secretary.

ADOPTION OF THE AGENDA

THE CHAIRMAN: You have in your possession copies of the Conference Agenda. Are there any suggested additions or are you satisfied that we should proceed with this Agenda as it stands?

Delegates: Agreed.

IMPORTANCE AND USE OF CRIMINAL STATISTICS

THE CHAIRMAN: The first item on the Agenda concerns the importance and use of criminal statistics. To open our discussions on the note that statistics must be useful, I am going to call on Dr. Jaffary. Dr. Jaffary is well known to you; he is a native of Alberta and at the present time is Associate Professor of Social Work at Toronto University. I do not think that I need enlarge on the work that he has done in this field. He is President of the Canadian Association of Social Workers and I think we all realize he is well qualified to talk to us on the "Importance and Usefulness of Criminal Statistics".

DR. JAFFARY: Mr. Chairman, ladies and gentlemen: Mr. Mackenzie set the pattern this morning by pinch-hitting. I am glad we have precedent for it because I understand that Dr. George Davidson was to do this particular job.

As you know, I am one of those who sit in an elegant office on Bloor Street and I rarely get out of my ivory tower. Perhaps there is too much difference between my academic viewpoint and that of a very hard headed group like this. You have to be sold; you have to get estimates passed; and you have to face realities. Nevertheless I am very happy to be here and my remarks are morely introducing the idea that I am about to give a speech. I am very glad, as I say, to be with you but I did not intend to be found in this position.

Unfortunately I must leave tomorrow but I will say now that I am delighted that this Conference is being held. I am thoroughly in sympathy with its purpose and, I hope, with its achievements.

I am supposed to be a key-noter and sell you all on statistics. I am sure that I do not have to work hard at that; if you were not interested you would not be here. I am sure also that there is considerable agreement and meeting of minds among you, and perhaps the best thing I can do is to set the stage a bit. I hope that what I say may be helpful later on.

I think it is likely to be useful to put in a little background of our Canadian experience. I see that Mr. Neelands is here and I will tell you that I have done certain work with his department. One of the most informing moments - and it was more than a moment - was when I sat in his office and heard the background of the present Ontario Department of Reform Institutions and how it grew from rather humble beginnings to its present imposing size and activity. The explanation of things - why certain things happen - is intelligent in the light of that background. We all appreciate the importance of backgrounds and I would like to throw in a few background factors this morning.

I think that most of us fully appreciate the importance of realizing what a young country Canada is and what rapid changes we are going through. This is 1949 and Confederation is only eighty years away. That, in history, is a very short time for a national existence. More important than that eighty years is the fact that our modern growth - our varied industrialism, our rapid urbanization - has taken place since World War I. Since World War I we have been travelling at a rapid rate, a much more rapid rate than we appreciate.

Because of the recency and the rapidity of that change I think we have been inclined to overlook it. Those of you in administrative jobs know that in the depression years and in the battle with unemployment relief, we were constantly up against the attitude of rugged individualism which has attended our background. The people in the cities in the East asked, "Why should we pay relief to the unemployed"? They asked, "Why don't they go out West, why don't they go into the bush, why should they sit and draw relief"? That attitude was very real and it has been; and is, an obstacle in the way of our social planning, due mostly to the recency of our past and the rapidity of social change. It was hard to think of a hundred thousand unemployed people in the City of Toronto when only a few years ago we were still taking up homestead land in the West and opening up mining areas in the North. That realistic attitude of the individualist is a factor which we need to keep in mind.

It is hard even today - and you are the people who know it when you come to sell your Ministers and your legislators - to explain and justify the fact that for social service and particularly for better statistical service,

that we are changing rapidly and that unless we know that change and can measure it and find what the trends are we will be wasting money in our expenditures rather than using it wisely. That is one point.

A second point relating to this matter is that in a period of industrialism and urbanization, such as we are going through, technological advances and social changes are going on apace. Social problems are more apparent and more complicated and we are compelled to pay attention to those problems. As long as we lived in the country and had a fairly simple rural existence, social problems did not bother us very much. If there was a broken family the neighbors took care of it. There was no problem of the children becoming delinquent. If there were gangs there was not much notice taken but today I know that some of you have read about our beanery gang in Toronto and there is much excitement in our fair city. Nobody bothered about the cabbage-town gang that operated years ago in Toronto, yet they tell me the cabbage-town gang would make the beanery gang look like sissies. Out of the cabbage-town gang there came plenty of cracked skulls and other violence but nobody bothered because it was just a part of the city of that time. Now, however, the beanery gang problem is much more complicated. It is possible now to steal half a dozen cars and run up to Wasaga and smash up a summer resort. No city now could escape the fact that the problem has to be attended to. The social problem presented is larger, more complicated, and clearly we have to deal with it.

Our recent period embraces a whole series of social measures - Workmen's Compensation in 1915 in Ontario, Mothers' Allowance Legislation in the 1920's, Relief measures and machinery in the 1930's, Unemployment Insurance and Family Allowances in the 1940's. Along with the other legislation that one could mention, both Dominion and Provincial, has come a great extension of our voluntary welfare services - Community Chests in most cities, and social planning divisions in many cities, town-planning for regions, homes and the like. I do not need to drive those things home because they are within your interest, within your experience, but I think it is important to realize how recent it is and to know that we are moving into this era of social planning, not because we want to but because we have to if our whole government at all levels is to be effective.

Dealing specifically with delinquency and crime we have always had the delinquent, we have always had the criminal, and there is nothing new about either of them. The offender is more in our hair because we live in cities and because life is complicated. The problem is larger numerically and we need to know how much larger it is, and that means that we need statistics.

The problem of the juvenile delinquent is a city problem because the offender lives not by himself but in a city community; he affects other people; he comes to the attention of the Family Allowances branch, the school attendance officer, the juvenile court, and half a dozen other agencies or bodies before we are done with him. Hence he is a more expensive fellow from an administrative point of view - again it underlines the fact that we have to know something about him.

We are paying increasing attention to this matter of delinquency and crime and I only need mention in passing a few developments. The Royal Commission on the Penal System of Canada - the Archambault Report, is one; the Laycock Report in Saskatchewan is another, which indicates stirrings in the provinces toward action on delinquency. I do not know whether it is a very apt expression but it is said that delinquency and crime is coming into its own, but it is certainly coming into our knowledge. It is forcing itself there and we cannot escape it. If you want to have something in the way of a sales talk with your

Minister to justify a little expenditure on such matters, there is one page of the Archambault report, page 216, which estimates a part of the cost of crime to our citizens. Some of you may remember that striking page. I have worked it into everything I have said or written because it needs a tremendous amount of publicity. It costs you and me as taxpayers \$25,000.00 per man to merely arrest, convict and detain a chronic offender in Canada.

Having spent that \$25,000.00 per man we have one confirmed offender - so confirmed that when we release him from Kingston, Collin's Bay, or Vancouver, you can predict that he will be back in a few months. That \$25,000.00 is to me a staggering figure. It is a challenge, and certainly it underwrites or supports the need for a good deal of searching enquiry as to why we have to spend that much to create a confirmed offender under Government auspices in Canada. There is room for a lot of statistical information. It is a lot of money to have to spend for a very dubious result.

Coming to statistics themselves, there is little I need to say. Clearly we need to know the size of the problem of offenders, whether they be juvenile or adult. We need to know what is happening. Is the problem increasing or decreasing? What is happening in the cities, in the smaller places, and so on? We need all the information we can get about the nature of these people. Who are these offenders? Are they youngsters; are they juveniles, - youths, boys, girls -; are they good humans, bad humans, and what is their handling by the police? What is their handling by the juvenile court? What is their handling by the senior courts?

These things speak for themselves. We need to know what is happening in the courts. Or, I will start farther back - with the police. We certainly need to know the number of persons dealt with by the police, how they are disposed of, how many are moved to court level, what the court does with them. We need to know what the institutions do with them, and I do not have to put forward any argument on that score I am sure.

Now, I would like just to throw out a few observations rather informally; casual ones about some of our difficulties with statistics in the past.

Our deliberations in the next day or two are going to deal with some of these difficulties. The important one is why our statistics should be more comprehensive, more accurate, and more reliable than they are. I think most of us have had some experience with statistical processes. We know by hard experience that what comes out in black and white is the end of a long process starting back at somebody's record forms on a desk. From that stage there is a long series of complications. To the layman, because it is in a Government report, it is both accurate and final. Those, to him, are the facts. Those of us who have seen statistical compilations are much less sure. Clearly, as you have to use those statistics, when you go back to your desks next week you must ask yourself, "How good is this figure in this book? Will it justify me asking for an additional \$10,000.00 in my estimates?" You then face the fact that in perhaps the next office some clerk in another department is helping to compile those very statistics. If you can make them more accurate your own scalp will be safer.

There are a few obstacles, which are apparent. One is general public **scepticism**. Statistics have in the past been one of the most misused things we have; they have been prostituted in one way or another. We can think of the prohibition days when the "liquor interests", to give them their melodramatic name, had one set of statistics and "the prohibitionists" had another set of statistics. The two sets could never be reconciled. Each side would get on the platform and wave this particular chart or that particular Table as conclusive proof of that

side's point. It is no wonder that the man in the middle who had to vote said "a plague on both your houses". We all know the wisdom of the saying that "figures don't lie but liars can certainly figure". The public, I think, has a very healthy scepticism of statistics yet, and that may also affect the men on the legislative benches. When an appropriation comes up they can ask, "Why do we need all these statistics?" That very same man, however, is getting so used to depending upon statistics himself, in one way and another, that he should be more tolerant of them and even more interested in them.

As for the judicial branch of government, there has been a lack of interest in statistics. Those of us on the administrative side may not fully realize what a difference there is in thinking between the administrative and the executive branches of government and the legal branch. The administrator uses statistics every day. He has to have them to do his day's work in his office, and he looks for them. The judge on the bench, however, never deals with statistics nor does the clerk of the court. The clerk must compile some of the statistics but his court docket is not dependent upon them. The legal processes move upon a background of precedent. Legal officers are not much concerned with social planning and they are not the least concerned with the outcome of a hundred men who went through the court rolls. If you have ever done any research in court procedures you were probably surprised at the complete lack of interest which is shown. Some of the clerks ask why they should keep records. They say they are not responsible, and anyway why should they fill in Dominion Bureau of Statistics forms? They get five cents a line but what does it matter whether the information is accurate? There is a lack of understanding or appreciation of the importance of statistics and the administration of statistics because you are a judicial agency, you are not an administrative agency. I think that fact certainly needs a good deal of appreciation.

There is a third factor - distance. It is a trite expression to say that Canada is a land of great distances. Around the table this morning you come from coast to coast to this national capital. Distance makes a lot of difference to your attitude about statistics - whether you are going to use them and whether your budget is going to be based on them, or whether some almost foreign department down in Ottawa is going to use them. If you are in Swift Current, Maple Creek, or Charlottetown, Ottawa is a long way off. It is a place that is unknown except that a lot of people - civil servants - sit around professionally, throwing paper together and that is called government. (Laughter). Those people seem to want to know how old this fellow was when he was in court; how many previous convictions he had. The answer is, "Well I guess he was about thirty and I guess he has had four or five convictions, and that ought to satisfy them".

That idea of physical distance is one limit to accuracy in reporting and to interest in the whole matter. There are other ideas of distance too. Some of you deal with other governmental departments. I have found as I have wandered around this country that there is often a larger distance between two departments on the same floor of the same building than there is between the different parts of Canada. I can think of a number of pertinent illustrations which might be too close to this meeting to name; we all recognize the problem that it is often harder for two governmental departments to work together and to share information and agree upon common forms and common needs than it is for two provinces to work together on a particular problem. We do not need to go into the reasons for this departmental distance but we certainly have to face the fact that we must find ways and means to break it down so that we can work more efficiently together. We must do the common sense thing and share information and move in common ways, rather than persisting in our old inflexible patterns.

These are some very familiar thoughts and perhaps we need to be reminded of them, especially upon an occasion such as this.

Looking ahead one might ask, "What does the future outlook hold?" Pretty clearly there are some rather important things ahead. Whether we like it or not we are in an era of social planning. Governments have to plan, and they have to do more careful planning than they ever did before. If you are going to plan, you have got to have statistics and they have got to be good statistics - just as good as we can make them.

Certainly in this area of treatment of the offender, we have to plan and to plan carefully. We are just beginning to plan now. We have had the older attitude towards the offender - "Why should we bother; he has not been a pressing problem?" Well, now he is a pressing problem. We have to do something better about him than we have done. We have the outlines of something better in the Archambault Report and the Laycock Report and others. Just look at the highlights of the Archambault Report. We should have far more probation than we have. Two years ago I asked Miss Harvey to get me some figures on adult probation. She said that she could not get them - there was no such information in the Dominion Bureau of Statistics reports of criminal statistics. That information had never been asked for particularly. The courts had not been asked to separate the figures in the suspended sentence group into probationers and mere suspensions. Right away one meets difficulties in finding out how much use is made of probation. Here the Royal Commission says that we should use a great deal more of it. That is just one illustration. We can get a few spot studies but that is all.

We do not even know how good an instrument probation is. The figures we have tend to show that it is much more effective than institutionalism but the figures are not complete. We must, however, answer the question of whether for the next year we are going to spend \$500,000.00 on probation. We have to know what the story is before we can sell the legislators on the idea. To that end we need not only statistics but good, accurate statistics.

Again, if you will read the Archambault Report in relation to the Remissions Branch you will find that there are certain direct and certain indirect or implied criticisms of the Remissions Branch in the Dominion Department of Justice. There is the recommendation that that Branch be made a part of the Penitentiary Commission.

I cannot find anywhere statistics of the Remissions Branch. How many men have they released on ticket-of-leave? What has become of those released? Have they succeeded? Have they repeated? How well does this piece of machinery work - and why? We don't know!

Here is a piece of national legislation, administered by a branch of the Federal Government but there are no figures anywhere and for no reason that I can ascertain. It is a very serious gap. How is one to test the whole parole system if there are no figures on it? I do not know whether the figures are obtainable. I cannot imagine a branch as important as that not keeping such figures but it is a reflection in part of the attitude, "Why bother with records; just let him out and what difference does it make what becomes of him?" Clearly that is not any longer good enough. You have to know the outcome and to know it correctly or you are on the spot.

There are other developments now, for instance the training programs under Mr. McCulley's direction in the Federal field and Mr. Neelands in the Province of Ontario. We all agree with the necessity for training but I think we would like to know, when they have gathered figures, what happens to the graduates of those classes. Do they stay in the service? Are they better people for having had the training? Statistical summaries give us a large part of the answer.

Turning now to another important use of statistics, our voluntary agencies, the Canadian Welfare Council, our own Councils of Social Agencies, and the local planning boards are calling every moment for statistical information. The Dominion Bureau is being asked about problems in other cities. The question is asked, "Can we get some information from the census?" There are all sorts of indications of the need for statistics being recognized and increasingly applied.

I notice that my time runs short but I will add this point. We are meeting today and tomorrow on this matter of the offender. The study of statistics is itself an abstract business - we are dealing with sheets of figures. Behind those figures are individual persons. The offender is a person. It seems to me that the striking and the real factor of central importance in this whole business of penal reform in which so many of us are engaged is the change in attitude from that of the 19th century. Then the offender was a number in an institution. Today the offender is a live person, a human being.

Certainly for social planning, and in the humanitarian light, the essential thing to us and to the policy-makers is that the offender is a human being, and that for the future we have to be much more interested in what he is likely to do and how he is likely to behave after he has been through our institution to which he has gone for the particular offence which he has committed.

If you look at the Criminal Code you will realize that it is framed upon the 19th century basis. There is the doctrine of free will. If a man is free but chooses to act in a certain way, having acted in that way he has committed an offence. If it is a small offence, a small but exact period in an institution is proper punishment. If it is a major offence a longer period in an institution is the punishment for it. That is the basis of the criminal law at the present time. It falls down hopelessly in the 20th century.

Now, we are much more interested in why the offender did offend and particularly what kind of behaviour he is likely to exhibit in the future. If, as our legal friends state, the job of the criminal law is to protect the community, then clearly to protect the community intelligently you have to be able to either modify the man's behaviour or to at least predict it, and to set up around him the kind of controls which will afford a real protection to the community. When the law does that it will start to do its job, and I take it that our job here today and tomorrow centres around that interest.

We desire a better job to be done and, clearly, to do that better job we must have at our command all the facts and information - our statistics which constitute the central part of this whole business.

THE CHAIRMAN: Thank you, Dr. Jaffary, for that excellent perusal of the situation. I think you will all acknowledge that we have come to support those ideas and Dr. Jaffary has given us a very convincing presentation of the existing situation.

ARCHAMBAULT REPORT

THE CHAIRMAN: The next item on our program is a reference to the Archambault report and in this connection we are favoured with the presence of Judge Allan Fraser.

A little more than ten years ago (1938) a most important document was published, The Report of the Royal Commission to Investigate the Penal System of

Canada, commonly known as the Archambault Report. It is one of the finest reports ever published by a Royal Commission. It has received widespread attention because of its thoroughness and partly because it is so readable that the public could examine it with understanding. It has been extensively used for discussion by organizations and groups interested in the improvement in our penitentiaries and prisons.

The Dominion Bureau of Statistics was responsible for supplying most of the statistics used in that report. Nevertheless, the statistics, especially those related herein, were sharply criticized by the Commission. You have in your folder the extract from the report relating to statistics. (Appendix A).

Constructive criticism is always welcome and we have profited by the comments which were made at that time. There are, however, those who believe that the Dominion Bureau of Statistics has done nothing to try and secure statistics that will be more helpful in solving the problems related to penology and criminology. When Dominion Bureau of Statistics figures are quoted they say, "But are they worth anything? Remember the Archambault Report".

We have with us today, Judge Allan Fraser, who was the Secretary of that Royal Commission, and I am going to ask him to enlarge on the comments of the Commission relating to the statistical material.

Judge Allan Fraser is Judge of the Juvenile Court here in Ottawa, and it is in the juvenile and young offender that his interest mainly lies.

JUDGE FRASER: Mr. Chairman, ladies and gentlemen: I am glad that both Mr. Mackenzie and Professor Jaffary mentioned the fact that they were in substitute roles for it enables me to join that happy gathering. I believe that I am to try at this time to tell you what went on in the minds of that august body, the Archambault Commission, with particular reference to the excerpt of the Report which is included in our Agenda folder.

Naturally today, ten years later, although I participated, I think, in all of the sittings of the Commission, it is putting a strain upon my memory.

At the outset I would like to disabuse the idea, particularly from the minds of the members of the Bureau, that the report criticized the Dominion Bureau of Statistics. I think, if you will read the excerpt closely, that you will find the criticism is the lack of information which the Bureau received and from which it was expected to reach certain conclusions regarding crime and criminals as they existed in Canada. That, I think, is what the Commission had in mind at that time.

When this Report was drawn up we had the opportunity of having travelled extensively and of studying crime and criminals, not only in the United States and Canada, but in England, Scotland, Holland, France, and elsewhere. We had an opportunity of seeing how they gathered statistics in those countries, and particularly in England. We must bear in mind the fact that in England they have a happy situation. They have a prison commission of three men who have to do with the operation of every institution to which people are sent, from Dartmoor and Portsmouth where the more habitual criminals are sent, right down to the 'approved schools' where little boys of eight and nine are sent for training.

England is a small, compact country, and for purposes of probation, parole, ticket-of-leave, and so on, they have not much difficulty in following

people after they are released from any institution. They can watch the offender's future career, and ascertain whether he has benefitted from the training accorded him under strict government supervision.

To some extent those remarks would apply to the smaller countries, like Holland and Belgium, where we were astonished at how up to date they were in their system of prisons. I think that the main reason was that they are close to England and had the advantage of the wise and sage advice given to them by that man, who was the leading criminologist, the late Captain Patterson, one of His Majesty's Commissioners, who died only a short time ago.

And so I want to say at the outset that we did not in particular offer criticism of the Dominion Bureau of Statistics.

I have had occasion in the last six years, in my own small field, and in connection with probation of juvenile delinquents, to know how statistics have improved within the past ten years, and so, if I had any criticism as to their make-up ten years ago it would certainly be unwise for me to still maintain that they are in that condition. I know as well that Miss Harvey has been alive to the problem and I know too that Mr. Harris is going to tell us just how much our statistics have improved.

In making any reference to the impression held at the time of the Report, I would say that I have certainly a great deal of appreciation for the improvement.

The Commission was greatly interested in statistics, particularly when it came to dealing with juvenile delinquency, probation, parolees, recidivism and so on, and I subscribe to the statement made by Professor Jaffary that the lack of figures prevented the Commission from coming to any conclusion as to what should be done about them.

Again, this excerpt was pretty much based upon the main recommendation of the Commission to the effect that all persons in institutions in Canada should be brought under one federal body - a three man commission which would administer everything pertaining to them.

That was perhaps a pious hope. I do not know whether that will ever come into effect, but I do not think it is hard to realize, that if it were in effect it would be simply a matter of collecting statistics from all of the institutions, as distinct from the present system which provides for provincial as well as federal institutions. When the Commission made certain suggestions, as contained in this excerpt, that is what it had in mind. As I said a moment ago, we were concerned with figures and particularly those pertaining to probation and ticket-of-leave.

I have the honour of being Chief Probation Officer for the City of Ottawa and County of Carleton. Dr. Jaffary has mentioned that information is received from the larger cities such as Toronto and Hamilton and I just want to say that recently, since we moved to proper quarters, I started a probation system here. We have two adult probation officers who keep complete reports on every person that is given suspended sentence in our city or county police courts. That is true also of those who come back to this area from any provincial institution. We have a case history of the man from the day he was born, a record of his activities from the day he first reports here, a record of the different places in which we have secured employment for him, a record of the visits of the probation officer. We have a pretty complete picture and we exercise supervision over those comparatively young men and women who come to us. The difficulty is that we can only follow the individual while he or she is in the City of Ottawa or the County

of Carleton. During his probation or after his probation is completed, he may have gone into an adjacent municipality or county, committed two or three crimes and then returned to Ottawa. If he gets into some trouble here again, the presentence report which we supply to the magistrate, does not reflect anything which might have happened to the offender after he left our jurisdiction. Obviously our report is not of much value to the presiding judge or magistrate.

However, the figures we have now show, to some extent, how many of those coming under supervision have broken parole, how many have broken probation and how many have offended after probation. Those were the statistics in which the Commission was interested because, and this expression in the Report is highly regarded the world over, it considered that there should be more and more probation. We found that to be the case in the United States, particularly under the Federal system as distinct from the State prisons. As you know, every state has its own criminal code - some are good but some are bad. From what I gathered at the time I was there and saw the Federal system, and from what I have seen of it since - and I have kept in touch with it - they believe and stress more and more the extension of the use of probation. It is quite obvious that a man will keep his self-respect if he is still free, even though he may be under supervision. Economically a great deal of money is saved because the cost of a probation officer as compared with the cost of a police officer is very much in favour of the former. It is a strange anomaly that, generally speaking, the salaries of probation officers are much less than those of police officers. A probation officer is really a police officer and, as far as my own probation officers are concerned, the hours are less attractive. A great deal of the work of the probation officers is done at night but still we do not regard them as being in the same classification as police officers.

More and more we are inclined toward the idea of probation officers taking a two-year college course and demand that as qualification for such a position.

I think that perhaps this gathering might strengthen the influence being exerted by those who would like to see more probation and perhaps the subject should be dealt with in some detail.

As far as juvenile delinquency is concerned I can appreciate the difficulty that there is in obtaining proper statistics. You may have one city or one municipality where there is a juvenile court which keeps accurate figures. In the neighboring city or county there may be no juvenile court and the children are dealt with as ordinary criminals.

Police officers are not trained to deal with juveniles. They should not perform that service.

Recently the Ottawa Police Force published their Annual Report and an extract appeared in one of the papers, pointing out that juvenile delinquency was not a major problem because there were only fifty-eight juvenile delinquents. Actually we had some three hundred and fifty but it happened that only fifty-eight had been brought in by the police or recorded by them as having come to their attention. That shows the difficulty in analysing figures. Another difficulty I might mention is that caused by the delay in the issue of government reports and statistics. We may get a report eighteen months after the period which the report covers. In some instances the delay is due to fiscal years and in other cases to the fact that reports must not be published until after they are put on the Table in Parliament.

Not very long ago a report of the Dominion Bureau of Statistics, dealing with juvenile delinquency, was published and the report dealt with a period that had expired almost a year and a half ago. Some enterprising newspaper reporter received a copy of the report and presumably digested it. The result was the appearance in one of our local newspapers of quite a prominent article to the effect that juvenile delinquency was on the wane and there was no need to concern ourselves very much about it. The report did not mention the period covered by D. B. S. figures. I checked back on my own figures for the City of Ottawa and at the time in question juvenile delinquency had in fact gone down in Ottawa but during the next eighteen months there had been a slight increase.

I point these things out to show that in the minds of the public there are erroneous ideas of this serious problem, because of the fact that sometimes these figures are late in coming out.

Professor Jaffary mentioned that part of the Archambault Report which deals with the cost of crime. I well remember that Mr. McRuer, now Chief Justice McRuer, asked me if we could find the cost of crime in Canada. I don't know how many letters I wrote to people all over this country to find out the total cost of crime. We soon found that if we were going to get anywhere the Commission would have to sit another five years and so we compromised by making a study of 188 criminals whom we had seen and who were then in institutions. Figuring as best we could for those 188 criminals, the cost ran to some \$4,000,000.00, and that did not include the cost of the crimes committed; that is the money stolen and so on. Neither did the figure include the cost of maintaining the dependents of those men while they were incarcerated. As you know, a very large percentage of the families of those who are sentenced to two years, or even to a year, have of necessity to go on relief and so we have to keep the families too. Those last two items which I have mentioned, large items, are not included in the \$4,000,000.00 or the \$25,000.00 per head.

I subscribe also to what Professor Jaffary has said regarding the use of those figures. I have had occasion to speak on crime and criminals, and the use of those figures has brought more favourable reaction than anything else which I said. There are many men who are not particularly interested, from a social welfare point of view, in the future of the criminal, but they are interested in their own pockets in terms of dollars and cents. When it is brought home to them that only 188 of the fifty thousand or so criminals in Canada cost \$4,000,000.00, they realize that it is time that a little more interest is taken in crime and criminals, interest in either treating them or helping them when they are out, giving them proper supervision so that it may not be necessary to spend these tremendous sums which represent the cost of crime.

I think that is all that I have to say on the matter of the Archambault Report. I do not want to commit any of those august men by saying anything more of what was in their minds at that time. I think, generally speaking, that I am passing on what was in their minds when I say their opinion was that more criminal statistics would help the authorities to deal more efficiently with crime in all its branches.

THE CHAIRMAN: Thank you very much Judge Fraser. You have given us a good deal of very valuable background material for our discussion.

REPLY TO JUDGE FRASER BY MR. F. HARRIS

THE CHAIRMAN: The next item on our Agenda is an address by Mr. Harris,

who, as you have heard before, has recently joined the Bureau. Mr. Harris has come from Newfoundland. In his address he will cover some of the things which have been done to improve criminal statistics in the light of the criticisms which appeared in the Archambault Report.

MR. HARRIS: Mr. Chairman, after meeting Judge Fraser and speaking with him, I was relieved to know that he did not intend making an attack upon present methods employed in the Bureau.

If the Conference is agreeable I will make specific reference to some criticisms contained in the Archambault Report and, perhaps, after that we might have a discussion which will prove of interest to the delegates. Also I think that if we keep our seats we might have greater informality and possibly a fuller discussion.

Constructive criticism is always welcome. This is particularly true in the case of our criminal statistics, the chief function of which, as we would like to see it, is to act as a guide in formulating judicial policies of prevention, of procedure, and of self-examination. The only way in which we in the Dominion Bureau of Statistics can serve, adequately, the needs for statistical information on the part of justice administrators, and social service or law enforcement agencies is to obtain, from those organizations, a constant expression of their need. The holding of this Conference is, in itself, an important step in the direction of this objective.

The Judicial Statistics Section, under Miss Harvey, has made considerable progress in the past few years, and its activities have been constantly under review in the light of the criticisms levelled by the Archambault Report. Miss Harvey has drawn up and circulated several new forms designed to promote greater comparability in our treatment of the different types of offences and offenders. She has formulated ideas for increasing the uniformity in the reporting of the events which make up our source material. We have now reached the stage where we are equipped in the matter of staff and machinery to compile more comprehensive and more detailed statistics on crime and its characteristics. But, from here on, we can only suggest and recommend that you ladies and gentlemen, who supply and use this statistical information must step into the picture, and make the decisions as to the quality and quantity of the statistical tools you need in your work. We will then be in a much better position to fashion these tools and to assess the results of the use which is made of them.

One of the specific recommendations which the Archambault Report made touches on this point when it says:

"Your Commissioners are of the opinion that there should be a close co-operation between the Prison Commission, herein recommended, and the Bureau of Statistics, with a view to formulating definite principles of gathering such statistics, which would be observed by all authorities throughout the Dominion."

The comparatively young Penitentiary Commission, under General Gibson has had, of necessity, to devote its main efforts to methods of education and training, but the co-operation envisaged by the Archambault Report has, nevertheless, been realized, particularly with our Institutional Section under Mr. Barker's supervision. At the moment criminal statistics are compiled by Miss Harvey's Section, while statistics for penal institutions are prepared, together with figures for hospital and welfare institutions, by Mr. Barker's Section. We are giving consideration to the amalgamation of these overlapping functions in one Section. I understand that the Penitentiary Commission hopes, in time, to

establish a research branch, which will make a much wider use of our statistics. Our wish is to see the present co-operation broadened to full collaboration and extended to include all interested organizations.

The Report also stressed the need for

"accurate statistical information for the study of such matters as the growth or decline of juvenile delinquency, recidivism, the success or failure of probation, ticket-of-leave or parole, and other kindred matters."

Each one of these matters has its associated problems, and an expression of opinion by members of this Conference on these points would be very welcome. The chief difficulty in respect to juvenile delinquency, which was recognized by the Commission itself, is that juvenile court judges have different methods of keeping their records. Some judges record and report every case brought before them, others treat many cases as consultations only, and still others adjourn cases 'sine die'. As an example, our figures show that one province alone accounts for about two thirds of all 'sine die' cases for Canada. However, that particular method of handling cases has decreased tremendously since the Archambault Report, and it is still decreasing.

In any case, statistics or no statistics, there can be no interference with the sympathy and understanding which a juvenile court judge exercises in handling his cases. If a judge wants to treat minor offences on an informal basis or to keep a boy's name out of the court records, he can certainly not allow himself to be influenced merely because we would like to have statistics. The result, from our point of view is unfortunate in that such cases never come to our notice, and consequently our final figures are challenged as being incomplete. However, this year, for the first time, we hope to get a total figure for all occurrences.

Recidivism also presents questions by which we might profit from a discussion in this Conference. The Oxford Dictionary defines recidivism as "habitual relapse into crime", while Webster's definition is "relapse into prior criminal habits, especially after punishment". The popular conception of recidivism is based on committals to a penal institution, and this is probably what the Royal Commission had in mind. A disadvantage of that procedure is that it would miss those repeaters who may have escaped with a fine or suspended sentence. On the other hand, if we base our figures of recidivism on convictions we must have regard to the possible distortion resulting from such cases as conviction for forgery or embezzlement on five or ten charges at one hearing.

The suggestion we would like to have considered at this Conference is that we base our figures of criminal statistics, on persons convicted rather than to continue our present practice of basing them on convictions regardless of the numbers of persons involved. If we were to follow this suggested practice of looking at the person instead of at the conviction it would involve a loss of comparability with our past figures, and would also involve the bending of every effort on the part of court officials to secure, for each convicted offender, a complete record of his past convictions.

The question is, will it show a clearer picture, and one that will be more easily understood by the public? We think that it will. One advantage is that it will be uniform with our juvenile delinquency statistics which are based on persons.

The other recommendations of the Archambault Report deal with ticket-of-leave, parole, and probation. Certain statistics on ticket-of-leave and parole

were included in the 1939 report of the Commissioner of Penitentiaries, which would appear to be a direct outcome of the comments of the Report. Court probation, as Dr. Jaffary has said, has not been recorded up to now, but has been included this year in Forms I and II for reporting criminal offences. (Appendices E and G).

One of the most important criticisms of the Report was directed at the lack of uniformity, to the extent that, in the words of the Commission, "It would be dangerous to draw definite conclusions from the present statistical material." The information for these statistical reports is collected by police, justices of the peace, gaolers, court clerks, and so on, and we have to aim at complete uniformity in reporting, as well as uniformity in treatment when the information is being compiled and analyzed. The question of uniformity is a very important one and will be gone into in more detail in the next two items of the Agenda.

THE CHAIRMAN: Thank you, Mr. Harris. Before going further I think we might have a short recess.

(After a short recess the Conference continued.)

THE CHAIRMAN: Ladies and gentlemen, we shall resume our discussion and Mr. Harris wishes to raise some matters for your consideration.

MR. HARRIS: I think the two most important points to be dealt with are first, juvenile delinquency and secondly, recidivism. I wonder if we could have an expression of views on juvenile delinquency statistics and how far we can go, practically, in asking juvenile court judges and magistrates for information on minor offenders. Also, how useful is our present statistical information without having that additional information included?

MR. CHRISTIE: In Saskatchewan we gather material from the courts and submit it to you. We also handle probation so we could give you complete statistics. Are there any objections to that method of presentation?

MR. HARRIS: None at all. In our opinion that method leads to a greater degree of efficiency. The advantages of such channelling will, I think, be brought out later.

THE CHAIRMAN: Are there any other expressions of opinion?

JUDGE FRASER: I can certainly appreciate the difficulties that have been mentioned by Mr. Harris, especially in regard to this question of whether we should register a conviction. If we are going to keep a record of the occurrence, then of necessity we must register a conviction.

You commented, Mr. Harris, on the large number of 'sine die' adjournments. I think I can safely say, from my own records in my own court - and I do not think that Ottawa is different from anywhere else - that ninety-five per cent of the juveniles coming into court are guilty of the offence with which they are charged, whether they are convicted or not. I think the percentage in my court would be even higher. I can think of very few dismissals for lack of evidence or because I hold that the child was not guilty. Most of them plead guilty and, therefore, in my court I have tried, rightly or wrongly, to register the conviction. It is quite true that the parents will come along and say, "Oh, now he has got a record", and I receive a lot of criticism for so doing. However, juvenile delinquency records are private. Ordinarily they are not open for inspection except to police authorities.

I think that if we are going to get a true perspective, a true picture of juvenile delinquency, we have either got to say he is guilty or he is not guilty. Then, for statistical purposes, when you break the figures down into major and minors it is not hard to point out the trend.

I had three cases last week involving boys setting off firecrackers in the street. The storekeepers are allowed to sell them and the boys know that they cannot set them off inside the house. These boys had never been in trouble before and they said that they did not know that they could not set firecrackers off in the street. I felt it was an instance where ignorance was an excuse, and yet these boys were breaking a City By-law and came within the definition of juvenile delinquents. The unfortunate side of it was that one of the boys went a little further than setting the firecrackers off in the street, he put one inside the shirt of a four-year old boy with disastrous results.

I think that we should agree to register every conviction and we will find out, when the next figures are released, that as I have said ninety-five per cent are guilty - whether their cases have been adjourned 'sine die' or not. Certainly the 'sine die' figures for Ontario represent a very large percentage of the total number of delinquents appearing before the courts.

MR. NEELANDS: Will you not have to go one step further and decide whether they are to be dealt with officially or unofficially?

JUDGE FRASER: That is true. On a number of occasions parents will call me up and say that they have a youngster, perhaps not over seven or eight years of age, whom they cannot handle and they want to bring him in to me. They ask if I will have a talk with him. In such a case there is no official record kept. Perhaps there should be? I think it is another point upon which we should decide. Should these informal hearings be recorded? The youngster does not actually appear in court, although the only difference is that he is in my office instead of in the court room.

DR. JAFFARY: That point is worthy of a good deal of consideration. I am not too familiar with the changing juvenile court practice but I am sure of some of the things which Judge Fraser has said and to which Mr. Neelands calls attention. Certainly there is a tendency to be more and more informal in court practice and to do more and more counselling. In the case which Judge Fraser mentioned, the parents might have revealed a half dozen offences for which charges could be laid if you choose to be legally minded. Actually the legal aspect is overlooked because your interest is in helping the boy. Certainly the courts vary a great deal in what they treat formally and informally. I know that in Toronto, and it is true elsewhere, there are some very serious items of behaviour treated informally and there is never any charge in the matter, even though there might have been half a dozen technical violations of the law. If we could clarify the position for statistical purposes it would certainly be helpful.

MR. HARRIS: The important thing is the value to justice administrators and social planners in getting complete information on these minor offenders which are treated as consultations. Can we ask a juvenile court judge to make a complete record of these offenders, including their social and economic background?

JUDGE FRASER: I am not in a position to say how far you can go. Just as a shot in the dark I think it would be wonderful if we could have some classification or some grading of the cases handled informally and of minor cases dismissed in one rather casual conference. Then there could be a classification for the more serious offences involving the work of a probation officer for perhaps

a week but still no charge laid. I think that would be helpful.

THE CHAIRMAN: Have the representatives of the provinces any views on this point? Is it possible to go further in attempting to achieve results along these lines?

MR. JUNEAU: I think your Bureau should collect the facts as they actually are, in order that full information may be available for the social planners. Another point here though is the matter of dealing with adults who come before the juvenile courts.

MISS HARVEY: You are thinking of those who are seventeen and eighteen years old?

MR. JUNEAU: No, I am thinking of the parents.

MISS HARVEY: They are dealt with on Table II. (See Appendix G).

MR. JUNEAU: I think that information should be sent in by the juvenile court judge.

MR. MOFFATT: I think that in the case of a great many minor offences, such as breaches of city By-laws - riding bicycles on sidewalks, riding bicycles without having taken out licenses, and so on, the information is not of much value for future years. They are minor offences though and I suppose they are included in your reports of minor offences. Last year I think I had about two or three hundred cases of riding bicycles without licenses but that information is not worth preserving. A boy might do that and never do anything else for the rest of his life. Is there any way you could make some division so those would be shown as very minor offences?

MR. STOTT: I think that minor offences of that nature ought not to be included with the more serious offences. For instance there should be a differentiation in the case of setting off firecrackers in the street.

MR. CHRISTIE: In future years you want to know how many of those children do in fact become delinquents. I think there should be a differentiation but I think the information should be available.

MR. COMMON: Do I understand that the first column on page 88 of the Report includes both adults and juveniles?

DR. JAFFARY: Perhaps it would be helpful, until we get to know each other here, to have the names of the speakers announced?

Delegates: Agreed.

MR. COMMON: I was referring to page 88 of the 72nd Annual Report, and I wondered whether the figures in the column "Number before the Courts" included both adults and juveniles?

MISS HARVEY: Only juveniles. It is the juvenile section of the Report.

MR. HARRIS: May I display some of my ignorance and ask whether adults are brought before juvenile court judges?

MR. COMMON: Yes, on charges of 'contributing'. I will ask another

question concerning Part II, dealing with juvenile delinquents. Is there any information in that part dealing with the appearance of adults?

MISS HARVEY: No, adults charged under the Juvenile Delinquency Act are dealt with in the section on non-indictable offences, page 62 of the Report.

MR. COMMON: Thank you.

MISS HARVEY: If you turn to page 88 again, you will see that there are major offences recorded but we also have a section for the minor offences. If they are minor offences we do not ask for all the details we require in relation to major offences. That is where some criticism has been made that we have not got the full information. In the more established courts they do keep records but again, as we have heard this morning, there are instances where the action is informal and the information is not recorded.

Is there any value in having that detailed record kept by the Bureau? I think we have to be realistic about this thing because we know how difficult it is to get detailed information about the youngster who, for instance, has ridden his bicycle on the sidewalk.

We do get the detailed information for the more serious offences.

DR. JAFFARY: Reverting to the earlier question, one phase had to do with information that is now recorded and being talked about - in the case where there has been a formal charge and the offence is a matter of record. Then Judge Fraser mentioned the informal proceedings where the parents and others really come into court seeking help or advice and no record is made. There is no charge and those people are never entered on your forms at all. I just wonder if that information should not be put in though, as it is an increasing part of the work?

MISS HARVEY: This year we have asked for the total number of occurrences without asking for details.

DR. JAFFARY: Are these consultations not off the record altogether?

MISS HARVEY: We find that a magistrate will handle occurrences and not record them, but where there is a proper juvenile court they are recorded so that we can obtain the total number. We want to get a complete figure for all of Canada. The records are actually not good enough in all places but we will get some indication.

DR. JAFFARY: Your definition of an 'occurrence' might be affected if any time the court's advice and help is sought and a record is made.

MISS JACKSON: It seems to me that there are two or three points to be considered. One is the matter of comparable statistics from provinces where there are varying juvenile delinquent definitions. I had hoped that British Columbia would be represented here and that comment would be made on the fact that figures for that province seem to be going up. Some of us are wondering whether that is due to the number of older offenders who are appearing. That is the type of thing that people take hold of and ask questions about and the procedure must have some effect on the usefulness of the total picture.

Another thing I am wondering about is the comparability of minor offences from province to province, particularly in relation to offences against municipal and provincial by-laws. There would be some variation in the way that certain offences are looked upon. Some of those being listed as minor offences

are far more serious than setting off firecrackers or riding bicycles on the street - the offences which we have been considering as being 'minor'.

CHIEF CONSTABLE ROBERT: The carrying of firearms is a very serious thing and likewise truancy is a serious and a very common factor in juvenile delinquency.

I am wondering whether the problem does not go back to more work on the classification of these offences and on the procedure carried out at the local level. Some police forces do more counselling than others. Some make less use of the juvenile courts because of a disagreement locally as to what constitutes the correct procedure and I am wondering if this does not go back to an educational and an analytical or definition job. It seems to me that it might be undertaken perhaps with technical help of special people - people who actually run courts, who actually run police forces, and who actually run institutions.

I would not want to see many of those minor offences left out because I think that the information is of assistance in evaluating recidivism and in making our criminal compilations.

THE CHAIRMAN: It seems to me that you have a very important point. However, where you must conduct an educational campaign to get uniformity, even after the definitions have been agreed upon, the process is rather long. It might be something towards which we should work but at this Conference I think the important thing is to look at the existing situation and see if we can obtain statistics which would be more helpful.

I think we would like an expression of opinion here as to whether these informal talks with juvenile delinquents should be included in the schedule that is being sent out this year? Is there any way whereby that information could be brought into record?

MR. COMMON: I am entirely new at this particular matter but I wonder just how valuable that information is going to be. I would like to hear some expression from those who are more versed in this than I am.

There are many cases where the Juvenile Delinquents Act is not employed, where the child has been disciplined by the police officer on the beat. The child is not brought to the station at all. Are you going to include that information?

Again the child may be brought to the station, counselled by the sergeant at the desk and then he is sent home to his parents. To what extent are you going to limit an actual 'occurrence'?

DR. JAFFARY: That information would come into police statistics about which we shall be talking later. Certainly I, for one, would like to have some idea of the role of the police in this whole business, and I take it that particular type of thing would be dealt with in the police reports.

MR. COMMON: Would you not get some overlapping between the police function and that of both the parents and the juvenile court?

DR. JAFFARY: You get overlapping in practice. Take the Montreal situation, where there is a very active department of delinquency prevention in the police force. Apparently there is a very great assumption on the part of the police force of the role of juvenile delinquency prevention, and a considerable tendency towards the handling of cases informally and towards counselling. On the surface it may appear that there is a decrease in delinquency. The court

statistics are down but actually there is a great increase in the amount of counselling on delinquency at the police level.

I think, for statistical purposes, that the important thing is to know how much is being handled by the police and to have that information listed properly under some appropriate heading. If a case does come to the court, or within the purview of the court, it should be contained in the court record, and those screened by the police should be indicated in some summary fashion.

MR. JUNEAU: Am I to understand that from now on we will receive individual reports on this special form? You will have, under the heading "Nature of delinquency and disposition", all these minor cases of setting off firecrackers, and when the information is received by the Bureau you will decide what to do with it.

I think you ought to get a report of every case received in the juvenile court and then you can decide whether the information is worth-while publishing, but I think you should get all the reports.

MISS HARVEY: With that form we will just receive reports on those offenders coming before the court. We will not receive information on the ones dealt with informally by probation officers or police.

MR. JUNEAU: But for purposes of preparing the annual report you will have the complete information and you can decide whether you will include it.

MR. COMMON: I notice on the form to which Mr. Juneau refers that there is a heading "Total number of informal cases or occurrences". Would that give you the information you require?

MISS HARVEY: That will be the total number of which a record has been kept.

MR. JUNEAU: What about cases not finished?

MISS HARVEY: Those would be recorded next year.

THE CHAIRMAN: Miss Harvey, may I ask you whether in this form you expect to get the type of case which has been discussed here, that is the informal one, or whether you will get from this only a total of those for which a record is kept?

MISS HARVEY: The details would be given just for court cases but there is one box "Cases handled informally", which would give the total number of occurrences. It would not be broken down as to boys or girls, just the total number recorded as having been dealt with. For those cases the detailed information is not kept and the courts cannot supply it.

MR. COMMON: The information will have to be broken down further, to show the result of those informally handled cases and whether there was or was not an adjustment made.

MISS HARVEY: The cases have not come before the judge.

MR. COMMON: But when a child commits some act of delinquency and a police officer sends it home to its parents, the child adjusts itself and you hear nothing further. Would you not have to show that as a favourable disposition of that particular occurrence?

It might be a police matter, particularly if it came before the juvenile court judge who handled it in his chambers. The child is sent home and an adjustment takes place and nothing further happens. The judge would have to show that as a satisfactorily disposed of occurrence. On the other hand, if the case did not turn out that way the result to the contrary would have to be shown.

JUDGE FRASER: Frankly, I do not think that we can go much further than court appearances, with the possible inclusion of the informal appearance before the judge in his chambers instead of in court. I would not mind adding that information.

The information regarding counselling might be very nice but there are not only the police but numerous other agencies, our welfare associations, the Big Brothers, and all the social agencies. Every day they are giving people counsel about their children and you can follow that right down the line to the clergymen and the doctors. In the final analysis, if all that counselling fails, we are going to get the matter in the juvenile court anyway. You do not know of and you cannot make the time to report all the cases handled by the police informally. I know a good number of policemen in Ottawa who take a keen delight in looking after youngsters. They will come in and say that they have had this youngster under counsel for five or six months or a year, that the youngster has been doing a bit of thieving, and that, in spite of the counsel, the officer has not been able to keep him straight. I am asked what should be done and I will perhaps say that a charge should be laid.

That situation is true in regard to adults also. I am the Judge of the Family Court. I have very numerous interviews, particularly with women who come in because their husbands are drunk and are kicking up and, incidentally, it comes up in the conversation that the husband hit the woman. I say then that a charge of assault could be laid against him. The women as a rule do not want that and so, in hundreds of instances, I send out a probation officer. The probation officer talks to the husband concerned, tells him what will happen if he continues that sort of thing, and that is the end of the occurrence. There has been an offence committed but there is no record of it. I would not want the people who come in to think we kept a record. The effect, as far as our preventive work amongst adults and in the sphere of domestic relations would be to lose fifty to seventy-five per cent of those people if they thought there was any possibility of a record of their application of advice being made. I think that we can only work on records of court appearances.

We know that adults are committing offences every day, offences that the police know of but which they cannot pin down. There are no arrests made for those offences. While the other information would be nice to have I do not think that we can get exact information anyway and I think that we had better stick to appearances.

MR. CHRISTIE: I cannot agree with Judge Fraser's point of view. I think the lack of just such figures constitutes one of the big criticisms that can be levelled against us.

We know that this probation service, this probation officer's effort which we are rendering, is a most effective form of treatment of juvenile delinquency. We are trying to promote it and we are talking about trying to get more of this service but we have no figures to show that it is actually what we need, and it is those figures which would produce results.

We know that if we had not handled those cases out of court there would have resulted some damaging experience in court. We handled those cases informally

in order to do a more effective job but we have nothing in the form of statistics to prove that we are right.

We say that we do not see how we could do it, that it is not practical, and we continue on our way, knowing that this treatment is the most effective approach, but still we do not record it because it is too much trouble. We know very well too that if that particular child goes to an industrial school it will cost us three dollars a day while he is there, whereas our probation costs are 'peanuts' in comparison. I think that we have got to record these things and I think that it pays us to do so.

THE CHAIRMAN: We have two points of view.

JUDGE FRASER: No, there are not two points of view. I believe in everything that Mr. Christie has said but my point is that the keeping of records properly is not possible. I believe that preventive work is everything with juveniles and also with adults, but when there are so many agencies doing that work I do not see how your reports could be comparative and, what is more, I do not see how they could be compiled by the various agencies.

DR. JAFFARY: Is not this point implicit in the whole thing? Obviously the courts can only record what comes before them officially or unofficially. I am very sympathetic with Mr. Christie's statement and there are two points. One point is that statistical evidence is not the only kind of evidence that we want in this whole child welfare picture. Clearly the kind of activity that Mr. Christie describes would be included in the descriptive part of the court reports - volume, time spent by probation officers quite apart from court appearances, and I suppose the police departments could do the same. The report is not going to be precisely statistical but sufficiently so to carry its importance.

When you come to report, your report is only of value when the incident is pretty well defined and, therefore, it has meaning. I do not think we lose anything by not having too great a variety of counselling in its different settings recorded in one place. It is also true that counselling is handled in such ways as would make uniformity for statistical returns difficult. We do not lose too much if we have it in descriptive form rather than in statistical form.

MR. STOTT: How are you going to get departments to provide funds if you cannot show figures?

DR. JAFFARY: If you can show the volume of work done, by means of statistics, even though what you are doing may not be accepted entirely, there can be no escape from the definite record if it shows your city fathers that your probation officers are actually spending half of their time or more on this work. It may be a system of rough records for those cases that never come before the courts at all but it will be sufficient to say that you need two more probation officers. You can make a very eloquent argument with very few statistics.

MISS JACKSON: Supposing, for the sake of argument, that the juvenile court says that there are fifteen known juvenile delinquents in a certain city. The police may show 150 contacts with known juvenile offenders, and then the interpretive problem for the poor tax-payer in the community is terrific. There are two sets of statistics which tell diametrically opposite stories, and you do not get your money. That comes back to the point about trying to get some local agreement as to classification of activity and so on. You cannot interpret when that sort of thing happens and you certainly cannot do much research.

MR. CHRISTIE: This is actually being done in Saskatchewan. There, a police officer is required by legislation to report to the Chief Juvenile Officer of the Province every alleged juvenile delinquency which comes to his attention. That is recorded in the Corrections Branch. If the boy comes up a second time in another part of the Province we know that he is a second offender. There should be some system whereby if the boy is picked up next in Ontario the authorities will know that he has been an alleged delinquent six or seven times before. That would give us a much more accurate picture than if we just consider them when they come before the court. There would be no gap in the statistics. The probation officer reports to the head of the Corrections Branch of the Government who categorizes them on the basis of whether there was any action required - in other words, whether the social welfare officer or the police officer counselled the boy and sent him home, or whether there was any further action required. Then there is the type where the boy needs to be brought into court and although there is a discussion there is no court action taken, - the type of informal discussion of which Judge Fraser speaks. Then, finally, there is the group which comes before the court.

In every thousand cases of delinquency you will find that two hundred and fifty have to have a discussion in court and about fifty have to have court action taken. It is seen, therefore, that to a large number a very valuable service is given, and it is a service which is well worth recording.

THE CHAIRMAN: Is there anyone else who would like to comment on the feasibility of trying to sort these things out.

MR. NEELANDS: No one will try to dispute the value, in regard to juvenile delinquency, of the many welfare agencies but we are concerned here today with official statistics. Have we not then to keep to statistics which are received from official agencies, the juvenile courts and the police? Court and police statistics could then be sorted into two groups, those that officially come before the court and then the others not included in the first group, who were counselled. No one will dispute the value of that counselling and it seems to me that there should be some statistics on it.

MR. COMMON: As a suggestion, could not the matter be approached this way. Record these informal occurrences by numbers, and then record the time spent by the probation officers over the years on those cases. I do not know whether that suggestion would meet the requirement practically. It would not show the disposition of the cases but it would show whether the tendency is increasing, and perhaps the number of hours per person per month, or per year might be an appropriate way.

THE CHAIRMAN: Would you like to comment on that suggestion, Dr. Jaffary?

DR. JAFFARY: Only perhaps to state what I said before. I agree that it would be very desirable to have that information. It is pretty difficult to define it in terms of degree of official activity. The very definition of delinquency itself, or whether an actual delinquent act has been committed is not an easy thing to decide.

I like Mr. Common's suggestion within limits. At least a great deal of value could be added if we could get some rough figures, some proportion even over the years, which would show the amount of probation officers' time or judges' time spent on informal or more or less off the record counselling, as against the time spent on official action. Certainly we would be a step ahead.

MR. CHRISTIE: We may know that there were a thousand truants brought up but we still talk of tying things to convictions. Unless you can tie these records to persons your position is not sound. You cannot say that the children who are truants in their teens are not the ones who are put into gaol in later life. All you know is that so many thousands of them were counselled by police officers. We may be wasting our time talking about truants because perhaps that is a normal thing.

I am particularly interested in this although you may say that I am getting into adult probation but, in your juvenile field, you lay the foundation. You try things out on juveniles, which you try out on adults later. The courts are working on adult probation, but there are a lot of transients from the other provinces. There is, however, no central registry where we can go and look among previous convictions to find out the background of a particular individual - whether he was a truant, what started him in a particular direction, what the developmental factors were in his particular criminality. Unless you record by persons, I do not think you are doing the job properly.

MR. COMMON: Is not that a matter which will have to be settled by each individual province?

MR. CHRISTIE: No, because a large percentage of the chaps, whom I am handling, are Ontario boys.

MR. COMMON: That is your misfortune and ours. You mentioned some legislation regarding certain reports required by you. We have not got that in Ontario. Is not your whole suggestion predicated on your own legislation as a basis for supplying this type of information?

MR. CHRISTIE: Yes, I think the ultimate is a basis of legislation which gives the authority, but, at the present time, your police do a lot of work on counselling and I suggest, there might be some step taken in that direction. In Saskatchewan we are in a nice position.

MR. COMMON: Yes, you are in a preferred position because you have the machinery set up.

MR. CHRISTIE: Yes, but I think you could report, through your courts, a lot of this counselling work which is being done. As you say, it would be a matter of degree, but I think we have got to get moving towards it. At the present time we could report a lot of the counselling work that is being done.

MR. COMMON: The thing that strikes me is that the reports you would supply to the Bureau would be more complete than those which come from Judge Fraser's court. He would only report occurrences and you would report much more specific information than he could report.

MR. CHRISTIE: We could go further.

DR. JAFFARY: There is really a much larger question which Mr. Christie opens up, but just how far can we move? I take it that you will have to have some sort of a central registry, very much like our social service index, where there would be a record by name of every case which has been dealt with. Then, somebody in Saskatchewan, in British Columbia, or in Ontario could wire or write and ask if anything is known about a certain person. That is a very much larger and more difficult problem. Granted, it is the ultimate in desirability, but it is a much larger step than mere statistical reporting in the abstract.

MR. McCULLEY: Does not that raise another problem? There are very serious objections on the part of many people against having any kind of a record made, particularly such as would be implied by the institution of a central registry of cases. I understand that some of the juvenile authorities object very strongly to any kind of a record being created for juveniles.

I will grant that it may be desirable from the point of view of the adult criminologist with regard to discovering tendencies which result in adult criminality, but, if you are going to pay any attention to the authorities in the juvenile field, I think that by and large they would object very strongly to the creation of such a central registry, and to the creation of individual records by the names of the juvenile delinquents. Mr. Christie suggests carrying this to the point where you record the occurrence as well as the actual court case. There would certainly be strong exception to that.

THE CHAIRMAN: We are venturing into a field that really goes beyond the statistical field. This has to do with provincial organization and I doubt that we should get into that field.

I think now of the situation with respect to financial statistics where a Dominion-Provincial Committee was appointed to investigate a certain phase. That Committee went into not only the matter of statistical comparability as far as public finance was concerned, but it went beyond that and they, the Committee, recommended a uniform budgetary system in the provinces. They drew up a sort of ideal budgetary system, but the initiative could not come from the Bureau of Statistics or from the Dominion Government.

If the provincial delegates feel that there is a matter of which the provinces should take cognizance, then it is up to the provinces. It seems to me that we are in a similar situation here at this Conference, and I do not think that we should make any recommendation about a central clearing house.

MR. McCULLEY: At this Conference do we not find ourselves in the position where, if we are going to discuss the value of keeping statistics, it is almost inevitable that we discuss the purpose of keeping them? Then, and also inevitably, we get into the question of the social philosophy that is involved.

THE CHAIRMAN: The thought might be embodied in our report as a recommendation.

MR. MOFFATT: Do we not have to keep in mind the fact that we are dealing with judicial statistics? Some of these matters relate to public welfare. After all, we are dealing with the interpretation of what constitutes juvenile delinquency. A child who is absent from school may not be a juvenile delinquent under the definition of a juvenile delinquent as it is set out in the Act. Do we not have to limit what we do here to actual judicial statistics? These other matters may affect public welfare rather than judicial statistics.

THE CHAIRMAN: Are there any other points of view?

MR. JUNEAU: Page 23 of the Report shows a personal report which includes 'total number'. If the clerk of the court receives two hundred occurrences he will have to describe in his report every incident. Should that not be the object of a special report submitted to the Dominion Bureau of Statistics, which report should be uniform for all juvenile courts? The clerk of the court would have only to report whatever the minimum information desired might be for these minor cases.

I notice, also, that this form is to be sent in twice a year. Should it not be forwarded once a month? I am speaking now of the juvenile courts. When it comes to the end of the year, they are much too busy to complete their reports. Perhaps monthly submission would be better. In his annual report the clerk could note that he had forwarded so many of the special forms.

MR. COMMON: I am afraid I am speaking too much but I should like to follow up what Mr. Moffatt mentioned. We say here in the Juvenile Delinquency Act that a juvenile delinquent is "any child who violates any provision of the Criminal Code, any Dominion or Provincial Statute or any by-law or ordinance of any municipality...". A child cannot be classed as a juvenile delinquent until he, or she, has been found so guilty. I would then go back to Judge Fraser's suggestion. If we are going to deal with statistics on juvenile delinquents we have to stay within the definition, and surely a juvenile delinquent is one who has been so found by the courts.

It would seem to me that the only way to record the information would be perhaps in another form but not as statistics on juvenile delinquents. I am not intending to suggest how it should be done, or whether it should be included in the work of another branch of the Bureau, but could there not be some column, or some other part of the reports, which would deal with the disposition of these informal occurrences.

I do not think you are going to get an accurate picture of actual juvenile delinquents unless your records are taken from dispositions made by the courts.

THE CHAIRMAN: I think that probably we have had all the possible points of view expressed here. This afternoon we shall be naming a resolutions committee and we might ask that committee to draw up a resolution which will embody the consensus of opinion expressed here this morning.

Unless there is someone else who wishes to contribute to the discussion further, we shall adjourn for lunch and resume at 2:30 p.m.

The meeting adjourned until 2:30 p.m.

THURSDAY, MAY 19, 1949

AFTERNOON SESSION, 2:30 p.m.

Mr. H. Marshall in the Chair.

APPOINTMENT OF RESOLUTIONS COMMITTEE

THE CHAIRMAN: Ladies and gentlemen, the first item of business this afternoon concerns the appointment of a resolutions committee. I would appreciate it if someone would nominate a Chairman for that committee.

MR. MIDDLEMAS: I would nominate Judge Fraser as Chairman of that committee.

MR. COMMON: I would second that nomination.

THE CHAIRMAN: There being no further nominations, I declare that Judge Fraser is the Chairman of the Resolutions Committee.

Delegates: Agreed.

It has been suggested that there should be two other members on that Committee and we are open for nominations.

MR. McCULLEY: I wonder if the selection of those gentlemen could not be left to the Chairman of the Committee?

THE CHAIRMAN: Is that agreeable to the Conference?

Delegates: Agreed.

When we adjourned we were discussing one of the points raised by Mr. Harris, and I believe that there was a second point with which we should continue now.

MR. HARRIS: The second point deals with the question of whether we should, in dealing with recidivism, base all our criminal statistics, including recidivism, on

- (a) the number of convictions recorded, or
- (b) the persons convicted.

We would like to have some general discussion upon which to base a formal recommendation.

MR. McCULLEY: During the departmental discussions which took place prior to this Conference there was a point raised in which we were very much interested. Endeavours to do some study on certain types of offences disclose that it is impossible to get information, and it is felt that, from the point of view of obtaining that information, it would be desirable to base statistics upon the persons rather than upon the convictions.

MR. CHRISTIE: Prior to the closing of Moosomin Gaol Index, our

statistics were practically useless in connection with a man who, we will say, had been in the institution fifty or sixty times. If our statistics had been tied to persons they would have meant something, but when they are tied to convictions they are absolutely useless.

MR. COMMON: Would it entail too much work to have them on both bases, that is, both persons and convictions?

MR. HARRIS: I think what would happen would be that instead of showing one vertical column for the number of convictions and another column containing just the bare number of persons involved, we would relate the break-down to the persons involved and show the total number of convictions, possibly without a break-down.

MR. CHRISTIE: Is it possible to compile statistics on the basis of persons without too much trouble in the Bureau?

MR. HARRIS: It would involve interprovincial liaison in some cases, and liaison between different judicial districts, so that for each convicted offender a complete record of past convictions could be obtained.

MR. McCULLLEY: I presume the Bureau has given some thought to the matter. Do you believe it would be feasible?

MR. HARRIS: I would say yes, but it will depend upon the co-operation of the people in the field. We hesitate to make a strong expression of our opinion until we have had an opinion from you people.

MR. STOTT: Would not success depend upon absolute identification of the individual? For instance, instead of acting on your records, would it not be necessary to depend on the records of the Mounted Police fingerprint bureau to secure identification of each person?

MR. HARRIS: It would depend on how far we could go with identification. Perhaps it would be possible to accept the offender's statement to the clerk of the court at the time of conviction. Of course we know that those people do not always tell the truth.

MISS JACKSON: Would not that have the advantage of bringing into line the adult and the juvenile with regard to the numbers of people involved? If we relate crime to other identifying things such as race, religion, denomination, and so on, it would seem to me to be very sound to get it on a person basis. That is especially true from the standpoint of the persons who will study and attempt to collate and analyze the figures.

MISS HARVEY: The new forms will be coded and sorted mechanically, and it will be quite possible to base the statistics on persons. If a person comes up a second time we will know it, but we will not necessarily be able to relate the second appearance to the first offence. At the present time we compile by convictions. If a man is up for 40 charges of forgery he is recorded as being a repeater 39 times, while in fact the convictions were all at one hearing. I think we shall arrive at a much truer picture if we deal with persons rather than with convictions.

MR. McCULLLEY: If you decide to do it on this new basis it would mean that the figures from now on would not be comparable with past figures. Is that a serious objection?

THE CHAIRMAN: It is nice to have comparability but really, if you are making a decided improvement I think that comparability is of much less value than getting the truth.

MR. CHRISTIE: If you kept your figures on both bases for the first year you would have a basis whereby you could compare roughly.

MISS HARVEY: There are many tables which can be carried on either way.

MR. COMMON: It is a frequent thing in all jurisdictions that a man may be convicted or charged - we will say in Toronto - but he is wanted in Kingston, Hamilton, Ottawa, and various places. It happens sometimes that the charges are disposed of before one Magistrate, and then that man is taken from the one jurisdiction to another to face other charges. Finally he is disposed of. Would those occurrences interfere in any way with putting the recording on the basis of persons rather than on convictions?

MISS HARVEY: Yes, he would probably be recorded as a different person in the different courts, and if you wanted to secure definite information like that it would have to be got from the fingerprint department of the R. C. M. P.

MR. COMMON: Would it confuse the actual result?

MISS HARVEY: It would tend to exaggerate the figures slightly.

THE CHAIRMAN: This new suggestion does not mean that you are going to arrive at perfect figures but there would be a big improvement.

Is there any delegate here who sees any really serious practical difficulty in a new procedure of this kind - that is accounting by persons rather than by convictions?

MR. NEELANDS: What do you do in the case where a man uses several different names in the one year?

MR. McCULLEY: Presumably the identification would be cleared through the R. C. M. P. fingerprint bureau.

MR. HARRIS: There are certain technical difficulties which would have to be overcome, but those difficulties would not affect the broad principle except in so far as they would possibly distort the figures. As we build the system up we would tend to lessen that distortion all the time.

THE CHAIRMAN: Yes, gradually the system could be refined and practical solutions found to meet the difficulties.

Is there any further comment on this particular point? If not, I think we should go on with the next subject, Item No. 3 on our Agenda, which concerns the uniformity of the twelve-month period for the reporting of judicial and penal institutional statistics. I am going to ask Mr. George Barker of the Dominion Bureau if he will lead the discussion.

UNIFORMITY OF TWELVE-MONTH PERIOD FOR THE REPORTING OF JUDICIAL AND PENAL INSTITUTIONAL STATISTICS

MR. BARKER: Mr. Chairman, ladies and gentlemen:

In view of the constant demand for comparable statistics covering crime, delinquency, and the treatment of offenders, it seems desirable that this Conference should give some consideration, at this time, to the reasons why our statistics are not fully comparable, and what methods we might adopt to improve their comparability.

It is perhaps not necessary for me to point out the fact that every day we make statistical comparisons. We compare the criminal statistics of one city with those of another, of one Province with those of another, and the annual statistics of one year with those of a preceding year, in order that we may observe trends relative to the past, thus enabling us better to plan the future.

The value of such studies is directly related to the comparability of the statistics we are using. The most obvious factor hindering comparability in our criminal statistics at the present time is the almost complete lack of uniformity in the twelve-month period covered by the statistics reported to the Bureau. We are often asked why the totals in the provincial annual reports do not agree with the figures published in the Dominion Bureau of Statistics Annual Report of Statistics of Criminal and Other Offences. Why the number of police arrests do not agree with the total number of charges, and so on. The answers to those questions cannot be attributed entirely to the lack of uniformity in the reporting periods, for example, the arrest for an offence may be made in one year, while the conviction for that offence may be recorded a month or two later in a subsequent year. Nevertheless, the greatest single cause of lack of comparability in our criminal statistics is the variations in the twelve-month reporting period.

If there existed a uniform reporting period for all criminal statistics, then each province could assess its present position by comparing its statistics with those of the others. The value of such comparisons to the provinces would be increased greatly if the provincial and federal reporting periods agreed. There also exists a real need for more research and study concerning the relationship of crime to the social and economic characteristics surrounding the criminal - for example, the relationship of crime to such matters as seasonal fluctuations in weather conditions and employment, variations in the volume of credit buying, etc. Such studies, concerning crime, have been handicapped in the past, particularly by the lack of a common time basis in our criminal statistics upon which to construct figures which can be correlated and thus point out the importance of the social and economic factors.

Upon examination we may find that not all factors relative to the reporting of statistics covering crime and the treatment of the offender lend themselves to complete uniformity in the reporting year. For example, the financial year for the provincial penal institutions already agrees with the fiscal year of the province, but at least we should attempt to achieve uniformity in those aspects in which a practical change can be made. A step in this direction would be to have all criminal statistics reported to the Bureau on the same reporting period.

On page 6 of the Conference booklet you will find a list indicating the wide variation in the reporting periods covered by the different statistical returns received at the Bureau. A cursory review of this list reveals the following startling facts. (Appendix B). The judicial year for the reporting of crimes and delinquencies is from October 1st to September 30th. Court appeals and police records cover the calendar year, and statistics from the latter are comparable with provincial totals in only two instances - namely, Quebec and Ontario, where police records are submitted to provincial authorities on the

calendar year basis. Six other provinces report on the same twelve-month period - April 1st to March 31st, while the remaining two provinces have reporting periods incomparable with each other, and which do not agree with any of the reporting periods previously mentioned.

When we begin to examine the statistics for penal institutions, we are faced with a similar problem. It was decided in 1937 that the collection of statistics for Dominion penitentiaries should cover the period April 1st to March 31st. In contrast to this, the annual returns received by the Bureau from reformatories and training schools cover the period October 1st to September 30th, which period agrees with the judicial year. Likewise, the reports received from the gaols cover the period October 1st to September 30th for all provinces except three - Ontario, Nova Scotia, and Prince Edward Island, and again the reporting periods in these three provinces are different from each other and from the reporting period for the seven provinces just mentioned.

It may not be possible to have all statistics concerning crime and the treatment of offenders cover the same twelve-month period, but it certainly seems desirable that we should have all judicial statistics, and all penal institutional statistics reported on a uniform twelve-month period, even though these two periods may not coincide.

In addition, it would seem advantageous to have the statistical reporting period the same, for both provincial and federal reports, since this would reduce the number of returns required and thereby the volume of work incurred at the local level.

There are, undoubtedly, many things to be considered in attempting a reconciliation of these variations in the reporting periods for criminal statistics. The Statistics Act specifies that the reporting year for judicial statistics covering indictable crimes, non-indictable offences and juvenile delinquency, shall be October 1st to September 30th, and these dates have been used since 1876. The Fall Assizes may have had something to do with the original setting of these dates, but the courts, and especially the higher courts, find it difficult to submit statistical returns during the Fall, since this is one of their busiest periods.

At the present time it is possible to compare only the provincial police records of Quebec and Ontario with those of federal totals. As previously mentioned, the reporting period for provincial police records in Ontario and Quebec is the calendar year, and, therefore, the period agrees with the Dominion reporting year. The reporting year for police statistics in Nova Scotia agrees with the fiscal year of that province, while in New Brunswick the police statistical year agrees with the judicial year for the Dominion. The reporting period of April 1st to March 31st used by the six provinces (Newfoundland, Prince Edward Island, Manitoba, Saskatchewan, Alberta, and British Columbia), is the same as the fiscal year for the reporting of public accounts in those provinces.

Nova Scotia also uses the fiscal period for the reporting of its gaol statistics, and while Ontario likewise reports its gaol statistics on the provincial fiscal year basis, in Ontario this means the April 1st to March 31st period. Prince Edward Island reports its gaol statistics on the calendar year, while the remaining provinces report their gaol statistics on the judicial year of October 1st to September 30th.

From these facts it is obvious that if we wish to increase the comparability of our criminal statistics, we must obtain greater uniformity in

the twelve-month reporting period for which our statistical information is recorded.

Perhaps a starting point for our discussion might be the consideration of any objections to the reporting of all criminal statistics on the calendar year basis.

THE CHAIRMAN: The matter is open for discussion and the suggestion made is that these returns be made on a calendar year basis.

MR. JUNEAU: I am in favour of the suggestion, and I think that it can be carried out easily with your special form.

THE CHAIRMAN: Are there any real difficulties?

MR. MOFFATT: I do not know that there are any real difficulties; you get the same information no matter what the period is.

In Manitoba our reports from the institutions cover the fiscal year, and you might not be able to tie in your reports with your statistics without making a further break-down.

I do not think that there will be any difficulty no matter what decision is made. If you table reports you usually table them for the fiscal year.

MR. CHRISTIE: Is not the most common fiscal year amongst the provinces that of April 1st to March 31st, and if that is the case, is that not the best period for these reports?

MR. McCULLY: The figures for the penitentiaries cover the federal fiscal year, that is from April 1st to March 31st, and we are bound by statute to compile them for that period.

MR. NEELANDS: There is one point upon which I would like some clarification. On page 6 of the booklet it is indicated that reformatories and training schools report on the period October 1st to September 30th. In Ontario the official report for the reformatories and training schools is made for the period April 1st to March 31st of the following year. If you get reports, as you say, from October 1st to September 30th you must get them direct from those institutions, presumably at your request, and you get them without any check being made by our main office.

MR. CHRISTIE: I am interested in that statement too, because the situation is the same in Saskatchewan and our reports are as of April 1st and not as suggested here.

MISS HARVEY: We do get reports from institutions but they are just population figures - the number admitted and discharged during the year and no other details.

MR. NEELANDS: At the present time then it means that the clerical staffs of the institutions have to get out two reports.

MR. CHRISTIE: Unless you change your fiscal year for your whole government, you will have to continue putting out two reports, so I would be in favour of the April 1st date.

MR. BARKER: Mr. Chairman, I think that I have two points, the first being that the judicial statistics are to be on a uniform twelve-month period, and the other is that the statistics for penal institutions are to be on a uniform twelve-month period. By judicial statistics, I refer to the group in the first paragraph - the judicial year, October 1st to September 30th, includes the court appeals, and police records which have two different periods; then the penal institutions listed below, all report on different periods.

The penal institutions along with the training schools, at the present time, only submit movement of population reports, with the exception of one special census which is done every five years, which is a more complete report and includes statistics on the age of the inmates in the institution.

My suggestion is that if those periods instead of being varied as they are at present were made uniform, it would be a step in the proper direction.

MR. CHRISTIE: I would like to suggest that for institutions April 1st to March 31st is the proper time for reporting.

THE CHAIRMAN: What do you think of that suggestion?

MR. HARRIS: Mr. Chairman, I think that an important point in choosing that period for reporting by penal institutions is that the reports of their financial activities have necessarily to be tied to the provincial budgets, and any other period, I can quite see, would be rather awkward.

MR. NEELANDS: There is not only the budget to be considered, but the books are closed once a year. If you decide upon anything other than the fiscal year you will not have any reliable cross data.

MR. JUNEAU: Do the reports from the institutions contain any information about expenses?

MISS HARVEY: We do not get that information in these reports.

THE CHAIRMAN: It seems to me that the consensus of opinion with respect to reporting by penal institutions is that the period April 1st to March 31st would be most suitable.

MR. BARKER: I would like to point out that, while the suggestion will give us uniformity for eight of the ten provinces, the fiscal year for Nova Scotia ends on November 30th, and that for New Brunswick on October 31st. There will still not be uniformity with respect to those sections of the country. I suggest that we now discuss the idea of having all judicial statistics included - judicial, court appeals, and police records - in the one period.

MISS HARVEY: Aside from the necessity of having the two groups agree, the financial year factor sets the period very definitely for penitentiaries and penal institutions, but people do not understand why, when they ask for criminal statistics, we have to give them the figures from April 1st or from October 1st. The requests are for figures on a calendar year basis.

THE CHAIRMAN: Are there any suggestions concerning treatment of these judicial statistics?

MR. COMMON: Speaking for Ontario, I see no practical difficulty at all in getting away from the calendar year.

THE CHAIRMAN: Is there anyone who does see a practical difficulty?

MR. NICHOLSON: The present period must have been selected because it was more convenient.

MISS HARVEY: That period has been used since 1876.

MR. HARRIS: I think, Mr. Chairman, that the answer lies in section 28 of the Act where the actual period is specified as being from October 1st to September 30th.

THE CHAIRMAN: And this clause was simply taken out of the previous Acts. It could be revised.

Do I take it then that the consensus of opinion is that there would be no practical difficulty?

MR. COMMON: I would not think so. These statistics are in an entirely different category from those for institutions.

MR. NEELANDS: It is suggested that there may have been some reason for adopting the period October 1st to September 30th. Could it be that the reason was that the old fiscal year of Ontario ended then?

MR. McCULLEY: Is not the judicial year October to September?

MR. COMMON: The judicial year is the calendar year.

THE CHAIRMAN: I do not think that we need pay too much attention to the period as set out in the Act because its origin goes away back, and I do not think there would be any reason why we should not change it now.

MR. HARRIS: It has been suggested that the choice might have been due to the Fall Assizes which were held before that period. A lot of cases would normally come to notice at a time when, almost immediately afterward, they could be incorporated in the annual returns.

MR. CHRISTIE: There is also to be taken into consideration the fact that it would be of value when you start comparing statistics if those for institutions were for the same period as the criminal statistics.

MR. STOTT: I agree.

MR. CHRISTIE: As a matter of fact, our juvenile statistics are compiled at the same time as the others, April 1st, and as you say that could be done on the calendar year. I would say they should be prepared at the same time.

MR. HARRIS: I believe it is the usual statistical practice to follow the calendar year. The figures are more easily assimilable by the ordinary mind, and it is the practice followed in most general fields of statistics.

THE CHAIRMAN: We might have some expression of opinion here as to whether it might not be better to have both reports on the period April 1st to March 31st?

MR. MIDDLEMAS: I have here the report of the Royal Canadian Mounted

Police. It is for the period April 1st to March 31st.

MR. BULLARD: Mr. Chairman, might I say that the report of the Royal Canadian Mounted Police just referred to is the Commissioner's report, and the statistics are from April 1st to March 31st. We collect our statistics monthly, however, so that we could supply you with any group of months. If you wanted the months January to December we could give them to you monthly. Our system, I think, would fit in with your system.

THE CHAIRMAN: Is there any opinion here to the effect that it might be desirable, instead of having judicial statistics on a calendar year basis, that we should have them on the same basis as the statistics for penal institutions?

MR. NEELANDS: To what extent do you obtain these statistics from municipal authorities, because I think in most cases the municipal year commences on the 1st of January?

MR. COMMON: Yes, they use the calendar year.

MISS HARVEY: The Police reports would probably be from the 1st of January.

MR. MIDDLEMAS: Yes, I think so.

MR. MOFFATT: In Manitoba you would have to get some of your police court statistics from civic servants and municipal employees rather than from provincial civil servants.

JUDGE FRASER: I have a suggestion to make, based on the remark made by Superintendent Bullard. Could we not get around this difficulty of trying to reconcile the various dates by passing a resolution to the effect that statements be sent in each month or each quarter. If the practice carried out by the R. C. M. P. is the same all over the country, and I assume that it is, then the Bureau, if we decide upon the calendar year, would have a simple task in publishing the figures on the calendar year basis without the need for disrupting the various fiscal and other years.

MISS HARVEY: We do collect them in that fashion now but we must publish them for whatever year is most useful to the people.

JUDGE FRASER: You want us to decide what the most useful year is?

THE CHAIRMAN: Yes.

JUDGE FRASER: I would suggest the calendar year.

THE CHAIRMAN: Is there anyone who objects to the use of the calendar year?

MR. CHRISTIE: I do not know whether it is practical. I think you should have all your statistics for the calendar year but the governments are not going to change their fiscal years. If we were starting from scratch I would say that we should use the calendar year but I think that the financial years certainly have some effect.

MR. COMMON: These are judicial statistics and there is so much

overlapping - every day there are many cases remanded - and I wonder whether it makes any difference because there is no proper comparison between judicial and institutional statistics.

MR. CHRISTIE: I think that there should be some relation between the two. Certainly your commitments should be related.

THE CHAIRMAN: I take it from the discussion that the majority favours the calendar year.

MR. ROSEBOROUGH: How are the various provinces collecting their judicial statistics? Do the provinces collect them every month or once a year?

MR. CHRISTIE: In Saskatchewan they are collected annually and I think that is true of most provinces.

MR. BARKER: We receive reports from the penitentiaries monthly, but reports from the training schools, reform institutions and gaols are received annually. These latter returns are movement of population reports only, whereas, in the case of penitentiaries we maintain a central registry and a record system with statistics reported on an individual statistical report card.

THE CHAIRMAN: If there is no further discussion, I think that we should go on to the next item which is "Uniformity in Reporting", and I will ask Miss Harvey if she will lead our discussion on that subject.

UNIFORMITY IN REPORTING

MISS HARVEY: Mr. Chairman, ladies and gentlemen: it seems unnecessary to start with a preamble on uniformity of reporting. We all know it is difficult. The best thing perhaps would be to begin by examining the forms for reporting that are now used in order to find where we lack uniformity and what might be done about it.

First I had better explain why the forms were changed this year. Since 1876 we have always had large reporting sheets. They were awkward and very few courts had typewriters which would take them, consequently the forms had to be prepared by hand. That meant that they were all done at one time, probably in 'over-time'. You do not tend to get accurate statistics under these circumstances. When one is weary and working on a report of that size, it is a good idea to use ditto's. I have seen reports where a whole column was ditto'ed, showing that all the offenders had high school education - an eventuality which is quite unlikely.

These smaller forms can be completed every day and, in many of the courts, when the particular individual is being questioned. With the forms completed right on the spot the information, I think, will tend to be more accurate. Moreover, the receipt of a different form has been quite a shock, and it has made people take a little notice and the job, for the moment, is not done so mechanically.

The form comes in a pad with directions written on the cover. There is a carbon between the original form and the copy for the local office. The work has only to be done once, and there is no duplication of effort as there was for the larger form. The new form is a regulation file size and can be set up as a permanent court record.

In examining the form for indictable offences, the first line asks for the judicial district and the court. Most of our sorting is on the basis of judicial districts and we must have that at the top. (See Appendix E).

"Court" means whether it is a superior court, a county court, a magistrate's court, or a family court. Previously we had separate forms for each method of trial. The one form can be used now and the sorting will be done by the Bureau. That eliminates the necessity of having different forms in the various offices.

The next space is for the year - indicating the year for which the report is made.

MR. MIDDLEMAS: If the suggestion made a few minutes ago is adopted the form would have a change made so that it would read "For year ending December 31st 19--".

MR. COMMON: This Table is for indictable offences.

MISS HARVEY: Yes.

MR. COMMON: Have you a check with the Criminal Investigation Department?

MISS HARVEY: No, we do not check with the C. I. D. It would be a bit of a job to turn all these records over to the C. I. D. That is why I said that if there are aliases involved we will not be able to have a perfect record and there will be some duplication because we cannot sort out the names.

MR. COMMON: There is a chance that exact information could be obtained.

MISS HARVEY: The individual court could get it.

MR. COMMON: I was thinking that for your records there would be very definite information.

MISS HARVEY: Most of these spaces can be filled in with a check mark instead of hand writing which makes the form simpler to complete.

On the whole the indication is that these forms have been favourably received. The comment is that they save time and that they can be done daily.

With respect to marital status we have added "separated" as the only extra item.

We have classified "education" a little differently. It is something on which we do not get accurate reports mainly because the police, in their record books, show only the categories "literate" or "illiterate". I hope that in time their books will be changed to correspond with our way of recording. The old forms classified "education" as either "illiterate", "elementary", or "superior". Even where "high school" is entered the information is not of much use unless we know how many years of high school have been covered. The individual may have attended only six months or he may have attended four years and therefore we are trying to get the number of years in school - the grade - whether it is elementary or high school.

MR. NEELANDS: I happened to see the record of the son of a personal friend of ours. The son had reported that he had two years of medical school but

in fact I knew that he had never been to high school.

DR. JAFFARY: Just in passing, I certainly think that this is a move forward. I take it that the figure expected represents the last school grade completed but perhaps it means the grade in which the student was when he or she left school. It might be an advantage to get that information exactly but the figures would still be subject to very careful scrutiny. Take the very familiar case of the mental defective. In some schools he is shifted ahead a grade each year whether he can do the work or not. He may be in Grade six but incapable of doing Grade one work. In terms of school achievement his answer would be meaningless, and there are other variations of the example which I have cited. I think it would be a distinct advantage if we could have this form more accurately completed.

MISS JACKSON: Does not the term "illiterate" have different meanings in different places where records are taken?

MISS HARVEY: We take it that if they can read or write in their own language, that they are not illiterate.

MR. JUNEAU: Our statute in Quebec reads "unable to read or write", "able to read or write", and "higher education". We would not have the gradings you mention because there is not the same classification.

MISS HARVEY: I wrote to the Provincial Department of Education in Quebec and the Minister replied that since 1938 a certain degree of uniformity in school grading has been attained throughout Canada. I think the difference, if any, comes between Grade eight and Grade nine; in some instances Grade eight is considered High School, and in others Grade nine. The suggestion is that the actual grade should be shown in the report and the Bureau can tell where the division for any province comes.

You will notice that the directions are very brief. Some people may think that we should have more definite statements as to what we mean, fuller definitions, and so on, for these various items. However, the forms go out all over Canada, to all sorts of people, and we find that the shorter we make our explanations the more likely they are to be read. The wording in them is much the same as that used for the Census. Some of the people who prepare these reports also act as census enumerators and are familiar with the use of these terms.

MR. COMMON: In view of the unreliability of the information you get on education I do not think that you can improve on what you have.

THE CHAIRMAN: What is the opinion of the Conference? In view of the obvious inaccuracies in reporting by individuals, is this information which we get sufficiently valuable to warrant its continuation on this particular form? I take it from your expressions that there are some who are of the opinion that it should be kept?

DR. JAFFARY: My reaction is an immediate 'Yes'. After all, I think the general educational level all over Canada has increased. School experience is almost a universal experience and I think that there is a distinct value in getting as much information as we can.

MR. CHRISTIE: I think, too, that as the educational level is beginning to be checked in some of the penal institutions, there will be a greater tendency

for a man to tell the truth about his education. The feeling in the past has been that as nobody was going to check anyway the untruth would not be discovered. Now, when offenders get into penal institutions a check is made and there will be a tendency towards more accurate response to this question.

MR. McCULLEY: Even if the answers are not completely accurate, certainly the inaccuracies would be covered by the large volume of cases going into the report and, beyond that, there will be a rough picture of the educational level of the people concerned. I agree with Dr. Jaffary.

MISS HARVEY: We think it is of value.

THE CHAIRMAN: I take it that your opinion seems to lie in the direction of keeping this question.

MISS HARVEY: The next heading on the Table is "Residence", and that is the same as it has always been, broken into "Urban" and "Rural".

DR. JAFFARY: I notice that the directions contain no definition of urban and rural. Is the interpretation left to the clerk?

MISS HARVEY: It would be the same definition as that used for Census purposes.

DR. JAFFARY: Does the clerk know what the Census requires?

MR. ROSEBOROUGH: Do the Census people make a distinction now between 'rural' and 'farming'?

THE CHAIRMAN: The fact of the matter is that we have always found difficulty with the distinction between 'rural' and 'urban'. I think you will find that after the next Census the definition will be changed to some extent. I would think that in this case the definition ought to be given.

DR. JAFFARY: What is the actual definition which you would expect to be used?

MISS HARVEY: Incorporated cities, towns and villages are called 'urban'.

DR. JAFFARY: Any incorporated town is an urban location?

MISS HARVEY: Yes.

MR. MOFFATT: What about metropolitan areas where you have municipalities, and where even incorporated cities and towns form part of the metropolitan area? Do you want the rural classification for someone convicted in one of the outlying municipalities?

MISS HARVEY: We accept whatever such municipality records.

MR. NEELANDS: What happens in Kirkland Lake? Kirkland Lake is a post office; it is a place of fifteen or twenty thousand people but it is a township or an area. Where do those returns fit into the Census classification? Do you think they mark it 'urban'?

MISS HARVEY: I think they do. Do you feel that something should be done about defining these?

DR. JAFFARY: I do not know. There are real difficulties in it. It is one of these changing situations, and Mr. Moffatt's point was well taken when he mentioned the overlapping between the metropolitan and the city setting, where you have strip settlements along the highways, and so on. For all practical purposes these people are urban dwellers but their actual location is rural.

There is going to be a good deal of looseness in the thing but I don't know whether anything can be done about it until you get a tighter definition for the Census.

MR. COMMON: We have what we call 'improved districts' in Ontario, and I don't know whether you would call them 'urban' or 'rural'.

THE CHAIRMAN: It is a point which you might leave to the Bureau and when we check up on the Census definition we will see if there is something that can be done.

DR. JAFFARY: There is no related point. This is the residence of the accused persons, or convicted persons. Are these charges or convictions?

MISS HARVEY: Charges.

DR. JAFFARY: What about non-resident transients? Is the residence of a transient given as being at the point of arrest or at the location of the crime? Really he is not a local resident.

MISS HARVEY: I would think the record would be what he said was his residence. It is hard for us to check because we only have 'urban' or 'rural' and we do not know the exact residence. I would say it would be what the man considered as his residence.

DR. JAFFARY: If the accused was charged in Toronto and he was resident in some rural community, we will say in Nova Scotia, which would be indicated?

MISS HARVEY: Toronto.

MR. CHRISTIE: These statistics would not be of much use otherwise. If his home is in a rural area I think his home should be shown as being 'rural'.

MR. STOTT: Is not this figure asked for so that people can decide the proportion of crime in crowded centres as opposed to rural sections? So, if a person's residence in the legal sense was in a rural place, and if he committed an offence in an urban centre or a crowded centre, it seems to me the urban entry would be the correct one.

DR. JAFFARY: You have statistics then on the commission of crime rather than the people who are committing it.

MR. CHRISTIE: I always thought that the big value of this division was to decide whether people brought up in rural areas were more likely to be criminals than people brought up in urban areas.

MISS HARVEY: That is the point I am trying to make. His residence is the place where he really resides.

MR. CHRISTIE: In the example you stated that Toronto would be given as the place of residence.

MISS HARVEY: I must have misunderstood Dr. Jaffary. Was the crime stated to have been committed in Toronto?

DR. JAFFARY: Yes.

MISS HARVEY: And the accused lived in a rural community?

DR. JAFFARY: Yes.

MISS HARVEY: Then, I made a mistake.

MR. MIDDLEMAS: The last known residence would be a good entry in the case of a transient.

MR. STOTT: It is possible to get quite mixed up here. A man might travel around a lot and a proper question would be, "what type of district was responsible for his criminal proclivities?"

MR. McCULLEY: Are there not two conflicting purposes here. Obviously, from the comment made by Mr. Christie, he is concerned over what might be the welfare point of view. On the other hand, these are basically judicial statistics and it might be more important to know where crime was committed rather than the places from which came the persons who committed the crimes. We are at cross purposes in trying to perform two functions.

We ought first to be very clear on the function which is being served.

MISS HARVEY: On the other hand we have an indication of where the crime was committed by the court where the man was tried.

MR. COMMON: It might be of some assistance if you had another line in here indicating where the crime was committed. Then you would have a complete picture of the whole transaction. The court may be indicated but it does not assure you that the offence was committed in an urban district. For instance cases from Newmarket may be tried in the County of York. I think if you had another line which indicated the place where the crime was committed that you would have a more complete picture.

DR. JAFFARY: In which case "residence" ought to be defined as 'the usual place of residence'.

MR. COMMON: Domicile of the accused.

MISS HARVEY: You would still have just "rural" and "urban".

MR. COMMON: That division is quite all right.

MR. MIDDLEMAS: If a man leaves Toronto and goes West to do some harvesting and while out there commits an offence, his residence would be urban, and, as Mr. Common suggests, the place where the crime was committed would complete the picture.

MR. NEELANDS: In view of the changes in our economic life you will soon have to use the word 'tourist'.

THE CHAIRMAN: The suggestion of the additional line seems to be generally acceptable and we will make a note of that.

MISS HARVEY: Under "occupation" we get a tremendous number of labourers. We would like to have that broken down as it is such an indefinite category. We do not know whether they are indoor labourers or outdoor labourers. With a little care I think the numbers reported can be reduced considerably. There are a certain number, of course, who are just day-labourers, but there are also others who are in lumbering, fishing, and so on, and we are quite satisfied that a breakdown is possible and that we should not have such a large nondescript group.

MR. COMMON: Have you a suggestion towards that end?

MISS HARVEY: The chief occupation of the accused should be recorded, for example, boiler fireman, machine setter, fisherman, caretaker, and so on, and those we can classify according to the census classification. We try to relate this information to the census to enable us to make a comparison between these statistics and population statistics.

DR. JAFFARY: What is the census framework?

MISS HARVEY: Probably someone else can answer that better than I. In the census there are the large classifications and then there is a great deal of detail given under these larger groups.

MR. JUNEAU: Why would you not get the exact occupation?

MISS HARVEY: It is hard to draw out of the accused what they do.

MR. JUNEAU: Yes, but you leave that to the clerk of the court. According to your own classification you do not cover everything. Where does a minister go? Where does a lawyer go?

MISS HARVEY: They would be entered under professional service.

MR. JUNEAU: But not under the classification you have here. The clerk tries to follow this list.

MISS HARVEY: Would you look at page 14 of the Report.

MR. JUNEAU: Have you got the exact occupations?

MISS HARVEY: Yes - the occupations are the same groupings as the census was, and when they are broken down in the reports we can put them into their proper groupings. When we just get 'labourers' we cannot do anything and you can see the terrific number that accumulate. The totals are on page 18. There are 17,000 labourers out of a total of 44,000.

MR. COMMON: I think that is a matter that can be well left to the Bureau. You are probably better equipped than anyone to work that out. If you can break it down it would be much better but we all know how difficult it is.

DR. JAFFARY: I will ask this question for my own information and guidance. Would you want to get here the real occupational skill of the person - his main activity, whether he is a labourer, a clerk, or a professional? There is no particular value, is there, in knowing in what area he is working.

Somewhere in my mind I have the idea that you use a double-barrelled question for the classification. First there is the occupation or skill, and then there is the place in which that skill is exercised. Here you are only interested in the first?

THE CHAIRMAN: Yes, this is purely an occupational classification. It has nothing to do with the classification of occupations by industry, or by industrial activity, such as working over a counter or things of that sort. I think if you wanted a cross classification like that it would be a big job.

DR. JAFFARY: No, I do not see any point in that but I was wondering if you made certain broad groups yourselves, for this Table on page 18. I take it from the Table on page 18 that it is almost a second kind of classification. "In what kind of setting does the man work - e.g., entertainment, sport, electricity, light, power." He might be a labourer in entertainment, sport, or electric light and power. Where do you get that information?

THE CHAIRMAN: I should think it would be difficult to sort out occupation there.

DR. JAFFARY: You have it here and I am wondering where it comes from.

MISS HARVEY: Actually we are going to take 'electric light and power' and put it under 'construction'. This is an old classification and the classification will be revised.

DR. JAFFARY: What I am really asking is whether there is available any sort of simple or fool-proof classification under perhaps eight or ten simple headings which would be a guide to the clerk as to whether a man is a labourer or some skilled or semi-skilled person. Of course I don't know how far you want to go.

MR. JUNEAU: Could this classification not be made here, instead of leaving it to the clerk? The clerk should give the exact occupation and you could re-classify it here under different headings.

MISS HARVEY: We feel that it would be more accurate if they would give the exact occupation and let us do the rest.

DR. JAFFARY: The figures on page 18 are meaningless in some respects. You can be a labourer right across the board. If I want to know from that Table how many labourers have been charged in the year there is a column for labourers, but, if you happen to be a labourer on a hydro project you would be in another column; if you are a labourer in a store property, then you would be in the column for 'commercial'. Could a classification in terms of activity be made in the same process?

MR. COMMON: Could not a note be inserted - 'if labourer, specify type'.

MR. CHRISTIE: I do not think it is for the clerk of the court to worry about. If the people in the provinces put in the exact occupation, then I think that what is required is that your headings be more meaningful.

THE CHAIRMAN: You have got the two systems of classification mixed up. You have actual occupation and you have industry. If it is stated that a man is an agricultural labourer we can put him in under agriculture, but if it is just stated that he is a labourer, we do not know what group he should be put in. If

there could be some system as suggested, of eight or ten groups, and an attempt made to get information about the industry as well as the occupation it would be fine; but I think it would be difficult.

DR. JAFFARY: It is not easy but it might be an improvement.

THE CHAIRMAN: It is a good point and we will see what can be done.

MR. MIDDLEMAS: Does "agriculture" now include only farmers and not labourers at all?

THE CHAIRMAN: I presume that under "agriculture" you would have people who are farmers. Among "labourers" there are probably agricultural labourers.

MR. CHRISTIE: Yes, now the farmers are capitalists.

THE CHAIRMAN: I think you can leave the matter with us.

DR. JAFFARY: It is a technical question and you people are best qualified to look after it.

DR. SCHRAG: I think that some of the examples given here are a little confusing. In my own attempts to compile statistical information I have never been too sure of the situation, and I think Dr. Jaffary's point was well taken. I think that we should have agricultural labourers, construction labourers, labourers in the lumber industry, and so on, whereas, in your example you ask for a specific function in the industry. I think that the majority of the clerks of the court would give better answers if they were instructed to deal with the matter as Dr. Jaffary suggested.

MR. CHRISTIE: I think that we are interested in knowing whether they are white collar clerks, whether they work with their hands, and so on.

MR. JUNEAU: Under what heading would you classify those sentenced for espionage?

THE CHAIRMAN: I think that you had better leave that question for us to worry about.

MISS HARVEY: The next matter is "Religion". We have asked for a breakdown of denominations and we published the break-down on page 19. We would like to get even more particular information but it is hard to persuade people that they are anything else but members of a general faith. I would like to have the opinion of the meeting as to whether denominations are necessary. We could just have four groups, Protestant, Roman Catholic, Jewish, and other.

MR. JUNEAU: I would make the same suggestion that I did before, that is, that the exact religion should be stated, and then the Bureau can make the classification.

MISS HARVEY: We ask them to specify the religious denomination.

MR. STOTT: What is covered by "protestant"?

THE CHAIRMAN: If we spelled this out a little further and quoted some of the denominations it might help a little. I don't think there is any misunderstanding as to what we want - it is to get more exact answers from the accused.

DR. JAFFARY: The Chairman's suggestion is to the effect that if you had an approved list of denominations the clerk might find it helpful.

MR. CHRISTIE: When you set up categories there is the difficulty that the categories will not cover all the cases.

MR. MIDDLEMAS: Would the words 'religious denomination' help?

MR. STOTT: I believe that there are three hundred different religious sects in the United States and I suppose the heading "protestant" is meant to cover all those who are not Anglicans, Presbyterians, etc.

MR. CHRISTIE: We would be interested in knowing how many offenders belong to the various evangelical groups. We find that a large number of our juvenile offenders come from places where they have been subject to this high pressure type of religion. How we could get that information I do not know.

MR. COMMON: Again this type of information is very unreliable. My experience is that a great many people give the wrong religion for the very fact that they do not want to associate themselves with a background of religion. If they are Roman Catholics they say that they are Protestants. That is the experience in our Province.

THE CHAIRMAN: Do you think that the information is so inaccurate that it is of no use?

MR. JUNEAU: I think you should get the exact information.

MR. COMMON: A man will give his religion as Protestant but when he goes to an institution he will attend Mass.

THE CHAIRMAN: I think the consensus of opinion is that we should retain the question but that we should improve or add to the definition.

MR. JUNEAU: Do you not think that the Resolutions Committee should bring something in on that point?

THE CHAIRMAN: I am sure that Judge Fraser is making mental notes and he will cover all these things.

JUDGE FRASER: We are having notes made of all these possible resolutions.

MISS HARVEY: Continuing with Table I, "Country of Birth" does not present any difficulty except that the offenders do not seem to be able to remember. "Ethnic Origin" however does give us difficulty. The term was not on the old form but we have used it here because that is the expression used by the Census for 'Race'.

MR. NICHOLSON: Do you not think that 'Race' is more descriptive? What was the objection to 'Racial Origin'?

THE CHAIRMAN: The objection was that the word 'racial' has a very disagreeable connotation, resulting particularly from some of the propoganda put out before the last war. Moreover, the information we get in the Census is really meant to give some idea of the social background from which people come. We all know that there are no pure races and we think it is more accurate to use the term 'ethnic'.

MR. COMMON: This information, too, would be at best approximate because there are plenty of good people who are mixtures and they would have difficulty in answering.

THE CHAIRMAN: There are difficulties about the question, but as far as the Census is concerned there are definite advantages in including a question on ethnic origin. Even if the origins are blurred in the cases of mixed marriages, there is some truth, I believe, in the statement that when you are dealing with large numbers, one case balances another. That argument should not be carried too far, but in so far as there are certain elements in the population that are not intermarried they come out in clear relief through this question of ethnic origin. I think it is a very useful thing in showing the progress of the various elements and strands of population and that is why it is a question which is continued in the Census.

DR. JAFFARY: Mr. Chairman, apropos of that, and very much related is the question, "How long has he been in the country?" Would it be possible to add that question to this form? You could ask for "Date of arrival in Canada", or some specific question such as that. I think it is especially necessary in view of the increasing numbers of displaced persons who are coming to this country.

MISS HARVEY: That would come in under "Country of Birth", rather than "Ethnic Origin".

MR. MIDDLEMAS: "Country of Birth", or "Date of arrival in Canada".

DR. JAFFARY: It should be a specific question - "How long has he been in Canada?"

MR. COMMON: How is it broken down in your reports? You would have a lot of information in the report and you could break it down.

DR. JAFFARY: You could break it down into simple period groups - less than a year, from one to five years, five to ten years, and so on.

MR. McCULLEY: In what Table does this show up?

MISS HARVEY: It is a new question.

DR. SCHRAG: What happens to the person of German descent whose people have been in Canada for six or eight generations? We run into a lot of antagonism in the West. Those people say, "Put me down as Canadian" and they will bat your ears off if you don't.

THE CHAIRMAN: There is a misunderstanding, because we do have a question on citizenship. In past census reports we have information that 99% of the people are Canadians, and now, since there is the Citizenship Act, there will be less confusion as the census enumerators are instructed that these questions are not in juxtaposition. There should not be any difficulty.

DR. SCHRAG: I am thinking of hospital practice and the practice in other places where they ask the question and the answer, not always accepted, is that, "We have been here for eight generations, and we are Canadians."

THE CHAIRMAN: They probably don't have a question on Citizenship.

DR. SCHRAG: No.

MR. McCULLEY: Would it simplify matters if a question on citizenship were incorporated in this Table?

THE CHAIRMAN: Suppose we make a note of that and give it some thought. It seems to me that in the field of criminal statistics it would not be so necessary but perhaps it would be so in the field of vital statistics.

MR. COMMON: I may not have followed what Dr. Schrag said - is it suggested that we show whether they are Canadian citizens or not?

DR. SCHRAG: I may not have been clear on ethnic classification but I have run into a great deal of irritation from people and their families on this matter. If you are going to take the ethnic origin, and if you want to break it down into French, Scottish, Scandinavian, and so on, you ought to indicate the number of generations.

MR. COMMON: I think it is important to know whether crime is being committed by aliens or by Canadian citizens.

THE CHAIRMAN: It would be easy to put a question like that in there.

MR. STOTT: The term "ethnic origin" is very obscure. Many Scotch people think they are Scotch but they are really Anglo-Saxon.

THE CHAIRMAN: That is why we got away from the term 'race'.

MISS HARVEY: Next is "Number of previous convictions". The answers to this are perhaps the most inaccurate information that we receive. The majority of the reports show only the previous convictions in that particular court. For the more serious offences the court writes to the R. C. M. P., but if the offences are not serious they just report what has happened to that man in that court. I don't know whether anything can be done about that.

MR. CHRISTIE: If you tied your statistics to persons you would probably be in a better position to assess the ones you want checked. The serious offenders, the penitentiary boys, are smart enough to get in for a short period now and then on a minor charge, and there it might be difficult to decide whether you wished to take a look at their past records. The men who know the angles manage to arrange that they get in for short sentences more frequently than for long sentences.

MR. NEELANDS: You can not tie it to persons until you have exact identification.

MR. CHRISTIE: If you tie your records to persons you are getting somewhere. When a man comes up in a court in Ontario you check into your office to see what his past is. You do it by persons.

MR. NEELANDS: Do you mean regarding prisoners?

MR. CHRISTIE: You have a central registry in your office?

MR. NEELANDS: Yes, but it is not definite. For the great majority it is not sure identification because they are not fingerprinted.

MR. CHRISTIE: No, but a man comes up on a drunk charge. You say that it is a minor offence and that you will send him to Guelph, but you check and you

find that although this is only a drunk charge the man has been in the penitentiary twice before.

MR. NEELANDS: It only applies to those who are fingerprinted.

MR. JUNEAU: When a fellow comes before some courts, a Recorder's Court, or a Magistrate's Court, they know whether he has previous convictions.

MISS HARVEY: Not if he comes from another province.

MR. COMMON: In the larger centres the police know the criminal's record when he comes up. In the smaller centres they must write to Ottawa.

MISS HARVEY: They do not take the trouble to write when the offence is a minor one. I feel that the figures reported are not at all accurate and yet they are important figures.

THE CHAIRMAN: Miss Harvey, have you any suggestions as to how they could be improved?

MISS HARVEY: No, unless it is thought that the courts could have the previous convictions checked each time.

MR. COMMON: The trouble is that very often a man is arrested today, and he comes before the magistrate tomorrow morning. His case is disposed of then, but he might have a record as long as your arm, but to all intents and purposes he has no previous convictions. In the larger centres they have these records and there is no difficulty, but in the smaller centres there is a difficulty. In the smaller centres the man may come up this morning, be tried summarily, and be disposed of.

MR. MIDDLEMAS: Unless the man admits a record the answer of necessity must be "previous convictions - unknown".

MR. CHRISTIE: I think that is one further argument for reporting according to persons because, otherwise, you will have no check. If you get one of these smooth talkers from another province you just cannot check on him.

THE CHAIRMAN: Until such time as there exists in each province a proper central registry there would not seem much that you could do.

MR. CHRISTIE: A central registry in each province is not of much use; it must be in Ottawa. Unfortunately when you do check it takes ten or fifteen days to get a reply from Ottawa and by that time the person is disposed of.

THE CHAIRMAN: Apparently there is nothing we can suggest.

MR. COMMON: There is some benefit in the provincial central registry. Ours is and has been used over the years very largely by the R. C. M. P. officers in Toronto, by the Provincial Police, the Municipal Police, and even by the Army and the Air Force. It was used also for checking on members of the W. R. C. N. S. and the C. W. A. C. We have people coming in regularly to check on offenders and there is a real benefit in a provincial registry.

DR. JAFFARY: Could I ask whether the R. C. M. P. have ever given thought to the establishment of a registry for non-indictable offences?

MR. BULLARD: The Identification of Criminals Act only allows for fingerprinting in the case of indictable offences. Those who are arrested and charged with an indictable offence may be fingerprinted but no one else may.

DR. JAFFARY: You have not the legal power to do so.

MR. BULLARD: No.

CHIEF ROBERT: Why do you not collect the same information for people whose cases are dismissed - for acquittals - as you do for people who are convicted? From a research point of view that information would be extraordinarily valuable. When the form is of this nature it could be done.

DR. JAFFARY: Why is it not collected for all persons charged?

MISS HARVEY: The reason is that our system is based on convictions.

DR. JAFFARY: I asked earlier whether these reports were applicable to all persons charged, or whether they are just for convicted persons. You only have detailed information, apparently, on convicted persons although the form is returned incomplete on all the rest.

MISS HARVEY: Yes, the form is returned with just the name, sex, and age of the persons who are acquitted.

DR. JAFFARY: Are we not interested in getting the same information on people who are charged?

MISS HARVEY: They are not considered to be criminals.

DR. JAFFARY: Is not the charge the serious thing - rather than the disposition?

MISS HARVEY: That is a difference in point of view.

DR. JAFFARY: Is there any reason, legally, why the information could not be obtained on those who are acquitted, as long as they are charged.

MR. COMMON: If a person is acquitted he is just like you and I - a free man. Frankly, speaking for myself, I see no reason why you should have any information on a man who is acquitted, and certainly it should not be detailed information.

JUDGE FRASER: In some cases where there is an acquittal, there is, in fact, no offence at all.

MR. COMMON: No, there was no offence at all. The theory is that he stands, in the eyes of the law, just as pure and undefiled as you and I - although probably we are not of that standard.

THE CHAIRMAN: Is there any other point of view?

MR. JUNEAU: These are criminal statistics and the report should show only the number of acquittals.

MR. COMMON: Perhaps the numbers, but not more.

MISS HARVEY: The numbers acquitted or dismissed are shown, but the details are not shown.

DR. JAFFARY: You do have the disposition of lunacy and mental hearings.

MR. MIDDLEMAS: Do the clerks of the court give you the names of the people who are found not guilty?

MISS HARVEY: The name is entered on the form.

MR. MIDDLEMAS: It is?

MISS HARVEY: Yes.

MR. NICHOLSON: How do they know enough to complete the form? Is this filled out after disposition of the case?

MISS HARVEY: Some of them are filled in from the court record and are completed at the time the disposition is known.

MR. NICHOLSON: They are not filled in when the person is taken into custody.

MR. MIDDLEMAS: You have a column headed "acquitted".

THE CHAIRMAN: I take it the consensus of opinion is that we shall have to keep to convictions.

MR. ROSEBOROUGH: These forms are made out with the name of the accused, whether he is convicted, and I don't see why you don't get the same information from a person accused as from a person considered to be a criminal.

DR. JAFFARY: There is a real question of civil rights. If you go on trial and are acquitted you are a free man and you are under no obligation to give any information at all. You have all the rights of a dismissed person.

MR. MIDDLEMAS: These forms will not be made out by the court until the man is convicted. If there is no conviction they will not make out a form at all?

MISS HARVEY: Yes, the form is made out but the details are not filled in by the clerk. He fills in the name, the sex, the age, and then below, the offence with which the person is charged. Then, if there is an acquittal the clerk writes "acquitted" instead of filling in the rest of the form.

MR. MIDDLEMAS: Instead of sentence or other disposition the clerk puts "acquitted".

MISS HARVEY: I think it would have been better if we had had a column "acquitted" instead of having to have the word written. It could have been completed merely by a check mark and that is one weakness of the form.

THE CHAIRMAN: We might improve that.

MISS HARVEY: I think too, that "date of conviction" is poor. I think it should be date of trial. Those are the two weak spots in the form. We put in the column "multiple convictions" to avoid unnecessary clerical work. If a man is charged with six thefts - the number of the section of the Criminal Code and

then the figure "6" is inserted instead of writing "theft" six times.

In the last group of columns we tried to take care of Dr. Jaffary's request that we secure figures on "probation". I do not think the results will be good this first year, because we are getting too many marked "on probation" and, as you know, there are very few of the provinces which have set up a probation system. Under Section 1081 of the Code, Section (i) says:

"That the court may direct that he (the offender) be released on his entering into a recognizance with or without sureties, and during such period as the court directs to appear and receive judgment when called upon, and in the meantime to keep the peace and be of good behaviour."

It is that Section which is being reported as probation when, actually, what is required is action under Section (v) which says

"The court in suspending sentence may direct that the offender shall be placed on probation for such period and under such condition as the court may prescribe ... and that during such period the offender shall report from time to time as the court may prescribe to any officer that the court may designate and the offender shall be under the supervision of such officer during such period, and the officer shall report to the court if the offender is not carrying out the terms on which the sentence is suspended, and thereupon the offender shall be brought again before the court for sentence."

I do not think that these answers will be just what we want. We should have inserted the number and section of the Code. We have it on the other form for non-indictable offences but not on this form.

MR. NICHOLSON: This form suggests that the information should be on Criminal Code offences.

MISS HARVEY: Yes, but there are certain provincial statutes that should be included.

MR. COMMON: And offences under the Narcotic Drugs Act - they are indictable but are not contained in the Code.

MISS HARVEY: I think that there should be some place on this form where those entries can be taken care of.

MR. COMMON: Could that not be done by making an amendment to the column "C.C.Section" which would add "or Statute".

MISS HARVEY: We would want the statute itself put in and not just a figure for it.

MR. COMMON: There are many other indictable offences and it will be pretty hard to get a word to cover the situation. Could you have the heading read "Statute and section"?

MISS HARVEY: When it has been questioned we have advised people that they should write it in. It is a point on which there should be some direction and something should be done about it.

MR. COMMON: You could put in "Statute and section", instead of

"C.C.Section", and you would get over the difficulty.

MISS HARVEY: We have had people ask whether withdrawn cases should be recorded. The directions we have state that only cases tried are to be returned and we consider withdrawn cases would come under that but it has to be worded some other way.

MR. NEELANDS: Is not that tantamount to acquittal?

MR. COMMON: In the result it is exactly the same. The person is not convicted, that is a certainty.

MR. MOFFATT: They might be proceeded against again.

MR. COMMON: Yes.

MISS HARVEY That concludes my remarks on this form unless there are some other questions.

MISS JACKSON: Perhaps I should not have to ask this, but is there any way of determining how many people have to go to gaol because they cannot meet the question of the fine? Some of us are rather concerned about the number of people who do go to gaol because they are unable to meet the fine. Have we any way of accounting that would give that information?

MISS HARVEY: That situation as a rule arises for non-indictable offences and we really do not show that. If it is a fine with the alternative of gaol we put it under "fine", but if the individual eventually goes to gaol that is not recorded. The disposition was really a fine.

MISS JACKSON: I think that there is a good deal of feeling amongst people active in the penal field - and Dr. Jaffary can confirm this - that considerable damage may be done to people in that way and, from the social point of view, I think that the numbers should be counted.

MISS HARVEY: I think the situation is taken care of by authorizing payment of the fine in instalments.

MR. COMMON: They can pay in instalments and if they can pay some of the fine and have to spend the remaining time in gaol it is calculated on a pro rata basis. If the offender pays half of the fine he may be released in half of the time.

MISS JACKSON: Is that provided for in Ontario by statute?

MR. STOTT: There is a summary jurisdiction in Alberta which covers the point and it also covers suspended sentence.

MR. MOFFATT: There is provision made for the giving of time for the payment of a fine.

MR. CHRISTIE: It does not operate that way in Saskatchewan.

JUDGE FRASER: I will just say a word following up the feasibility of getting the information about which Miss Jackson speaks. Sometimes a man in default of a fine goes to gaol. He is entered as going to gaol. During his period in gaol he will sometimes be able to scrape up the fine and he is released. He has spent part of the time in gaol and he has paid part of the fine and I think

it would be rather difficult to keep track of all those cases.

MR. COMMON: It would be impossible.

MISS JACKSON: It would be impossible where he has already gone to gaol.

JUDGE FRASER: A lot of them do just that.

DR. JAFFARY: If he receives a gaol sentence with the option of a fine, then, from the social point of view what you want to know is whether he goes to gaol because he does not have the money or because he does not choose to pay it.

MISS JACKSON: How many go to gaol because they do not wish to pay?

JUDGE FRASER: Quite a few.

MISS JACKSON: I just wondered whether the number was sufficient, statistically.

DR. JAFFARY: In the odd case you have a heavy fine with a relatively short gaol sentence in default and it makes it economically better to work it out in gaol.

MR. COMMON: Is there any social problem?

DR. JAFFARY: Yes, and I think it is the kind of thing we can realistically get at by special study where you could get the detailed information you need.

THE CHAIRMAN: I think that brings us to the conclusion of the discussion of the indictable offences.

MISS HARVEY: I think that it might be well to consider the form for reporting juvenile delinquents as it is very similar and we might finish it this afternoon.

The form for reporting juvenile delinquents is at page 13 of the Conference folder. (Appendix I). We have changed a good deal of the information which was required before, because, statistically it was not of value. "Type of home" - whether it was a good home or not, was one of the items. Another was "mental status, and physical status of the delinquent". Except where there are well established courts that information is found to be most superficial. Probably the home is never seen and it is assessed by how the parents look when they come to court. As far as the child's physical condition is concerned it is decided by whether the boy is fat or thin, or something of that sort. Until we can get more definite information it seems to be of no value to go on using these questions. If we print the figures they are taken as on good authority, but as they were of no value, we dropped them.

The top lines are much the same as those on the report which you have just finished except that on the second line there is a little box in which is to be shown the total number of informal cases or occurrences handled during the entire year. That has no relation to the form on which it is. It is only filled in on the last form that is presented to us and it gives us the total figure for the year. We put it there simply because we didn't want to issue another form for that one item. In a way it is perhaps a little confusing because it doesn't relate to the form, but it does have a value.

Item I of the directions says, "The total number of occurrences, informal or unofficial cases during the year should be entered in space at the top right corner on the last completed form".

Just what results we shall get I do not know as this is the first year we have tried it.

DR. JAFFARY: Where is it specified that the individual form applies only to the more serious cases.

MISS HARVEY: The individual form applies to all cases that come before a judge.

DR. JAFFARY: Those that come to a hearing?

MISS HARVEY: Yes. And the little box takes care of all those cases which are not handled in court or not actually recorded.

DR. SCHRAG: May I ask the purpose of that?

MISS HARVEY: To get the record.

DR. SCHRAG: That was really discussed pretty well this morning.

MISS HARVEY: It is felt that we do not have a picture of delinquency because we only have a record of the more serious delinquencies - those which come before the courts. If we had a full picture of the number of delinquencies in Canada it would be very valuable, but we can never get a complete record for either adults or juveniles. This is a step towards getting a better picture.

DR. SCHRAG: Does the information tie in with the statistics which you are getting from the welfare agencies?

MISS HARVEY: They would use it to see whether when this number goes up the cases of delinquency go down.

DR. SCHRAG: Can you obtain that information from the agencies?

MISS HARVEY: No.

MR. NICHOLSON: In a lot of cases the welfare departments would be in a better position to fill in the forms because the officers of the welfare departments often go to court and have a lot to do with investigating juvenile delinquencies. The court, on the other hand, would not have the full facts. The Juvenile Delinquent Officer is employed by the Department of Health and Welfare - at least in our Province - and he would be in a much better position to give this information.

MISS HARVEY: They very often supply the court with detailed information so that the clerk of the court can fill in this form.

To proceed - "rural" and "urban" applies here as it did on the other form which we discussed.

MR. COMMON: I see you have had a definition inserted in the directions.

MISS HARVEY: Yes. We have inserted "occupation of mother" - in

addition to that of the father. That is something which we did not have before, and we think that it has quite a bearing on delinquency.

"Marital status" is broken down more than it was before as to whether the parents are living together, or separated, and whether there is a stepmother or stepfather. We think those things are important. We ask the school Grade and the age at leaving school. We are of the opinion that this is a better question than 'mental status'. At least we will know if a boy was sixteen in Grade 4.

MR. NEELANDS: When you are describing a "homemaker" are you taking it for granted that the father is responsible for the delinquency if that is the entry?

MISS HARVEY: No, but certain people thought it would be helpful. When these forms were revised, the courts in the bigger centres were consulted as to what they needed. The agencies were consulted as well so that these changes have not been put in because we alone thought it was a good idea but as a result of requests. Some of the changes may not prove worth while but at least we are trying them out.

DR. JAFFARY: Dealing with "source of complaint", you have no category for sources other than those specified?

MISS HARVEY: We have been asked to put in one for "other persons". We have only got parents or relatives, and police, but very often another person, not related, hands the child over to the police and the police brings him in. There might be a reason for a category there of "other sources".

JUDGE FRASER: Wouldn't it be better to have that than to have the last classification, "other court"? What had you in mind there?

MISS HARVEY: When a boy is picked up in some other locality and the court there hands him over to his home-town court for disposition.

JUDGE FRASER: Has he not got to be tried where he has committed the offence?

MR. COMMON: Ordinarily, I think he must be.

JUDGE FRASER: I think so.

MR. COMMON: Of what value would that question be?

MISS HARVEY: If it is not necessary we should strike it out.

JUDGE FRASER: You could use it as a space for "other person".

MR. COMMON: I do not think that it is relative.

MISS HARVEY: Next the "number of previous delinquencies before judge" - "before judge" was put in because we have to limit it. We have not got a record of those previous delinquencies handled informally so there has to be something definite when he is brought before the judge.

MR. COMMON: What about other jurisdictions?

MISS HARVEY: It means any jurisdiction.

MR. NEELANDS: Why do you not say "before the courts"?

MR. COMMON: He is not delinquent unless he has been found delinquent.

MISS HARVEY: He may have had other delinquencies but not so serious as to be handled before a judge.

MR. COMMON: Does the question relate to that situation?

MISS HARVEY: We just want to be satisfied that we receive the one figure which is not to take occurrences into account.

MR. COMMON: I would think "number of previous delinquencies" would be correct. He is not a delinquent unless he has been found to be delinquent by the court.

MISS HARVEY: Legally that is right but it is not the common interpretation.

JUDGE FRASER: You will not find many delinquencies outside of the jurisdiction of the court trying this particular child. First, there are not many juvenile delinquents who move around, and second, unless he tells you that he has been in trouble elsewhere and you write to another juvenile court to find out, you will not, as a rule, have much of a record outside of that in the court before which he comes. Most juveniles have remained in the area unless the family has moved. I think you should just strike out "before judge" and then if you found any other delinquencies outside of your own court you could put them in.

MR. CHRISTIE: I cannot subscribe to this idea that a person is not delinquent unless the court says he is delinquent.

MR. COMMON: You have to take one position or the other on the question of statistics. He is either a delinquent or he is not a delinquent.

MISS HARVEY: Because of the general idea that there may have been other delinquencies we felt we had to put in those words.

DR. SCHRAG: I think that it is necessary to realize that we have two concepts here, one being the legal concept, which we are to discuss here, and the other being the social concept in which many of us are vitally interested.

My work is to prevent these people from getting to the courts and I think it is well shown that there are anywhere from ten to twenty delinquencies committed for each conviction. However, I think this section of the form is a good start and it will lead to something else.

THE CHAIRMAN: It is as far as we can go now. Is there any objection to making this read "number of delinquencies before the court"?

MR. NEELANDS: I think that would do it.

MISS HARVEY: The next column headed "time of delinquency" was requested by several people. It remains to be seen whether we shall get anything from that. There are so many delinquencies which cannot be timed - incorrigibility, for instance. You cannot pin it down to day or night. However, we will try this out.

We also had a request to try and get some records about "gangs" but

according to the courts that seemed impractical. It may be six weeks after the court hearing before it is known that more than one or two children are involved.

"Nature of the delinquency" has to be written out because there are such varied forms of it, and the "disposition" has to be written out as well.

DR. JAFFARY: What do you expect to receive under "Nature of Delinquency", the charge against the child?

MISS HARVEY: Yes.

DR. JAFFARY: The actual charge?

MISS HARVEY: Yes, and if he is charged with several things it will be the most serious one that will be recorded.

MR. CHRISTIE: Could you give us a little more information on this matter of times? What was the purpose?

MISS HARVEY: It is hoped that it will be a guide as to when delinquencies are committed - whether most of them are committed at night, in the afternoon or in the morning.

MR. CHRISTIE: It seems to me that it might also be tied to Saturdays or Sundays.

MISS HARVEY: Or whether it was May or June.

MR. MOFFATT: You have "Date of apprehension". Is that the date of the delinquency? Do you want the date of arrest or do you want the date of commission of the offence?

MR. COMMON: You have to stop someplace. I think probably the date of the delinquency is more important than the date of apprehension.

MR. MOFFATT: That would tie in better with the date of the commission of the offence, if you had it.

MISS HARVEY: The idea was to get some indication of how long these children are kept waiting between the time they are apprehended and when the case is heard. Where the courts are well established it is a short time but in other cases it is a long time. Sometimes these juveniles are detained in places that are really not juvenile detention homes. That is the sort of thing we want to get from that question.

MR. MOFFATT: You could ask for the length of remand, and that would give it to you.

MR. JUNEAU: Or last hearing and first hearing.

MISS HARVEY: No, because some of them go on and on and on. The case is not finally disposed of for months and it amounts really to treatment.

MR. JUNEAU: They are kept in houses of detention, I suppose.

MISS HARVEY: If they are committed to an institution it is for a definite period, but the cases where they are put on probation and brought

forward are the ones that are hard to terminate.

MR. NEELANDS: There is a point about the word "apprehension". Some of them are not apprehended.

MISS HARVEY: Yes, that has been questioned. There are voluntary commitments and they are not apprehensions but that can be got over by referring to the date of the delinquency. Do you not think that can be determined?

MR. MOFFATT: I think that all you can do is to ask for the date of the charge. I do not know whether it will always be exact, but it will be pretty close.

MR. CHRISTIE: It seems to me that this time proposition is a pure waste of effort unless you have the date.

MR. MIDDLEMAS: How about putting "time and date of delinquency"?

MR. CHRISTIE: Instead of ticking it you could put the date.

MISS HARVEY: That takes more time.

MR. STOTT: Does it serve any purpose at all?

THE CHAIRMAN: There seems to be some doubt about that. There are three columns headed "Time of delinquency". Does that seem to be useful enough?

MR. MOFFATT: I do not know where the suggestion came from but I imagine perhaps some of the juvenile courts are going to use these cards as their records and I suppose they were trying to get on the form such information as they could. It would be very useful if they were to keep a duplicate of your record. I do not see any objection to it, but I think date of offence would be better than the date of apprehension.

JUDGE FRASER: The date of the offence is going to be very hard to determine, but I am in favour of the time of the delinquency. It ties in with the Curfew Law. I don't know what the Curfew Law is in other provinces but this record will show whether it is being obeyed. I find that a record of time is used a good deal in my court. In the case of an incorrigible boy we cannot refer to time but if he is caught out after nine o'clock it is a first step.

With respect to the date of the offence, you may find that a boy comes in charged with a specific offence, for instance stealing from milk bottles. The police may know that there has been an epidemic of thefts from milk bottles for the past year and eventually the boy will tell the police that he has been doing that for months. The date of the offence is not going to be conclusive in lots of cases, and I do not think that it is very important but I do like the idea of the time being recorded.

I might say that I did not suggest the inclusion of time on these forms. We have our own records for the purpose anyway. The question of whether the children are out late at night comes up often, and the matter is so important that the Province of Ontario has had a Curfew Law for twenty-seven years. There are often suggestions made in the papers that we should have a Curfew Law as apparently people are not generally aware of the fact that the law is now in full force and effect. If there seems to be a lot of children breaking into places after nine o'clock at night in Ontario, the parents can be approached and asked whether they realize that they are to keep the children in after nine o'clock.

I certainly prefer that column to the date of apprehension, or the date of first hearing. I know that it is different where there is no juvenile court, but certainly as far as the juvenile court is concerned that first column is very, very useful.

MR. CHRISTIE: I think that a more positive use of a record of time might be to see whether crimes are committed during periods when these youngsters are on leisure time activity, or when they are at school; whether offences are committed on Saturday afternoons or on Sundays. It might be an indication that we require something in the way of additional recreational facilities in the areas in which delinquencies are being committed. We might find that in areas where there are recreational facilities that we don't have delinquencies at those times. I cannot see the suggestion that a boy will not commit a crime because he is being kept in by his parents. It seems to me that if a boy commits a delinquency to satisfy a certain desire that bringing him in before nine o'clock will not prevent that delinquency. He is just going to commit it before nine o'clock.

MR. NICHOLSON: Lots of times the officials cannot catch them at the actual delinquency but this time matter is used to bring the offenders before the court. The police may not be able to catch a boy stealing from milk bottles but they may catch him out after nine o'clock. Afterwards, when they bring him to court they may find that he has been stealing from milk bottles.

THE CHAIRMAN: Shall we let this column stay as it is? There does not seem to be any very decided opposition to it?

Delegates: Agreed.

What is your wish with respect to "Date of Apprehension"? Judge Fraser has given us an argument against changing it to "Date of Offence". Shall we leave it as it is?

What do you favour, Miss Harvey?

MISS HARVEY: There would be a definite record whereas a record of the date of offence would be open to error.

MRS. SINCLAIR: If there were long gaps between the date of apprehension and the date of the first hearing it would be well to have the record.

THE CHAIRMAN: Are there any who are really strongly opposed to letting this remain as it is - "Date of apprehension"?

Is it agreed that we shall accept that column as it is now?

Delegates: Agreed.

Are there any other questions relating to this form? If not we shall adjourn now and we will meet tomorrow morning at 9:30 a.m.

FRIDAY, MAY 20th, 1949

MORNING SESSION, 9:30 a.m.

Mr. H. Marshall, in the Chair.

THE CHAIRMAN: We shall resume our discussions and I will ask Miss Harvey to continue.

MISS HARVEY: Will you turn to pages 11 and 12 of the Conference booklet. (Appendix G). You will see there the form used for summary convictions. We referred to this several times yesterday. It is used principally in magistrates' courts and in family courts where there are adult persons convicted under the Juvenile Court Act. The Form has been in use for two years and there has been a great deal of correspondence over it. It has been slightly revised and it may be that there are some comments you would like to make on it here. The items questioned most are those which are starred. There is a note saying that if they are tried under the Summary Trials Act they should be entered on Table I and not on this form, Table II. Assault can be entered either way. Previously it was always entered under the Summary Trials Act. It really means that there are two sections for this offence - indictable and non-indictable.

MR. COMMON: I think there should be two sections.

MISS HARVEY: Heretofore it has always been classified as indictable but when it is recorded as a summary conviction we think it should be so tabulated and not transferred to the other class. It means that such offences are listed in two places except that on this form we only list common assault. All other assaults go on the other form.

I am often asked why we list incorrigibility on this Table II. We do so for the benefit of the provinces that have juveniles up to 18. We class 16's and 17's as adults because, for our Reports, we consider that a juvenile is only up to 16 years of age. When reports come in for those 16's and 17's we transfer them to the adult grouping.

MR. NICHOLSON: Should they not be included in the records of the offences which they have actually committed?

MISS HARVEY: It is recorded as "incorrigibility" and when they are considered adults, as there is no classification, we have to make this entry.

Number 27 is starred. I do not think it should be dealt with quite this way. Joy-riding, and taking a motor vehicle without the owner's consent should be on this Table II.

Petty theft is always questioned. We include under petty theft, larceny or thefts under twenty-five dollars.

MR. COMMON: I would suggest that we use just plain "theft".

MISS HARVEY: And not use the word "petty"?

MR. COMMON: No.

MISS HARVEY: We are asked many times why we have theft on here at all.

I feel that we have to have something to show that it is just minor theft.

THE CHAIRMAN: Are there any other suggestions?

MR. COMMON: Has Mr. MacDonald anything to say on this point?

MR. MacDONALD: No, I have no suggestion but I am just wondering why theft is included on this Table in view of the other classifications.

MISS HARVEY: It has always been included.

MR. MacDONALD: Unless my memory is skipping a bit, and Mr. Common can straighten me out, I cannot think of a petty theft that is triable by way of summary conviction.

MR. COMMON: No. I think in our Province, and I think generally in Canada, it is under \$25.00.

MR. MacDONALD: Yes, triable summarily if under \$25.00?

MR. COMMON: Yes.

MR. MacDONALD: But there is no type of theft punishable on straight summary conviction?

MR. COMMON: No.

MR. MacDONALD: The inclusion of any kind of theft would be rather out of the questionnaire's scope.

MISS HARVEY: Do you mean that it should come off this list altogether?

MR. COMMON: I would think so.

THE CHAIRMAN: Is there any disagreement on that?

MR. NEELANDS: How can we disagree with these 'legal lights'?

MR. COMMON: I really think that it should come out.

MISS HARVEY: Do you think that 'failing to remain at the scene of an accident' should be on this list? It can be tried summarily, just the same as drunken driving.

MR. MacDONALD: I suppose there are two possible classifications. One classification would be for all offences that can be tried by indictment - indictable offences - notwithstanding how they are tried, and the other classification would be made by taking them as they are tried - that is offences punishable both by summary conviction or by indictment, classifying them by the mode of trial.

I should think that would be a better classification because in each case the Crown has an election as to how it will proceed, whether by summary trial or indictment. I think that is an indication that, under the circumstances, it is a less serious type of offence and it should be classified as a summary conviction. In that respect I should think this would be proper.

MR. JUNEAU: Is this form filled in by the clerks of the court?

MISS HARVEY: Yes. We have had this in use for two years. Previously we used a form where all the names of the offenders were written out, with the offences and the date of the convictions, the sentences, including the amount of fine. That meant that every traffic offence was listed. The information was not used in our reports at all so we decided to ask only for totals. The clerk, instead of taking the time to write out those details which were not used, simply compiles this form giving the total number of offences opposite the crime, and under the sentence, and whether committed by a male or female.

THE CHAIRMAN: Are there any comments?

MR. COMMON: I see that bawdy-house frequenters are listed on the second line.

MISS HARVEY: Keepers are included on Table I.

MR. MacDONALD: I am just wondering about Item 12, "gambling".

MISS HARVEY: That means "found-ins", and the keepers are included on Table I.

THE CHAIRMAN: Well, it has been suggested that Item No. 3, should come off this questionnaire and that there should be an additional item, that of "failing to remain at the scene of an accident".

If there are no further suggestions we will proceed to the next form.

MISS HARVEY: The Tables for Appeals are at pages 14 and 15. (Appendices K and L). We have made a slight change in the order of the columns. We think that the present order is more logical and easier to follow. We added one column for appeals withdrawn or abandoned.

MR. COMMON: This deals with appeals from summary conviction?

MISS HARVEY: There are two forms, one for appeals from indictable offences and another for appeals from convictions for non-indictable offences.

THE CHAIRMAN: Are there any comments?

MISS HARVEY: The next matter is the Police Statistics reports, found on page 16 of the booklet. (Appendix M).

Police statistics show police activities. We do not use these figures in compiling criminal statistics. We use only the figures submitted by the courts.

The Police Statistics are published annually. They also appear in the Canada Year Book. Up to 1947 reports were received from Chief Constables of cities and towns of 4,000 and over. We had a request from one of the provincial police forces to enlarge the scope of the statistics so as to do justice to the work of the Canadian police as a whole. They were aware that the Canada Year Book is circulated in many countries and, naturally, they wanted as complete a picture as possible to be published. In response, last year we endeavoured to get figures from the provincial police, the R. C. M. P. in those provinces where they act as provincial police, and the railway police. We have had good co-operation from the provinces and, although our first attempt to publish these

figures was pretty sketchy, we expect returns to be much fuller this year. If this interest in statistics shown by the provincial police would spread throughout the Chief Constables Association, we might eventually get accurate reports.

We have made a real effort to improve these reports. In consultation with the R. C. M. P., and the Chiefs of Police in the larger centres, the report forms have been reworded and revised. The forms have been explained where personal contacts have been possible, but, in spite of this, one in every three reports had to be returned this year to correct discrepancies that were quite obvious to us. There is more difficulty over "offences known", "offences successfully dealt with", and "prosecutions" than any other items.

Someone has said that offences known to the police are as illusive as deciding whether a given painting is art. "Offences known to the police" include all offences known or reported to the police, whether through police officers, citizens, prosecuting or court officials, or other sources. They also include the reports of attempted crime, such as attempted burglary or robbery. In other words, "offences known to the police" are the complaints received by the police.

"Number of offences dealt with by the police" are those that are cleared up. This number would not necessarily be the same as that for "offences known to the police". For instance, a person may lay a complaint and then withdraw the charge before police have investigated; or a theft may be reported some time after it has happened and nothing can be done by the police, as it is known the suspect has left the country.

"Number of prosecutions" will be less than the "Number of offences dealt with", because not every investigation ends in a prosecution, nor will this number equal the "number of arrests", for prosecutions are related to charges and arrests are related to persons. A person may be arrested on suspicion and released without court action.

We had planned to send out definitions and directions with the forms, but were advised against it as it was maintained they would not be read and would only annoy. I believe that only when we get a real desire among the police forces themselves, to have an accurate picture of their activities will better results be achieved. Perhaps the Chief Constables Association would be prepared to give the lead here and, as a stimulus, the Bureau could have a reprint of the police statistics mailed to all Chiefs of Police who submit reports. They would then see how their reports compare with others and this might provoke discussions when they meet at conferences and gatherings, and result in improvements.

I had hoped there would be a representative here from the Canadian Association of Chief Constables but evidently he was not able to come.

There is, of course, opportunity for overlapping in these reports. For instance, the railway police may arrest someone and hand him over to the municipal police who also record an arrest.

There are other figures in the report which have been questioned, and well they may be. If you turn to page 150 of the Report itself, you will find one item that is often quoted as being inaccurate. It is the number of motor cars lost and found. You will see from page 150 that in Montreal some 1,100 cars were lost but that about 1,400 were found. That is quite natural because cars are brought into Montreal and more are found there than are lost there, although you might think it should even out.

MR. JUNEAU: Cases are reported by both municipal and provincial police and I think that is how it comes that more cars are found than are lost.

MISS HARVEY: This report is from municipal forces. The provincial reports are in another section.

If you look at the totals for Canada on page 154 you will see that we get over 100 more cars in a year than we lose, so it is quite profitable.

Another matter that causes trouble is that of the value of property lost and found. The value of the property lost is that set by the owner in his statement to the police. When you lose something you always think that it is pretty valuable. Of course, when the property is found it should be checked off against that amount. My friend, Chief Robert, says that no police force can find the same amount as was lost, but I think in the smaller places it might be possible. As you can see there are a good many of the lost and found figures which are just the same. There are some very large figures though, and we try to clear up the apparent discrepancies by sending back the reports to such places, for example, to Pointe Claire where there was \$7,000. lost and \$17,000. found, and to Long Branch where they found \$7,000. but lost only \$2,000. In these two places the explanations were satisfactory.

CHIEF ROBERT: That might be accounted for by the fact that merchandise from other cities is found, the same as for cars and that should not be included.

MISS HARVEY: This sort of thing would be cleared up if we got the police interested. They would only report as found what was lost in their own town.

CHIEF ROBERT: These figures may show recoveries during the year of goods stolen the previous year. In the case of Pointe Claire there may have been a house broken into and a large amount of jewellery stolen which was recovered the following year. If there was a special note made of cases from the previous year that would probably level out your figures.

MISS HARVEY: I have enquired about some of these big discrepancies and I remember that one place wrote that they had included the value of the cars they had recovered, which is contrary to the proper procedure. I think we just have to work to get more accurate reports.

CHIEF ROBERT: May I refer to the 3rd Item on page 16 of this folder, "Number of offences known to the police"? If that was broken down into three or four items, for instance, offences under the Criminal Code, under municipal by-laws, and provincial statutes, and so on, I think that you would obtain better results.

MISS HARVEY: You mean that it should be dealt with as we have in the case of prosecutions?

CHIEF ROBERT: Exactly. The item following, which says "... successfully concluded by the police" could be broken into different groups. It is very vague language. In some police departments, if stolen cars are recovered they believe that the case has been completed although the accused was never discovered. That leads to a lot of misinterpretation and it should read "cleared by arrest".

MISS HARVEY: But we want other things than 'arrest'.

CHIEF ROBERT: A case is never completed in police work until the offender has been brought into police court.

MISS HARVEY: There are many cases where they have gone as far as they can.

CHIEF ROBERT: That is not far enough. I do not believe that you would be satisfied; if you were the victim of a theft. Perhaps Superintendent Bullard should add to my remarks, but I do not believe the R. C. M. P. are satisfied to say, "We have done everything we can".

SUP. BULLARD: It would simplify matters if you could have a definite deadline as to when an offence is cleared up. The main thing would be cleared by arrest, but, as Miss Harvey has said, in some cases the police know the offenders but cannot get them. A man may be in another country and the police know very well that he committed a certain offence. They will probably arrest him when he comes back, but they can not say that the matter has been successfully cleared up. There are perhaps some other categories into which different cases might fall, cases which the police have cleared up. An offender might die. That case is cleared up because there is no hope of arresting him.

What yardstick are you going to use? I know that the term "Number of offences cleared up, or dealt with, or successfully concluded" by the police, will get a different interpretation from different people. The only way is to make a fixed barrier between those cleared up and those not cleared up. The deadline might be where there was an arrest or a summons issued. That is just an idea and I do not say that it should be that way.

CHIEF ROBERT: That is the rule followed in the United States. Cases are cleared when there is an arrest or a summons issued and a person is brought before the court. It does not matter that he is acquitted. To cover the point raised by Superintendent Bullard, where a man dies, that is called "exceptional clearance". In the case of murder and suicide, the offence is cleared because the guilty party has committed suicide right after the commission of his crime. It is exceptional clearance but it is cleared just the same.

In the United States they only have those three ways of clearing cases, and I feel that it would actually increase the efficiency of our forces if we adopted it. Nobody could say, "We have done the best we can". It all depends upon what you can actually do and how far you do go. Some police departments only go to the extent of getting a complaint and then putting it in the drawer. I believe that it is very important to have it that way because it will actually show the correct figures.

MISS HARVEY: Would the next item take care of it - "Number of persons taken to court by: (a) arrest, and (b) summons", and you might leave out the other altogether?

CHIEF ROBERT: No. Supposing that there was an exceptional clearance it would not be shown. In the number of prosecutions you would count the number of persons brought to court. What do you mean by that? Do you mean the number of complaints laid?

MISS HARVEY: The number of charges.

CHIEF ROBERT: You are not going to get the right figures there because a criminal may be charged with twenty-five or thirty offences. We are clearing

the offences known to the police, but we are leading the public to believe that there are so many criminals in the country - a tremendously increased figure. Your figures for the number of persons convicted will never tally.

MISS HARVEY: The reason that it is charges is because we have always based our statistics on convictions rather than on persons.

CHIEF ROBERT: In order to know the exact number of criminals that we have in Canada, for police statistics anyway, would it not be better to record the persons?

MR. CHRISTIE: The point was made in the deliberations of the Resolutions Committee that we needed both - one figure to give an idea of how many criminals there are in the Dominion, and the other figure to give an idea of what types of crimes were causing difficulty.

CHIEF ROBERT: Perhaps we could arrange it that court statistics are on prosecutions and the number of charges, but that any other reports you want are on persons. It happens very often during a year that active criminals are charged with large number of offences - 30, 40, and even 60. If you get many of those types the figures will be very inaccurate. If we show that we have forty convictions, all sent to the penitentiary, then Mr. McCulley will be in a fix to explain what he did with the other thirty-nine.

MISS HARVEY: On the 6th line, as well as "charges" we could ask for "persons". Would the police give us that? This is really a form for the interests of the police and we are anxious to fix it so that it gives what they want.

CHIEF ROBERT: We need a lot of detail on this form, because in my opinion we are in need of it. I think it is a way too short to show the necessary detail.

MR. McCULLEY: There are a number of us here who are perhaps not really competent to deal with this. I wonder if it would not be better to have a clearance on this directly with the Chief Constables Association, and their executive. I think that some of the points just brought out are very important and I feel that we are not the most competent people to deal with them. Perhaps this should be dealt with by the executive of the Chief Constables Association.

MISS HARVEY: Every individual police officer has a different idea.

MR. McCULLEY: In regard to this matter of offences dealt with, it might help to answer the problem if you had "concluded by arrest", "concluded by exceptional circumstances", and "concluded by other means". I think that, too, ought to be cleared through the Chief Constables Association because it is in their interest.

THE CHAIRMAN: Yes. I think we are indebted to Chief Robert for some of these points. I think the action suggested by Mr. McCulley is the right action, however, is there anyone else who has any suggestion?

MR. COMMON: "Number of offences known to the police (recorded by the police)", is a most nebulous question. The next item is the same and I think that it leaves the whole disposition of those cases in the air. If the form is going to be revised, I would suggest those two items should receive careful consideration.

MR. MacDONALD: In the case of the personal classification, you may have sixteen charges laid at one time, against one criminal. Under the system of recording that you have suggested, you could pick that up where it occurs at the one time but, suppose that instead of coming up today on sixteen charges, the man comes up today on four charges. Two months later there is one more charge, and a couple of months after that there are three or four more. Then suppose that after that he is brought up in another district. I am just wondering how that could be taken care of under personal classification.

CHIEF ROBERT: We could point out what the Bureau wants. We could show that it is the same criminal up three or four times during the year. We have the record on file and, therefore, we know that within a few months we dealt with so many criminals which were brought up in court. There are too many criminals loose in the country anyway, but I feel that we could give the information in the way you want it and in the way in which it is most needed.

MR. MacDONALD: That goes back to the central registry idea.

CHIEF ROBERT: Mr. Christie's idea yesterday was very, very sound for juveniles, but as far as adult criminals are concerned we have the R. C. M. P. fingerprint section which is a very good source of information, especially for indictable offences. You will find in every city that you have drunks which come up twenty or thirty times a year. We have had one before the court 192 times since 1910.

THE CHAIRMAN: Are there any other problems which we might suggest should be brought to the attention of the Chief Constables Association? Several have been made which I think were sound.

MISS HARVEY: As I have gone about to the courts, I have found that everybody is most ready to do a good job, and the desire is only to know how to do it. For instance, if a Magistrate is interested in getting the information we need, he will get it from the gaolers and from the police if he can, and we get better results. If you can spread the news around I think we should be able to get better returns.

CHIEF ROBERT: If we have better reports more use of them will be made and interest will be stimulated accordingly. As far as the police are concerned, they do not refer to those reports very often because they know they are not very accurately reported. They don't blame the Bureau though. You have to publish what you are given. I know that it is the fault of the police to a certain extent, because they are not taking that work too seriously, and they should.

MR. MacDONALD: May I just make a suggestion before we leave this aspect. I was just playing with some words here, and it occurs to me that it would meet, to some extent, Chief Robert's suggestion, if (a), (b), (c), and (d) on page 16 were moved out to the left hand margin of the page and prefixed with the words "offences dealt with by police", as a general heading. Then, under that, if you had "complaints recorded", "cases prosecuted", "cases otherwise concluded", and "cases still pending", that would be sufficient. Those headings again would be (a), (b), (c) and (d).

THE CHAIRMAN: Are there any other suggestions?

CHIEF ROBERT: As I understand it, this will be revised later.

MISS HARVEY: Yes, in time.

CHIEF ROBERT: There are some other matters which should be considered - the number of motor vehicle accidents, the number investigated - that should be the number reported or known to the police because traffic accidents are not all investigated. Some are only reported to the police.

MR. NEELANDS: There are two main points here. The first is the type or arrangement of the form which you are going into with the Chief Constables Association, and the second is a means of inducing the police to fully complete the form.

I am just wondering about the type of letter which you will send with the form. You spoke of not sending definitions but I would think that the type of letter you would send with the form would be of great importance.

THE CHAIRMAN: Yes, I think that is true, and there are a lot of points which might be taken up with the Chief Constable's Association. It seems to me, as Miss Harvey has pointed out, that if we were to get enthusiastic support that it would help a great deal.

MR. NEELANDS: Perhaps Miss Harvey would carry the missionary work to their annual meeting.

CHIEF ROBERT: I will make arrangements to have Miss Harvey invited.

THE CHAIRMAN: We come now to Item No. 5 on the Agenda.

CONSIDERATION OF A DOMINION-PROVINCIAL PLAN FOR THE COLLECTION, COMPILATION AND TABULATION OF CRIMINAL STATISTICS

THE CHAIRMAN: I will ask Mr. J. T. Marshall to introduce the subject.

MR. J. T. MARSHALL: I first wish to say that I have had a telephone call from Mr. Bracewood, the Deputy Minister of Municipal Affairs for British Columbia. He gave me a message from the Deputy Attorney General for you sending his greetings and his sincere regrets that he is not able to be here. He had made all arrangements to come but his assistant had to go to London to appear before the Privy Council, and then his Attorney General decided that it was time to go electioneering and so we only have his best wishes.

This item comes as a suggestion made to the Bureau that we should examine the possibility, and the feasibility, of collecting criminal statistics through provincial departments.

The principle of collaboration between the Dominion Bureau of Statistics and provincial government departments, in the mechanics of collecting and exchanging statistical information is one which we have seen grow at a very impressive rate in the past twenty years or more. The liaison is very close in some fields, not so close in others, but in every case it has proved its effectiveness. The result has been the turning out of statistics which are more accurate, more timely, and, most important of all, more useful at the provincial and local level.

We would like to see this Conference give some consideration and discussion to the idea of extending this principle of collaboration to the field of judicial statistics. We realize that to carry this out certain objections and obstacles will have to be met, but so long as our joint interests in this field

are so obviously harmonious, so long as there is no basic conflict of our respective interests, we definitely feel that the idea deserves to be explored.

Our present practice is to send out the blank forms direct to the courts, including superior, county, magistrates', family and juvenile, as well as to justices of the peace. Altogether we have dealings with nearly 1,500 officials and that fact causes us considerable delay in starting our compilations.

It is rather interesting to note that the first area to be complete is the North West Territories and Yukon, which this last time submitted their reports by December 31, 1948, or within a period of three months.

As we heard yesterday, the reports sent in to the Bureau cover events from October 1st to September 30th each year, and we expect to get returns for the last quarter by the end of October. Reminders are mailed out on November 1st and December 1st, and, where there is no response by January 1st, we seek the assistance of the provincial departments of the Attorneys General re the outstanding returns. It is doubtful if we could get such a good percentage of returns without this help from the provinces. This past year the last report arrived at the Bureau last Saturday, over six months late.

It seems unavoidable, when dealing with so many busy individuals, that these delays are bound to happen, but they affect the value of our present statistics, and we are anxious to do something about correcting the deficiencies in the system. For two very good reasons the answer seems to us to be the introduction of some measure of provincial control. First, a good many of our forms go out addressed to justices of the peace and magistrates who have resigned, or have died during the last reporting period. Although we receive very valuable assistance from some of the provinces, who notify us regularly regarding changes, such as resignations and appointments, nevertheless, if these forms were handled by the provinces, who are in closer touch with the local changes in personnel, a much better control could be exercised over both the distribution and collection of the forms. Secondly, it seems only natural that court officials would give better attention to requests from officials in their own provincial jurisdictions than from people in Ottawa whom they seldom see.

I am afraid that last night at the meeting of the Resolutions Committee there were some who thought that was not quite correct and that they might find that these officials would pay more attention to Ottawa than to their provincial men.

In our opinion this time lag of six to seven months in collecting reports could be cut to three months at the most. With our present mechanical equipment we could get this information on to Hollerith cards fairly quickly, and publish figures which are much more topical, and, therefore, more useful.

A major advantage of channelling the source information through provincial offices would be that the form could be prepared in triplicate in the first instance, so that one copy could stay in the local office, one in the provincial office, and the third forwarded to the Bureau. I think that I should explain here that it would not be necessary to write out three forms. We would prepare the forms in sets and you would have to write one and the carbons would automatically pull out.

Both the local and the provincial offices would then have at hand all the detailed information for their own area of jurisdiction. The Bureau would still handle the compilation and tabulation of the statistics. These would be

more accurate, because the returns would have passed through a stage, at the provincial level, where they were scrutinized by people in closer touch with the actual events. Incompleteness and overlapping which crops up now would be eliminated.

Miss Harvey has already discussed this plan in her field trips, and has found that some of the provinces are favourably disposed, realizing the advantages that could probably be obtained in the way of greater accuracy, uniformity and availability of information regarding the local situation.

One problem that would arise if the system were changed, is in connection with fees. Under the provisions of the Order in Council, P.C. 158/2529, the fees are now paid "to the clerk of the court or tribunal administering criminal justice or to the judge or other functionary presiding over such court or tribunal, who is responsible for transmitting the report". In fact, the fee is sent to the person who signs the report. The incentive provided by the fees, coupled with the assistance we receive from the provincial departments of the Attorneys General, are probably the two main reasons why last year only one, out of every 316 reports, was not received by the Bureau.

If the Conference is favourably disposed toward this idea there are a number of details that would have to be worked out, among which are:

1. How would the fees be paid? Should the amount go to the province for distribution, or directly to the official, or into the provincial revenue?
2. Should all matters, such as instructions regarding the completion of report forms, and correspondence regarding corrections, be channelled through the provincial office?
3. What means should be adopted to:
 - (a) make the system operate effectively on a continuous basis;
 - (b) determine standards of definition and terminology;
 - (c) determine the form and content of the published reports, and
 - (d) give consideration to the introduction of any changes which may prove desirable and necessary.
4. In addition to the main basic questions, in accordance with national standards, which would be required on all forms, it would be possible to include also questions of purely provincial interest and application.

I think, Mr. Chairman, that I should mention the present situation in regard to public hospitals and vital statistics. Certain questions are agreed to by the provinces and by the Dominion. When we send out word to the provinces that we are ready to print the forms for the year, we ask if there are any other questions that they wish to have included on the forms for their own use. Some provinces take advantage of the offer but others stick to standards. The Bureau would, of course, continue to provide the forms and to meet the costs of same.

The work involved in handling the completed forms would be the

province's contribution toward more accurate, up-to-the-minute statistics.

For its part, the Bureau; in addition to the contribution I have already outlined, would bend every effort toward getting the final information out quickly, and in such a comprehensive and detailed form as to meet the need for statistical information at every level of jurisdiction.

Mr. Chairman, we have not come to any conclusions, and I am sure that we would like now to have a frank discussion of the merits and defects of such a plan.

THE CHAIRMAN: We are open for discussion on these important suggestions.

MR. JUNEAU: The report suggests that the reports should be forwarded by the Attorney General's Department. In Québec we have a provincial Statistics Bureau, which is not under the control of the Attorney General - it is under the control of the Minister of Trade and Commerce. I think that the suggestion might be modified to read "by the Department of the Attorney General" or "by the department handling provincial statistics".

I think that the Statistics Bureau of Quebec would be willing to accept these suggestions as they would be in its interest.

MR. J. T. MARSHALL: I just used the Departments of the Attorneys General as an illustration. I do not think that it would be our business to say what department should handle the collection. A province might desire to have it done by the Social Welfare Department, or, as in the case of Quebec, through a central statistical office. The suggestion from British Columbia is that they would be collected through their Bureau of Economics and Statistics, rather than through the Department of the Attorney General. In British Columbia the Economics and Statistics Bureau is geared to handle the work and they would not require any more staff.

MR. JUNEAU: In cases where you feel that the reporting is not being done quickly enough, you might send a letter to the Attorney General, or to the Department concerned. Perhaps you might notify them about two months after the date when the statistics are due.

THE CHAIRMAN: What points of view are there on this matter?

MR. NEELANDS: This is a proposal regarding both judicial and institutional reports.

MISS HARVEY: We were only referring to the criminal reports.

MR. J. T. MARSHALL: May I say one other word? I think that a decision to follow this plan would require an amendment to the Statistics Act. The Act says that reports shall be sent direct to the Bureau and before anything final could be done an amendment would be necessary. We are not trying to enter into any arrangement, and we are not asking the provinces to enter into any arrangement which would require additional staff. I think the matter should be thoroughly explored and thrashed out during the next year and a half or two years. Possibly at that time we would be far enough advanced in the work of the Bureau to justify having another conference. This matter could then be gone into thoroughly and be made the subject of a reference to the Minister of Trade and Commerce. If he approves it would go out to the Provincial Ministers for their consideration. I do not think that any of you can really adopt the principle of channelling this

information through provincial offices, at this Conference.

THE CHAIRMAN: I think it is clear to all of us that we cannot make a final decision. We want consideration of it, and your opinions. Perhaps further consideration in the form of study by a continuing committee might be proper. It must be gone into very thoroughly. As a general principle, do you think that this is something that we should investigate thoroughly in the course of the next year?

MR. MOFFATT: As far as Manitoba is concerned it is something you would have to take up with the Minister, himself. I have no authority to deal with it. We are without any provincial bureau of statistics, and I suppose, if this were channelled through any department, it would go through our Department - through the Inspector of Legal Offices. Returns which you get from the Winnipeg Police Court are not sent in by provincial civil servants, but by municipal servants. We have no control over them. We would have to set up additional staff, and I am sure that my Minister would want to know the basis of the arrangement. Would there be any compensation? Would we each share part of the additional expense of setting up a staff? There would be some difficulty over the fees, because the fees go to the municipal clerks. They do not go to civil servants.

MR. COMMON: I do not think that this Conference can complete deliberations on this item and, therefore, may I suggest that a small committee, representative of the provinces, be appointed by you, Mr. Chairman, to investigate and report to you upon the suggestions?

THE CHAIRMAN: Does that seem to be the best way of handling the subject?

If there are any other suggestions we would like very much to have them.

MR. MacDONALD: May I step a little out of my part in this Conference and may I make a suggestion?

It seems to me that Mr. Marshall's suggestion falls into what might be considered two parts. One aspect is the collection of these statistics through the provinces, and the other aspect is the simplification and standardization of the reporting process.

The former is perhaps more a matter for comment from the provinces, but on the latter, standardization and simplification of the forms, I might say this. It is undoubtedly true that the Dominion and the provinces are interested, for very different purposes, in getting what is roughly the same information. There may be slight differences in what is required, but essentially it is the same. In the third place, most of the bodies doing the reporting are interested in retaining the information for local records for the time being.

As far as filling out these reports is concerned, while any report on any individual case seems comparatively simple, and it is hard to understand why there should be difficulty in getting anybody to fill it out, yet human nature being what it is, it is an undoubted factor cumulatively that these forms require a lot of work. That is evidenced by the continued difficulty in getting accurate and correctly prepared reports.

In respect to the second aspect - whether time can be saved by the provinces collecting the statistics - any progress made on the first aspect would be a real step forward. It might certainly be possible to devise some scheme whereby a magistrate, a chief of police, or a clerk of the court could make one report which would serve three purposes, perhaps something in the nature of a

running diary. That has been put into effect in one province and it serves both provincial and local purposes. The system is a book in which there are double pages, one a carbon which is detachable, and the other is permanent. These reports are not filled out by a magistrate or by another official at the end of the quarter or at the end of the year. There is no cumulative problem. They are filled out day by day. The permanent page in the book is his own permanent record and it stays with him always. At the end of the period the other sheets are torn out and sent to the provincial office. The addition of a third page might take care of the requirements here. Such a plan might encourage the more prompt making of returns and would minimize the work. It would also ensure the receipt by the provinces and the Dominion of all the reports at the same time.

THE CHAIRMAN: A continuing committee could certainly go into that aspect of the question. The other aspect, that of channelling the material through the provinces should also receive consideration.

This matter of a continuing committee is a procedure which has been adopted in other fields of statistics. We have a continuing committee of this character working on public finance; we have had one working on agricultural statistics, and on health and welfare statistics. We have found that the work of a continuing committee is very fruitful because the committee has a chance to go into things in detail.

Is there anyone opposed to the idea of having a continuing committee go into these problems? If not, we might ask the Resolutions Committee to help us.

MR. CHRISTIE: If there is to be no further discussion about the matter here, we will be in exactly the same position as we were before the Conference, and it is hard to carry out thinking at a distance.

MR. MIDDLEMAS: The situation in Saskatchewan is practically the same as that outlined by Mr. Moffatt. Incidentally the one return that came in last Saturday was ours.

MISS HARVEY: Yes, all the other Saskatchewan reports, except this one, were in by March.

MR. MIDDLEMAS: I had to get the Mounted Police after the fellow concerned about three times before we got the returns.

I disagree with the idea that the provinces would be able to get these returns more promptly than the Ottawa people would. In thirty years we have not been able to get everything in ourselves. We have 750 justices of the peace, and I was surprised to hear Mr. Marshall say that he communicated with only 1500 officials. Perhaps he meant 15,000. It is difficult in a scattered province to get these people to make returns. With respect to the new proposal, I think that Mr. Moffatt put the situation very clearly, and when I get back I will mention it to my Minister. It will mean additional staff and I do not know whether our budget bureau will look favourably upon it.

THE CHAIRMAN: We certainly appreciate the difficulties and, if we had a continuing committee, they could be studied. As Mr. MacDonald suggested there may be methods which we can devise which will simplify our procedures, and that would help.

MR. MIDDLEMAS: We cannot do anything here.

THE CHAIRMAN: No.

MR. MIDDLEMAS: I thought I should mention our position.

THE CHAIRMAN: You are not opposed to the idea of a continuing committee?

MR. MIDDLEMAS: No.

MR. McCULLEY: Perhaps it would be helpful if we gave the continuing committee certain terms of reference within which to work, before we get away. The officials here might have a short separate meeting with the provincial representatives in order to clarify some of the points a little further, and to meet Mr. Christie's objection about people getting away and still being in some ignorance.

THE CHAIRMAN: We could do that. If the resolution which is presented later is found satisfactory we will have a little meeting.

MR. McCULLEY: Some of us have no right to speak at all, and yet the people representing the provinces are very much concerned.

MR. CHRISTIE: There is another point. If statistics were compiled by the provinces they would be more accurate, and I don't know whether that point has been sufficiently stressed. We know that they come to Ottawa now, and we also know they are not accurate. We find in connection with juvenile statistics, which we are now channelling through the Provincial Department, that we are close enough to the situation to be able to look at the statistics and to say this is not right and that is not right. You cannot make that appreciation here in Ottawa. We can go back to that official and say that there must have been a misunderstanding, and we can check up on the true picture. I think a provincial check would increase the validity of our statistics. I do not think that any provincial government would have any objection, other than to the possible necessity for increasing the staff. I do not think that the increase would have to be too great, but it is a point for consideration by each province. With regard to juvenile statistics, which is a sort of trial spin, we could re-allot the money paid to the courts, thereby increasing their incentive to give us accurate reports, and the only increase necessary would be a small amount for stenographic and clerical staff.

MR. NEELANDS: I think that Mr. Christie has an important point. In Ontario there is a Provincial Statistician, but he does not keep any statistics whatever with reference to our institutional work. A comparatively short time ago we appointed a statistician of our own and he is at work. Among other things, he compiles our annual report. I can appreciate the difficulty Mr. Christie has found, because in collecting statistics from the 45 common gaols in Ontario, sometimes we have to send back the forms three times because the figures just don't balance and don't check out. At the present time at our main office we do not know when you get statistics from our institutions, nor what statistics you get from them.

THE CHAIRMAN: Are there any other persons who would like to speak?

It seems to me, and I think that you all agree, that this is a very important matter. We have been meeting here for a couple of days and we have had some extraordinarily good discussions. As a result of those discussions I think that there will be an improvement in our forms and in the figures which we receive. That is only a start. There is a lot of work to be done before we have

improved our statistics as much as we want.

I think there is but one way to reach our objective, and that is by having a continuing committee go into all the aspects to see what can be done for the future. It will take time to achieve the level of improvement that we desire. I take it that you are all in accord with the suggestion that a continuing committee should be formed. There will be a resolution brought in later which, I feel sure, will meet with your approval.

CLASSIFICATION OF CRIMES

THE CHAIRMAN: The next item on our Agenda has to do with the "Classification of Crimes". I will ask Mr. Howard Roseborough to speak on that subject.

MR. ROSEBOROUGH: Thank you, Mr. Chairman. If I may I shall remain seated.

There is, as far as I can determine, a very small literature on classification of crimes. Not only is it a problem that has not been of very great interest to many people, but also the few discussions I have found are all unique - no one agrees with anyone else; everyone develops classificatory systems of his own, which only he, with his particular biases, considers to have much value.

For these reasons, I propose to do nothing more today than raise questions about the methods of classification used at present in the Canadian Criminal Statistics Reports, and describe some of the suggestions for revisions which various persons have made. My hope is that, with this information, we may as a group, clear up some of the present obscurities and also arrive at some conclusions about systems of classification which might be more valuable to those people who make use of the statistics.

Before coming to this, it might be wise if I state explicitly what meaning I am attaching to the statistics. This may be old stuff to many of you but it seemed to me yesterday that some of the arguments we got into in the afternoon, arose because all of us were not looking at the statistics from the same point of view. First of all I am only going to talk about classificatory systems having to do with adult offences. I am not going to deal with juvenile delinquents at all. Secondly, I think that we must accept the legal definitions of crime. The crimes dealt with in the statistical Tables are, after all, derived from the application of the legal definition of crime. Thus, to insist on any other definition of crimes, leads but to vagueness and carelessness in conclusions based on the statistics. The legal definition of crime is stated very well in Tremear's Annotated Criminal Code of Canada in this manner:

"A crime is an offence against the State and not merely a wrong done to an individual. Hence, no private party can, by condoning or forgiving a personal injury done to himself in the commission of crime, thereby condone or pardon the offence against the King - that is to say, against the State - which is an essential element of all crime."

If we apply this definition to the criminal statistics it suggests that it would be most erroneous to assume, as so many people do, that the statistics show only the behaviour of the authors of the crimes. This is only one part of what they show. For example, the behaviour of a person who kills another person

is not automatically described in a statistical Table. Before that is possible someone must lay a complaint; someone else must arrest him; a variety of people must decide whether the circumstances of the killing imply that murder or manslaughter has occurred. Finally, many other people must record the arrest, charge, conviction and disposition of the case before the original activity becomes a statistic in the reports.

In other words, the criminal statistics reflect the behaviour of at least three groups of people - the authors of the crimes, the groups which decide whether or not a crime has occurred, and the groups which keep and compile the records.

Some of the problems which this raises have been dealt with by Dr. Jaffary and Judge Fraser and I shall leave that topic. But I would like to stress one fact: we must remember constantly that at the base of the criminal statistics lies the Criminal Code and the various Statutes. I suspect that many of the inadequacies of the statistics are, in fact, inadequacies of the Law.

With this in mind we can turn to the main body of the paper. There are, I think, three areas of crime classification that we should investigate. I should place these in order of importance:

- (1) The classification of crime under such labels as assault, theft, robbery, rape, vagrancy, etc;
- (2) The classification of these terms as indictable or non-indictable crimes, and
- (3) The classification of indictable crimes into such broad categories as crimes against the person, crimes against property, etc.

I would suggest that the first area of classification - of offences under specific labels is the most important problem that should concern us. Much of the information we have on crime, criminals, punishment, and the working of the legal machinery, we derive from criminal statistics. If we are to attempt to cope with crime and to revise the penal legislation in terms of the social problems involved, then we must rely on the criminal statistics to give us at least an initial indication of what the social problems are. As a result, unless the offence labels used in the statistical Tables are detailed enough to do this, the value of the statistics is reduced, and classifications, in the other two areas I have mentioned, are futile.

I would state our main problem in this way. Of the offence labels, such as burglary, robbery, fraud, theft, murder, etc., that are now used in the criminal statistics, which ones are too general? Which ones could be subdivided so that the statistics might become more meaningful? I should think that those of you who are familiar with the law and its application will be able to offer much information on this.

If we look at the report for 1946 - actually I did not notice until a couple of seconds ago that the report in front of us is for 1947 - we will find that there are many offences such as assaults, robbery, burglary, false pretence, theft, receiving stolen goods, damage to property, gambling, and so on, which show convictions in over 1,000 cases each. I would think that many of these, as well as many others, might be subdivided profitably.

At the same time, too minute a subdivision would not be very practical. Actually, if subdivision were carried to its logical extreme, we would conclude that there are as many types of crime as there are crimes and list everyone separately. That would mean that you would have 706,611 cases listed separately in the 1946 report, but obviously some type of classification is essential.

At present the Canadian Report on Statistics of Criminal and Other Offences uses about 165 items, but there is no explanation given about which sections of the Code are included under each one.

Since individualizing crime is impossible, we must classify in some way. The chief aim of any classificatory system should be to obtain homogeneous groupings of activities. But homogeneity may be based on a variety of characteristics. The present system used in the Canadian Criminal Statistical Reports follows partly the distinctions laid down in the Criminal Code. Thus, some assaults are distinguished from others as aggravated (296), common (291), assault on wife (333), assault on female (292), indecent assault (292-4), and assault on police (335). All other Code Sections dealing with assault are simply listed as assaults or are placed somewhere in the types I have mentioned. Similarly, thefts from the person (379), auto theft (377), theft of mail (393), and theft of animals and trees (370, 373) are separated from all other thefts. Arson is distinct from other malicious damage to property, and so on. But why these types of activity should be chosen and separated from all the others of the same general type is never made clear.

The particular problem of classification is a very difficult one. One of the most suggestive books I have found on this subject is Prof. Jerome Hall's "Theft, Law and Society", in which he analyses the significantly different lines of criminal activity which are lumped together under the general title of theft. With respect to theft in general, he distinguishes in terms of whether the activity which is referred to is professional and organized, or non-professional and unorganized. Thus his basic dichotomy is between theft for sale and theft for personal consumption. Professional activity, he argues, is rare among thefts for personal consumption. Occasional activity is rare among thefts for sale. Similarly in his analysis of receiving stolen property he distinguishes on the basis of social organization again. The professional receiver operates a business of buying and selling. On the other hand, the lay receiver may either knowingly buy stolen goods for his own consumption or may buy for resale, but only on infrequent occasions. In neither case will there be persistent and complex business organization present. Again with respect to auto theft, the professional, non-professional dichotomy may be used. Some offenders may borrow simply for a joy ride. On the other hand, the car may be stolen for gain, either through a resale of the complete car or through resale of the accessories. Finally the car may be stolen to be used in a bank holdup or some other type of serious criminal activity. These are all different types of auto theft. The first requires no social organization, the latter two may require a great deal.

It seems to me that this professional, non-professional - better organized, unorganized, dichotomy would prove most valuable in a statistical Table. For example, it would be valuable to know how many of the charges and convictions for violations of the various Liquor laws are concerned with the professional bootlegger, and how many are related to the forgetful gentleman who is found in the street, or some other public place, with a half-consumed bottle. Similarly, it would be valuable to distinguish between the professional and non-professional violators of the Narcotic laws, the gambling laws, and Revenue laws, as well as thieves, receivers of stolen goods, and abortionists, to name only a few.

This type of classification is, of course, easier said than done. Professor Hall is criticizing the inadequacies of the New York Criminal Law, not criminal statistics, and probably the Canadian Criminal Code is equally at fault. Nevertheless, I think we should discuss the possibility of such a classification in terms of the elaborations in the Criminal Code as it exists today. Such a classification would, it seems to me, be a first step in helping to reduce the controversy between those persons who see most criminals as underprivileged victims of circumstances, and those who concentrate their attention completely on the inveterate professionals and are skeptical of suggestions of reform. At least it would offer both groups some statistical evidence for their arguments. Also, since many criminal activities have become big business, organized along the lines of legal business activities, such a distinction would provide evidence with respect to the charges and convictions of professional criminals.

The second area of classification I want to mention is the classification of offences as indictable or non-indictable crimes. This type of classification of the statistics shows most forcibly the influence of the penal law and criminal procedure. Indictable crimes are those which the Criminal Code states must be tried on an indictment. Many are triable by jury, although in certain cases the accused may elect to be tried before a judge without a jury, and in some cases the magistrate may decide how the trial will be conducted, without the consent of the accused. Non-indictable offences are usually dealt with summarily by police magistrates under the Summary Convictions Act. In general, it is assumed that indictable crimes are more serious than non-indictable crimes and usually the figure for indictable offences is considered to give the index to criminality in its truest sense. At the same time, the figure for non-indictable crimes, which in 1946 was over 12 times greater than the figure for indictable offences, is considered to indicate pseudo-criminality; i.e., criminality of an administrative nature.

A brief glance at the statistical Tables for indictable and non-indictable crimes suggests that the distinction between serious and pseudo-criminality is not really very definite. I find it difficult to see why 'wife desertion', classified as an indictable offence, is more serious than 'non-support of family and neglecting children', or 'contributing to the delinquency of children', both of which are classified as non-indictable crimes; nor why 'theft of mail', an indictable offence, is more serious than 'theft of dogs, birds, trees, fruit, etc.', which are classified as non-indictable.

As long ago as 1893, the introduction to the English Criminal Statistics contained a criticism of this indictable-non-indictable distinction and the implied distinction serious criminality and pseudo-criminality. There it is suggested that it is not always possible to distinguish indictable from non-indictable offences, some offences which could be classified as indictable are included in the non-indictable Table, and vice versa. I believe that the compilers of the Canadian criminal statistics have similar difficulties.

If there is justification for maintaining the indictable-non-indictable separation in the statistical Tables, then I would suggest that a further subdivision of the non-indictable Table might prove very valuable, and would be a first step in solving this difficulty. But then the problem arises - on what basis should the subdivision be made? In the English Criminal Statistics for 1898, Sir C. E. Troup suggests that:

"... non-indictable offences of a criminal character can be distinguished, if only roughly, from other non-indictable crimes."

He lists such crimes as assaults, cruelty to children, larceny, unlawful possession, and vagrancy, as criminal in character. The basis for this classification is explicitly stated as:

"... the separation of offences involving violence, cruelty or dishonesty from contraventions of municipal regulations established in the interest of public safety, health and comfort."

This method of classification has a number of disadvantages when applied to the Canadian statistics. For one thing, the diversity of both the municipal and provincial laws in Canada, and their lack of comparability, necessitates a separate classification of them, even though for example, proceedings against persons who 'cause prairie and forest fires', should fall in this criminal category. For another, such offences as frequenting of opium resorts, frequenting bawdy houses, and drunkenness do not appear, at first glance, to fall into either category.

I would like to suggest for your consideration that another basis of classification might be more useful, and that is simply to start from the opposite direction. It might lead to less argument about what the term 'serious' means, if we began by determining which offences are of a purely administrative nature; classify them separately, and place the remainder in a residual category. Thus the non-indictable offences would be classified into four groups:

- (1) Municipal Acts and By-laws
- (2) Provincial Statutes
- (3) Federal Statutes, - such as the Fishery and Game laws, Master and Servants Act, Radio Licensing, and so on, and
- (4) A separate category in which would be placed such offences as assaults, cruelty to animals, disturbing the peace, and so on.

Of course this system has disadvantages too. For one thing a large residual category, which this one would be, is undoubtedly one of the worst offences that can be made in a statistical Table. For another, the reader would be left to decide the seriousness and criminal nature of this fourth category for himself. I suspect I will be accused of attempting to solve this whole problem by avoiding it.

The third and final area of classification I want to deal with is the classification of indictable offences into broad categories. This, it seems to me, is the least important of the three areas I have mentioned, because no one classificatory system could possibly suit the needs of everyone who makes use of the statistics. At the same time, some method of classification must be used for the 69 items in the indictable offence Tables, or the Table remains confusing to the reader. Since, as I have suggested, the figures for many of the offence items are themselves aggregate figures, if no classification were made, or if the items were listed only in alphabetical order, the total figure would be completely meaningless.

The classificatory system now used in the Reports follows the English system of entering all indictable offences under one of the six following categories:

1. Offences against the person.
2. Offences against property with violence.
3. Offences against property without violence.
4. Malicious injuries to property.
5. Forgery and offences against the currency.
6. Other offences not included in the above classes.

In other words, this classification distinguishes between three types of crime: those against the person, those against property, and counterfeiting. Crimes which do not fall easily into these three classes are placed in the miscellaneous group.

There are a number of disadvantages to this system. First, the various offences entered as crimes against the person suggest many different kinds of criminal conduct, even though the direct victim may be the person in all cases. Any closer relationship than this between such offences as murder and rape is not immediately evident, nor is the relationship between these and such offences as libel, procuration, and causing injury by fast driving, strikingly apparent. However, all of these offences are classified as crimes against the person. Secondly, the distinction between offences against property with and without violence is a tenuous one. It means that thefts and robbery and burglary, which seem to me to be related, are, in fact, separated. Also, thefts are placed with frauds, a relationship which is not very clear to me. Finally, a miscellaneous category should be avoided wherever possible, and at all times it should be small. The use of a miscellaneous category in the Reports raises very serious problems because it includes over one-third of all the items listed. Until 1947 it grouped two items, sodomy and intimidation - which incidentally could better be classified as offences against the person (in which class they are in 1947), with such commercialized vice offences as prostitution, gambling, and drinking - and it groups along with these, such items as riots, carrying firearms, perjury and conspiracy. This policy makes the figures for the total number of offences in the class (29% of all charges in 1945), a completely useless figure.

I think we may safely conclude that this classificatory system is in need of revision. I would like to submit for your consideration a few of the classificatory systems which various people have developed. As I have said, the chief aim of any classification should be to obtain homogeneous groupings, so that the aggregate figures have some meaning; but again, the fundamental problem is what characteristics should be used for achieving homogeneity?

The system used at present in the reports appears to base its groupings on the character of the attack made by the author of the crime, i.e., against persons, property, etc. The large miscellaneous category suggests the impossibility of achieving comprehensiveness on such a basis.

Another type of classification which uses as its basis the motives of the offenders is that propounded by the Dutch criminologist, W. A. Bongers. He suggests the four following categories:

1. Economic crimes - vagrancy, theft, frauds and robbery;
2. Sexual crimes - prostitution, rape, adultery, etc;

3. Political crimes - crimes of administrators and those against government administration, and
4. Vengeance crimes - assaults, murders, etc.

This system ignores completely the fact that the statistics, as I have said, include the consequences of action by the public, the police and the law courts, as well as the action of the criminal. It also assumes that only one motive is involved in the commission of a crime, which is a most unwarranted assumption. For example, the survey of murderers, condemned to death by the German courts and published in the German statistical reports in 1931 shows that only 17% of these murders were motivated by revenge, while 14 % had erotic motives, and 48% had economic motives. Similarly, such a crime as robbery may be motivated by a desire for excitement, or vengeance, as well as economic considerations.

There are a number of other types of classification which I can mention briefly. It has been suggested that classification be based on the dangerousness of the crime. This is not very useful since 'dangerousness' is very difficult to define. Causing prairie or forest fires may, for example, have infinitely more dangerous consequences than say murder. Another, a second classification in terms of the stringency of the sentence imposed is also not a useful method, since sentences may be made lighter or heavier for reasons having nothing to do with the actual offence. For example, if a prison has too many tenants it may be necessary, for administrative reasons, to sentence subsequent criminals to a shorter gaol sentence or to fine them. Thirdly, classifying on the basis of the frequency of the criminal conduct is inadequate because recorded statistics give no indication of the actual amount of criminal activity; they indicate only that amount of crime for which charges have been laid by the legal institution.

There are, it seems to me, two classificatory systems we should consider seriously. The first is the system used in the Criminal Code. What the basis for this classification is would be difficult to say, but there are six categories:

1. Offences against public order and Peace (Parts I and II).
2. Offences against the administrator of law and justice (Part III).
3. Offences against religion, morals and public conveniences (Part IV).
4. Offences against the person and reputation (Part V).
5. Offences against the rights of property (Parts VI and VII).
6. Offences relating to bank notes, coin, and counterfeit money.

The only justification for using this system might be that it would be easier to determine the offences included under each item in the Tables. It would also avoid a miscellaneous category. Otherwise it is not too adequate since the statistics include also statutory offences.

The second system is one proposed by Prof. J. W. Macdonald of Cornell University. He adopts Roscoe Pound's sociological point of view and argues that the law in general is one form of social control in society - it is an aid in the protection of social interests. The criminal law simply adds penal sanction to the ordinary rule of law for the protection of a particular interest. Prof. Macdonald suggests that criminal law could be classified on the basis of social interests, and I think his classification could be applied most fruitfully to the

criminal statistics. He describes five categories with a number of sub-categories:

1. Crimes against the person of individuals - which is related to the social interest in individual life - assaults, manslaughter, murder, abduction, intimidation, libel, etc.
2. Crimes against the general morals - social interest in general morals - subdivided possibly into
 - (a) sexual morality - seduction, rape, carnal knowledge, etc., and
 - (b) commercialized vice - prostitution, drinking, gambling, and the use of narcotics.
3. Crimes against the general security - social interest in general security - subdivided into
 - (a) crimes against general peace and order - riots, disturbing the peace, etc.;
 - (b) crimes against general safety - driving offences, and
 - (c) crimes against the security of ownership rights - gainful offences - robbery, burglary, theft, receiving stolen goods; fraudulent offences - fraud, false pretences, and forgery; and malicious damage - arson, etc.
4. Crimes against the security of social institutions - subdivided into
 - (a) crimes against the family;
 - (b) crimes against religious institutions, and
 - (c) crimes against organized government.
5. Crimes against the security of social resources - subdivided into
 - (a) crimes against the security of children;
 - (b) crimes against the security of animals, and
 - (c) crimes against the security of communal property.

Such a classification as this - or one along these lines - would seem to me to be a very adequate one. The basic assumptions for such a system could be explicitly stated. There would be fewer offences in each class, and, therefore, the statistics might be easier to manipulate. Also it avoids large and meaningless aggregate figures. Finally, it could be used for both indictable and non-indictable crimes and would therefore help to solve that problem.

I said at the beginning that this paper was to be only informative and specific. I have ended by placing myself way out on a limb, and, as most of you are very aware, that is a most uncomfortable position.

THE CHAIRMAN: I am sure that we are all very grateful to Mr. Roseborough for this very informative and interesting paper.

(The Chairman declared a short recess.)

(The Conference resumed.)

THE CHAIRMAN: Ladies and gentlemen, it may be that some of you would be interested in visiting the Dominion Bureau of Statistics this afternoon, and if so, we would be very glad to have you come down. There will be people there to conduct you through. We don't think that you will be thrilled by the architecture of the building, but we do think that you will find some interesting things to look at. Three o'clock would be a suitable hour. If you will come to my office I will make the necessary arrangements for a tour.

We have had a very excellent paper from Mr. Roseborough and we are open for comments.

MR. McCULLEY: I think that we are all very much indebted to Mr. Roseborough for the food for thought which he has provided us, but I, for one, do not feel that I am in a position to make any remarks except that, first, I suppose verbatim copies of his paper will no doubt be made available in the proceedings. Secondly, some of the suggestions which he makes might be passed on to the continuing committee for further consideration. I do not know whether that is the kind of treatment Mr. Roseborough would like the paper to have, but it seems to me it might be the best disposition because the questions raised are so fundamental.

THE CHAIRMAN: There can be no question of coming to any conclusions here. It is a matter that would have to be studied very carefully and it seems to me that it would be quite in order to refer the matter to the continuing committee.

MR. COMMON: There is at present a Commission for the revision of the Criminal Code and a lot of the matters contained in Mr. Roseborough's very fine address might or might not be considered by that Commission.

MR. MacDONALD: Mr. Chairman, I am afraid that I have spoken a great many times this morning, but Mr. Roseborough's paper is such a good paper that I would like to say just a word or two about it if I may.

It was such a good paper that I think it is too bad that it must be dealt with here, if at all, in terms of just extemporaneous ideas.

The classifications of crime are, of course, very old. They have been derived for many different purposes. Starting away back they were divided, roughly, into felonies and misdemeanours. Generally speaking, a felony was more serious, and a misdemeanour was less serious. It seems inconsistent to us now that petty larceny of anything from two or three cents was a felony, whereas perjury, generally considered to be a very serious crime, was only a misdemeanour. From there you went into different classifications such as crime involving mens' reason - evil mind - and crimes which did not involve an evil mind. Gradually there was the classification 'malum in se' and 'malum prohibitum' - things evil in themselves and things prohibited by statute. You had a drift from one class to the other. For instance, peddling narcotics was 'malum prohibitum' - there was no natural common law against it. I should think, however, that at a very early stage in the development of society, that would be recognized as a crime, evil in itself, and, therefore, it came into the other classification. Then you have a classification of particular interest - crimes involving moral turpitude and crimes not involving moral turpitude, moral turpitude being defined as baseness or depravity between one man and another.

A classification in which the psychiatrists are interested, and one which I would not attempt to put into words - Dr. Schrag might, if he cares to do so - but the division would roughly be the sort of crime that has a background in which the psychiatrist would be interested in making a study of the persons and the influence of environment, and so forth. The crime might have a certain element and would not, in the psychiatrist's view, be the same as all crimes of a similar appearance and which might seem to fall roughly into the same category.

The reason I have mentioned all this is that I think the first question that we have to ask ourselves is, 'What is the purpose of the work that is being done'? As the Mikado says:

"My object all sublime
I shall achieve in time,
To let the punishment fit the crime..."

I think that any classification of crimes has got to fit the purpose for which the statistics are being collected and for which it is expected that they will be used.

To take the Criminal Code classification and apply it to a purpose of this kind and then be disappointed to find that it does not meet 'four-square' the purposes of statistics, is like taking a razor blade, using it to sharpen a pencil, and then saying that it is not suited to that purpose entirely for it cuts your finger. The classification in the Criminal Code was almost purely along a procedural basis - an endeavour to fit crimes into two principal categories with rough regard to seriousness, with regard to a great many other factors, for the purpose of determining how best they might be dealt with in the courts. It by no means follows that such a classification is most useful or even very relative to the purpose of collecting statistics.

I do not want to be what some of you might consider too elementary, but the first purpose should be decided. What is the purpose for which the statistics are being collected? I would go so far as to suggest that once the purpose is decided upon classification will not be a matter of particular difficulty. If the statistics are going to be used for the purpose of throwing some light on some aspect of the social picture, then, obviously, the classification will have to fit that purpose. If it is the effect of drugs, or of drink, that is desired, that will suggest one classification. If interest is in the course of economics, that will suggest another. If it is the effect of any particular trend in population, that will suggest another classification, and so on.

I do not want to draw this out too long but I was going to suggest that classification might be not an entirely ambiguous term used in its context, but it may be well to regard classification as appearing at two levels. First of all there will be classification at the lower of the two levels - at the level upon which crimes and offences are being reported, and, secondly, there will be classification at the upper level, when it is a question of taking statistics and supplying them in the form of information to interested bodies.

If the Bureau of Statistics is asked for certain information about crime, certain statistics about crime touching on economics, or touching upon some other social aspect, then the information that it will want to supply will, I suppose, be drawn up in such a way as to be useful for that purpose. As far as classification is concerned, it appears to me that classification should be put into effect after the collecting has been done. Classification should be put into effect at the level of your Bureau and not at the level of the collection of the information itself.

The classification at the lower level is not so much classification at all; it is more a break-down of crimes and offences into the largest possible number of individual descriptions. In that sense it is classification, but it is not classification according to types. I should think classification, if we continue to call it that, to be used in the collection of statistics, would be such as would provide a break-down into the largest possible number of offences - compatible with practicability of getting the statistics collected. Only when the individual offences are broken down, at that stage will you be enabled to take the information and classify it in accordance with the purpose for which you will be asked to supply the information. In other words, if you are asked to supply certain information bearing upon an economic enquiry, then it will be of little use to you if you have information that has been collected on the basis of offences that are 'malum prohibitum', 'malum in se', or offences related to groups or persons. Having regard to the many different purposes for which you will want it, I should think the classification most useful to you would be the one which, at its lower level, would disregard classification almost entirely in the sense that we have been thinking of classification, and would give, as far as possible, the exact description of the individual offence.

Mr. Common has mentioned that the Criminal Code is under revision and it is very likely that, in the course of that revision, some of the apparent anomalies will be straightened out. I am thinking of certain crimes which are classified as triable by summary conviction but to the layman it appears that they are more serious than others that are triable only on indictment.

I would like to say again, as a lawyer, and I am sure that I speak in this respect for Mr. Common, Mr. Moffatt and the other lawyers present, how much I have enjoyed and profited by the very scholarly, practical, and excellent address given by Mr. Roseborough.

THE CHAIRMAN: Mr. MacDonald, I am very glad that you spoke again. I am sure that we all feel that whenever you want to speak we want to hear you. I think you have made a very constructive contribution to this question of classification. A situation did exist in the Bureau where there used to be what was called a general purpose index number of wholesale prices. We discovered that there is nothing in a general purpose classification but there needs to be a great number of index numbers to meet specific purposes. I think that shows the truth of the point you have made. I am glad that this discussion will be contained in the record of our proceedings as the points raised are of great importance. They will have to be given careful consideration.

Is there anyone else who would like to express a point of view?

MR. CHRISTIE: I was following Mr. MacDonald's thoughts with interest and I was just wondering how far he was going to go.

I would like to say that while he ended on a note of classifying crimes, I would like to go further and say that, because of our peculiarly fine position for collecting statistics, we have an equally great responsibility to collect statistics which are useful. We all know that before you can cure any maladjustment or any element of crime you must have the cause. I think that we have gone as far as we can go today but, in the future, we are going to have to consider that responsibility. We have to figure out just what the cause of crime is and keep it in mind when compiling our statistics.

As a result of looking at our statistics today, I doubt very much whether we have planned them with a view to finding out why people become criminal.

I think we have got to admit that we are fulfilling a very necessary function in doing what we have now planned to do, but I think we have also got to admit that we are in a very similar position to that of the Doctor, who, when he had a patient break out in spots, began immediately to count the spots. I think that is just our situation.

We must study our signs and symptoms very carefully. I think that in the future we will want to go further and study the various circumstances which cause the condition with which we are dealing and list them statistically.

MRS. HURST: Mr. Chairman, the point which I wish to raise belongs really in the field of juvenile delinquency statistics. We discussed the question of reporting on the counselling and the preventive side yesterday, and brought up the fact that many outside agencies give counselling. I think there is a very strong feeling that figures on that outside counselling are needed. I wonder whether, in the field of welfare statistics there would be any chance of making any count of the counselling services given? Perhaps it could be done through the Provincial Government Departments of Family or Child Welfare. It would be helpful if figures were available in this whole field. It would separate the pre-delinquency cases that are not taken to court, and it would give us an opportunity of keeping track of them. In other words, I am suggesting that it is a separate question. I think some people feel very strongly that there should be an index, either provincial or national, but, on the other hand, it is not fair to these youngsters to label them. If such a separation were made, using welfare statistics to record counselling and guidance of all kinds, only those youngsters who were delinquent in the eyes of the Juvenile Delinquents Act would be reported here.

THE CHAIRMAN: I have been very much impressed with the arguments that have been made on this phase of the problem but all that I can say at the moment is that all of the remarks will be embodied in the Minutes of our Conference proceedings, and you may be sure that serious consideration will be given them by the Bureau. I am hopeful that eventually something may be done to meet the suggestions. I cannot say how soon a start will be made. We must explore the dimensions of the problem and possible procedures which would meet its needs. Mr. Keyfitz, Mathematical Adviser in the Bureau, is in the room this morning and he is an expert on sampling. Perhaps a sampling procedure would be necessary. You may be sure that we will give the problem very careful attention.

MISS JACKSON: Is it likely that the continuing committee will give some thought to the classification of offences in the juvenile field? Mr. Roseborough confined himself to the adult field but possibly the continuing committee could consider the juvenile situation. An advisory committee **might include juvenile court judges and probation officers** who are close to the problem. Their action quite possibly would not have to be delayed for revision of the Criminal Code as might be the case in the adult field.

THE CHAIRMAN: That suggestion will be taken into consideration. I think that the continuing committee is going to have a lot on its hands in many directions. How many subjects it can handle at once we do not know.

MR. NEELANDS: One thing must be kept in mind. You are trying to classify people but every one of them is different. The causes of their behaviour in every case is somewhat different. There are all sorts of variations, and when you get into the problem in earnest to try and arrive at social conditions which cause certain reactions in an individual, you are getting into a very complicated situation.

THE CHAIRMAN: My first impression would be that enquiries of that kind could not be made on the same scale at all as enquiries with which we have been dealing here. It seems to me that in the field of sampling we might be able to find an answer. This will all be given serious thought and attention.

Are there any other comments?

CHIEF ROBERT: May I point out that, from the police point of view, we are interested in the type of offences - the crimes committed - and the accuracy of the numbers. In connection with the classification here at page 6 of the Annual Report I think that it is safe to say that several of these indictable offences are not reported regularly; for instance, non-support, assault on wife, and wife desertion. It seems to me that some consideration should be given to the type of crimes that are most consistently reported. That has been done in the United States. They divide their classifications into two parts. The first part includes all the serious cases such as murder, homicide, rape, robbery, aggravated assault, burglary including breaking and entering, larceny, and auto theft. The second part includes all other crimes. Those are not continually reported, for instance, theft from the person, which in a great many cases is not reported for various reasons, as we all know. Other instances would be embezzlement, false pretences, and so on. I may be wrong but I feel that there are very few of those cases which are reported. There are many other types of offences too which are detected only through luck - for instance, carrying firearms. Those offences are all shown as indictable offences, but, as police officers, we are interested in knowing the exact number of crimes committed, and we feel that we can only obtain the right figures when crimes are reported regularly to police authorities or to courts. We are inclined to believe that the classification which has been adopted by the Federal Bureau of Investigation answers our needs and probably the needs of the social worker and the welfare worker. In the case of common assaults we think that perhaps only fifty per cent are reported. A lot of cases of small amount forgeries are not reported. The result is that the figures reported do not give a complete picture of crime in Canada. At the moment we are basing our views on statistics which are incomplete because they are compiled from reports made only whenever a person or a victim feels like it.

An outstanding example of variation is the treatment of liquor infractions. The number of infractions detected by the police in some sections indicates attention by the forces in those places, but in some provinces and districts there may be a lack of enforcement. The number of cases reported does not give a complete picture of the situation because of that variation in police enforcement. We must admit that our statistics depend largely on the efficiency of the police departments. I think that what everybody wants to know is the actual number of crimes committed in our country - not the number of persons who appear before the courts, but the actual number of crimes committed.

I am just passing these remarks on because I think it would be well if serious consideration were given to the importance of constant reporting of cases of serious crimes to our police departments, as we are in great need of those figures.

With respect to non-indictable offences I notice that page 62 shows assault first, and further down there is infraction of provincial laws, infraction of municipal laws, and so on. The offences are all mixed up on the same page. As Mr. Roseborough suggested, I think it would be of great advantage to have municipal by-laws in one section, federal laws in another, and the other infractions of the Criminal Code should be subdivided so that a better picture is given.

THE CHAIRMAN: We have had some very good suggestions on classification. They will be a good basis for the work of the continuing committee.

MR. McCULLEY: There is one small item which I would like to mention for the record, not so much because I think that there is anything that we, as a group, can do, but I would like to see it considered later.

As General Gibson said last night, one of our chief concerns, as a department dealing with statistics, is that those statistics should be as helpful as possible in the direction of evaluating the effectiveness of treatment. We are going into a fairly extensive program of treatment, education, and so on, and we are interested, as I am sure the taxpayer is, in knowing whether the treatment is or is not effective.

It seems to us that it would be of very great value if we could discover, through the Bureau, when discharges from federal penitentiaries are returned to penitentiaries or provincial institutions, and the time elapsed before those people again fall from grace. I think that would be a valuable piece of information to us. We feel that perhaps by the addition of two questions to our penitentiary reception card which has been worked out in consultation with the Bureau, some assistance will be received. The first question is "last penitentiary sentence served and the date of release". The second question is "last gaol sentence served and the date of release".

As the situation is now, if a man comes back into the penitentiary we of course do have the information with which the first question is concerned. If, however, he by chance is sent to a provincial or municipal institution, we do not get the information at all. As far as we are concerned the offender disappears from our ken and we do not know whether he has become a law abiding citizen or not.

It may be, in considering this question, that some indication might be received from statistics collected from municipal and provincial institutions. The information might tie in with these two questions on our cards and we might more effectively gauge whether our program is of any value. Perhaps there are other suggestions which could be made but I believe the problem can most effectively be answered through discussions between the Bureau and the provinces.

THE CHAIRMAN: Very well, that too is an excellent suggestion which will be considered.

MISS HARVEY: I might say that the inconsistency pointed out by Chief Robert with respect to deserted wives may be due to cases being tried through the family court on summary conviction. It is possible that the offenders were tried for non-support rather than desertion because this year cases of non-support of families doubled while they dropped with respect to deserting wives.

THE CHAIRMAN: If there are no further comments I shall ask the Chairman of the Resolutions Committee if he will make his report.

REPORT OF THE RESOLUTIONS COMMITTEE

JUDGE FRASER: Copies of the report of the Committee have now been distributed. Before asking for adoption of the report I wish to thank the members of my Committee for the tremendous amount of work and study and attention which they have given to the problems involved. I also wish to thank those volunteer

assistants who made our work so much more pleasant than if it had been confined solely to the Resolutions Committee.

Resolution No. 1.

WHEREAS the holding of this Dominion-Provincial Conference on Criminal Statistics has been made possible by the Right Honourable C. D. Howe, Minister of Trade and Commerce for Canada;

AND WHEREAS this Conference has made possible the presentation and discussion of nation-wide problems respecting statistics of criminal and other offences, as well as those of penal institutions, thus assuring the continued development and improvement of these statistics of the Provinces and Canada;

BE IT RESOLVED that this Conference requests Mr. Herbert Marshall, Dominion Statistician, to transmit to the Right Honourable, the Minister of Trade and Commerce, a unanimous expression of its appreciation.

Delegates: Agreed.

Resolution No. 2

WHEREAS the success of this Dominion-Provincial Conference has depended, in a large measure, on the efforts of the Dominion Statistician, Mr. Herbert Marshall, who has so ably presided over the deliberations;

BE IT RESOLVED that the delegates to this Conference express their cordial appreciation.

Delegates: Agreed.

Resolution No. 3

WHEREAS this Conference is advised that a considerable number of Juvenile Delinquency cases, which come to the attention of the Courts, are treated on an informal basis and do not reach the stage of a formal court hearing;

AND WHEREAS the value of Juvenile Delinquency Statistics would be increased by the inclusion of total numbers of such cases;

BE IT RESOLVED that this Conference recommends that total numbers of such cases be reported to the Dominion Bureau of Statistics and be shown as an appendix to the published figures of Juvenile Delinquency Statistics.

Delegates: Agreed.

Resolution No. 4

WHEREAS the criminal statistics presently prepared and published by the Dominion Bureau of Statistics are based upon numbers of cases recorded;

AND WHEREAS it is felt that these statistics would be more valuable if based upon persons rather than upon convictions;

Resolution No. 4 (continued)

AND WHEREAS most other countries base criminal statistics upon persons;

BE IT RESOLVED that this Conference recommends that the Dominion Bureau of Statistics give consideration to changing the present practice of basing criminal statistics upon cases to one of basing such statistics upon persons, provided that total figures of numbers of convictions will continue to be shown.

Delegates: Agreed.

Resolution No. 5

WHEREAS this Conference has reviewed the variations in the periods presently in effect

- (a) for reporting of criminal statistics to the Bureau and
- (b) for reporting statistics concerning penal institutions;

AND WHEREAS statistics for police statistics and court appeals are presently being reported to the Bureau on the calendar year basis, while the present Judicial Year (for indictable crimes, non-indictable offences and juvenile delinquencies) is October 1st to September 30th;

BE IT RESOLVED that this Conference recommends

- (a) that all Judicial Statistical Reports should be prepared and published on a calendar year basis;
- (b) that all returns sent to the Dominion Bureau of Statistics covering Judicial Statistics should be forwarded either monthly or quarterly, whichever is the most suitable to the reporting agency;
- (c) that all statistics concerning penal institutions should be prepared and published on the twelve-month reporting period of April 1st to March 31st.

Delegates: Agreed.

Resolution No. 6

WHEREAS this Conference has reviewed the forms presently used by the Dominion Bureau of Statistics for the collection of information regarding criminal offences and has made certain suggestions for revision of such forms;

BE IT RESOLVED that this Conference recommends that the Dominion Bureau of Statistics give further consideration to the revision of the questions included in the forms in the light of the Conference discussions, and that any suggestions the Provinces may make shall be given careful consideration.

Delegates: Agreed.

Resolution No. 7

WHEREAS this Conference has reviewed the present "Return of Police Statistics" and has recognized the difficulties encountered in the collection and compilation of adequate and accurate information on police activities in Canada;

BE IT RESOLVED that

- (a) the "Return of Police Statistics" be forwarded to the Chief Constables' Association of Canada for consideration and comment;
- (b) the said Association be requested to promote the collection of such information throughout its membership.

Delegates: Agreed.

Resolution No. 8

WHEREAS the Conference having in mind the fact that the control and supervision of the courts are matters of provincial concern, it has been suggested that the most effective channel for obtaining accurate information on criminal and other offences is through the provincial authority;

AND WHEREAS many mutual benefits would accrue by the clarifying of such information through the appropriate authority;

BE IT RESOLVED that this Conference recommends that a Continuing Committee composed of representatives of the Dominion and Provinces be set up

- (a) to review the present system of collecting information on criminal and other offences;
- (b) to give consideration to all suggestions for improving or changing the collection system;

BE IT FURTHER RESOLVED that the Minister of Trade and Commerce be requested to call a further Dominion-Provincial Conference, when the work of the Continuing Committee is completed, in order that its report may be fully considered.

Delegates: Agreed.

MR. McCULLEY: In connection with Resolution No. 2, might I suggest, without detracting in any way from the efforts of the Chairman, that it would meet with the approval of the Conference if appreciation in formal terms was expressed to the Staff.

(Applause)

THE CHAIRMAN: The remaining item on our Agenda is 'other business'.

MR. NEELANDS: Mr. Chairman, I wish to move a vote of thanks to Judge Fraser and his Committee for the splendid work they have done.

MR. MIDDLEMAS: I would like to second that.

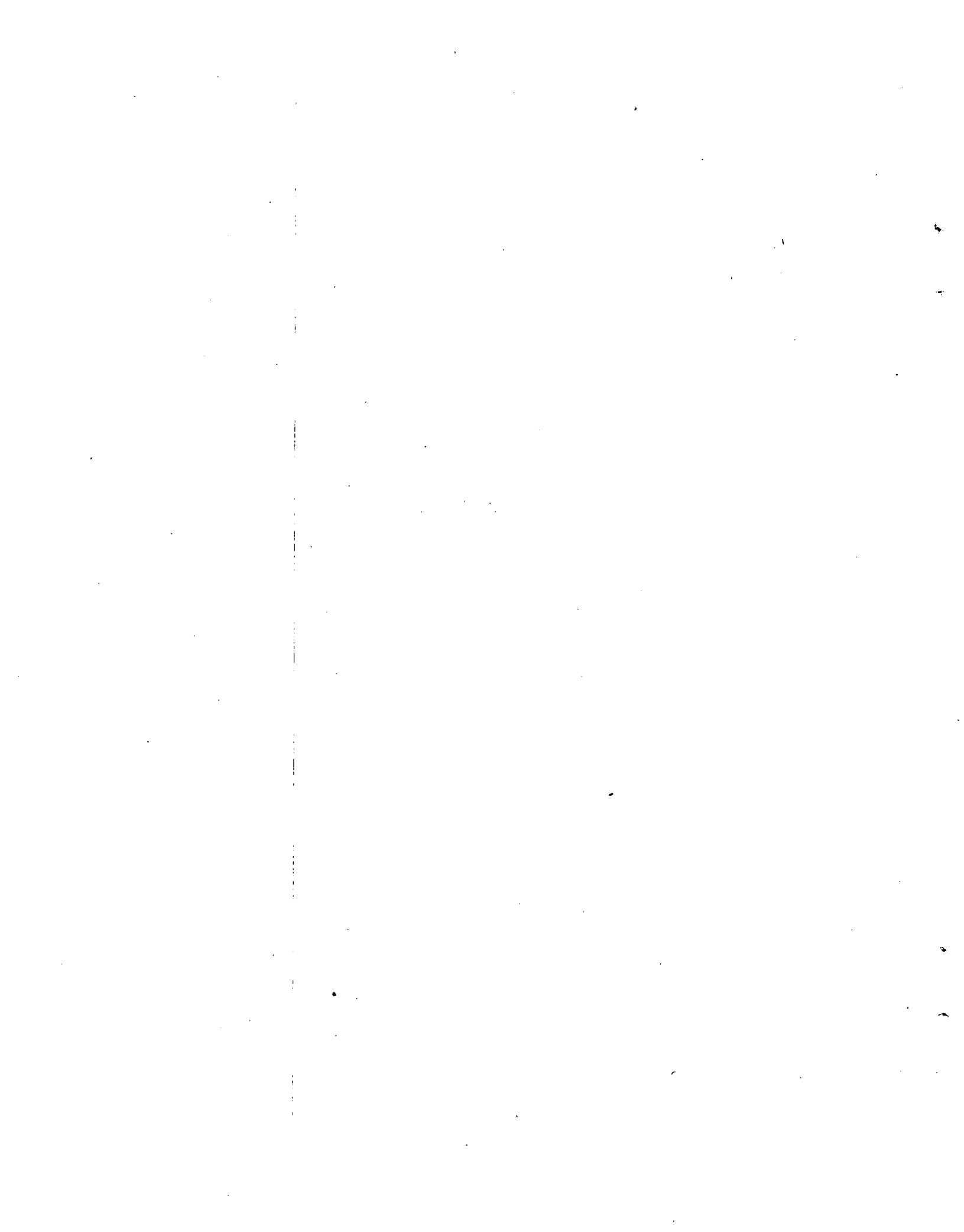
(Applause)

THE CHAIRMAN: I wish to take this opportunity of thanking the delegates from the provinces, and all those who are representing national organizations; the observers, and the representatives of the other departments of the Dominion Government, for their very thorough co-operation in this meeting.

I think the spirit in which the delegates and the representatives have conducted the discussion has been very admirable indeed and at a very high level. I am sure that something good will come of this Conference and I want to thank you all. Any success that the Conference will have is due not only to the staff of the Dominion Bureau of Statistics but to those who have worked on it so hard yesterday and today.

I declare this meeting closed and I hope that it will not be too long before we meet again.

APPENDICES



EXCERPTS
taken from the
ROYAL COMMISSION
on
PENAL SYSTEM OF CANADA



EXCERPTS

taken from

REPORT OF THE ROYAL COMMISSION

on

PENAL SYSTEM OF CANADA

(pages 174, 175)

"Statistical Information"

Your Commission attempted a statistical study of the prison population of Canada with a view to making an analysis that would establish certain conclusions in respect to the cost of crime in the Dominion of Canada, the economic loss by reason of inefficient administration of the law, the results of efficient and inefficient policing, the cost of maintenance of prisoners in the respective prisons throughout the Dominion, the causes of crime, and the results of experiments which have been made in respect to juvenile delinquency, adult probation, ticket-of-leave, and other methods of treating prisoners. We found the officers of the Dominion Bureau of Statistics very efficient in the performance of their duties and willing to co-operate with the Commission in every respect.

Without any reflection on the officers of this branch, we find that there is a great lack of uniformity in the compilation of statistics respecting crime in Canada; so much so, that it would be dangerous to draw definite conclusions from the present statistical material. Your Commissioners are of the opinion that there should be a close co-operation between the Prison Commission, herein recommended, and the Bureau of Statistics, with a view to formulating definite principles of gathering such statistics, which would be observed by all authorities throughout the Dominion. It is imperative that accurate statistical information should be available for the study of such matters as the growth or decline of juvenile delinquency, recidivism, the success or failure of probation, ticket-of-leave or parole, and other kindred matters. If, for example, the recommendation, herein contained, to establish an adult probation system, is put into effect throughout Canada, statistics should be compiled to show the number placed on probation and, through the Criminal Investigation Bureau, records should be kept and reports made to the Bureau of Statistics of those who violate probation. This would ensure that reasonably accurate information would be available for any subsequent study of the success or failure of adult probation as a whole, or the reason why, due to local causes, it may appear to succeed in one municipality and to fail in another.

1000

1000

1000

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Main body of extremely faint and illegible text, possibly bleed-through from the reverse side of the page.

Your Commission endeavoured to obtain reliable information in regard to juvenile statistics, with a view to determining the result of the treatment of juvenile delinquents in respective districts. This information was found to be unreliable by reason of the fact that juvenile court judges had different methods of keeping their records. Some judges record every case brought before them and show how it has been disposed of, while other judges treat many cases as consultations only and make no record of them. The result, from a statistical point of view, is that, when complete records are kept, juvenile delinquency is shown to be much greater per capita than when partial records only are maintained.

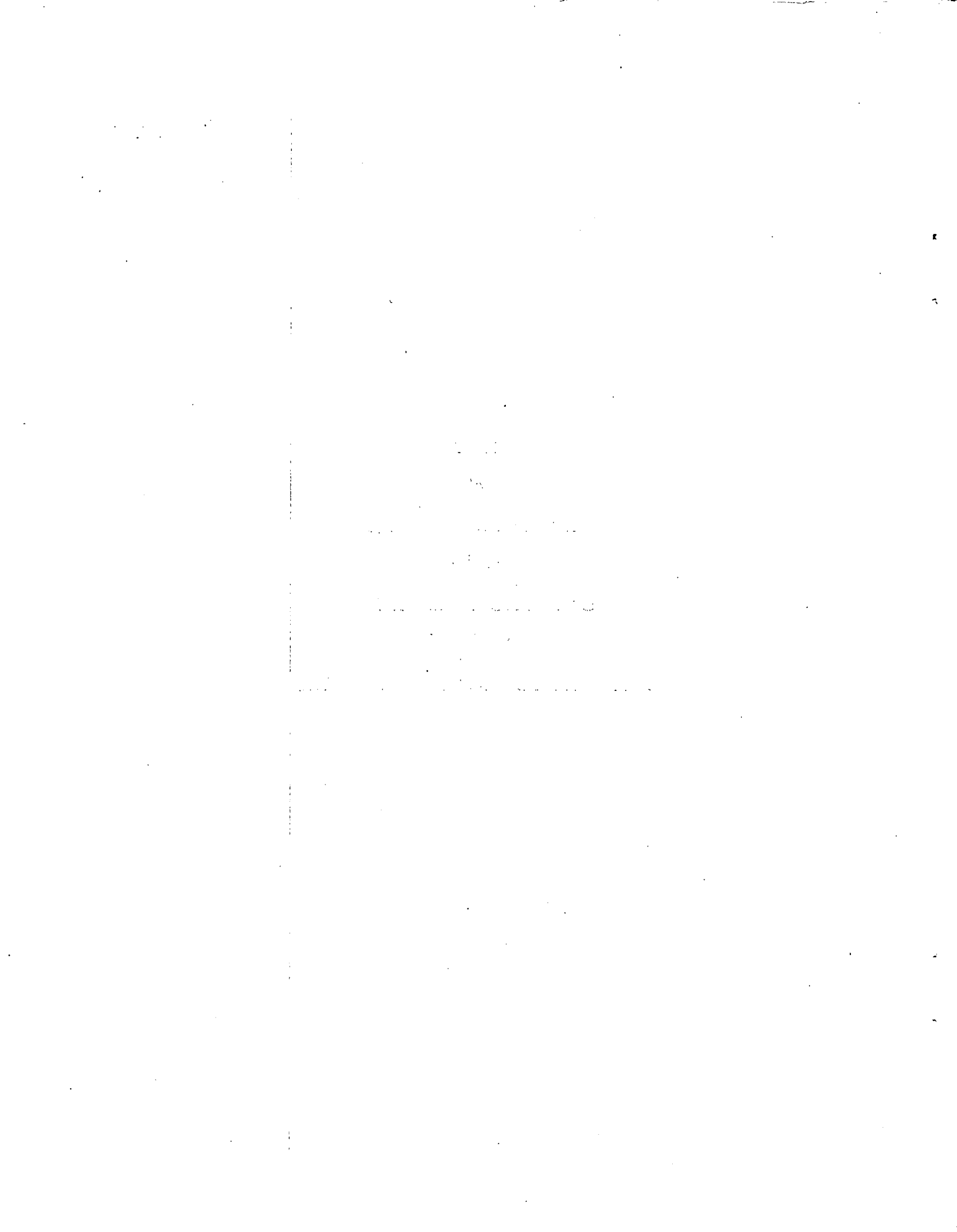
We are strongly of the opinion that crime in the Dominion of Canada is a matter of great economic consequence and, if the Prison Commission, which is to be charged with the responsibility of administering the prisons of the Dominion, is to perform its full function, it must institute and maintain a continuous study of all problems affecting criminology and penology. In order that this may be done, it is of vital importance that statistical records, which are reasonably accurate and designed and prepared for the purposes of such a study, should be available. In every case, provincial and municipal authorities should be required to keep their records in a uniform manner in order that, as far as is possible, the information supplied by the different districts will be comparable."

The first part of the document discusses the importance of maintaining accurate records of all transactions. It emphasizes that every entry should be supported by a valid receipt or invoice. This ensures transparency and allows for easy verification of the data. The second part of the document provides a detailed breakdown of the financial data, including a list of all items purchased and their respective costs. This information is presented in a clear and concise manner, making it easy to understand and analyze. The final part of the document summarizes the total amount spent and provides a comparison to the budget. This helps to identify any areas where the budget was exceeded and provides a basis for future planning.

The following table provides a detailed breakdown of the financial data. Each row represents a single transaction, with columns for the date, description of the item, and the amount spent. The total amount spent is listed at the bottom of the table. This information is presented in a clear and concise manner, making it easy to understand and analyze. The final part of the document summarizes the total amount spent and provides a comparison to the budget. This helps to identify any areas where the budget was exceeded and provides a basis for future planning.

Date	Description	Amount
1/15/2024	Office Supplies	12.50
1/20/2024	Travel Expenses	250.00
2/05/2024	Software Licenses	75.00
2/15/2024	Printing Services	30.00
2/25/2024	Professional Fees	150.00
3/05/2024	Travel Expenses	180.00
3/15/2024	Office Supplies	15.00
3/25/2024	Printing Services	25.00
4/05/2024	Software Licenses	60.00
4/15/2024	Travel Expenses	120.00
4/25/2024	Office Supplies	10.00
5/05/2024	Printing Services	20.00
5/15/2024	Professional Fees	100.00
5/25/2024	Travel Expenses	90.00
6/05/2024	Office Supplies	8.00
6/15/2024	Printing Services	15.00
6/25/2024	Software Licenses	45.00
7/05/2024	Travel Expenses	70.00
7/15/2024	Office Supplies	6.00
7/25/2024	Printing Services	12.00
8/05/2024	Software Licenses	35.00
8/15/2024	Travel Expenses	55.00
8/25/2024	Office Supplies	4.00
9/05/2024	Printing Services	10.00
9/15/2024	Professional Fees	80.00
9/25/2024	Travel Expenses	40.00
10/05/2024	Office Supplies	3.00
10/15/2024	Printing Services	8.00
10/25/2024	Software Licenses	25.00
11/05/2024	Travel Expenses	30.00
11/15/2024	Office Supplies	2.00
11/25/2024	Printing Services	6.00
12/05/2024	Software Licenses	15.00
12/15/2024	Travel Expenses	20.00
12/25/2024	Office Supplies	1.00
12/31/2024	Printing Services	4.00
Total		1,800.00

LIST
of
REPORTING PERIODS
of the
STATISTICAL RETURNS
received at the
DOMINION BUREAU OF STATISTICS



UNIFORMITY OF TWELVE-MONTH PERIOD FOR ANNUAL REPORTSPRESENT REPORTING PERIODSCriminal Statistics -

Judicial year, October 1st to September 30th, (indictable crimes, non-indictable offences and juvenile delinquencies)

Appeals - January 1st to December 31st

Police - January 1st to December 31st

Institutional Statistics -

Penitentiaries - April to March 31

Reformatories and
Training Schools - October 1 to September 30

Gaols - October 1 to September 30

Exceptions:

Ontario - April 1 to March 31

Nova Scotia - December 1 to November 30

Prince Edward Island - January 1 to December 31

Dear Sir,

I am writing to you regarding the matter of the late Mr. [Name] who passed away on [Date].

The late Mr. [Name] was a resident of [Address] and was the sole owner of the property at [Address]. He was married to [Name] who passed away on [Date]. The late Mr. [Name] was survived by [Name] who is the only surviving child of the late Mr. [Name].

I am writing to you regarding the matter of the late Mr. [Name] who passed away on [Date].

The late Mr. [Name] was a resident of [Address] and was the sole owner of the property at [Address].

He was married to [Name] who passed away on [Date].

The late Mr. [Name] was survived by [Name] who is the only surviving child of the late Mr. [Name].

I am writing to you regarding the matter of the late Mr. [Name] who passed away on [Date].

The late Mr. [Name] was a resident of [Address] and was the sole owner of the property at [Address].

He was married to [Name] who passed away on [Date].

The late Mr. [Name] was survived by [Name] who is the only surviving child of the late Mr. [Name].

DEFINITIONS



DEFINITIONS

Indictable Offences are so designated in the Statutes creating them and providing for their punishment. They include all offences which are not punishable by way of summary conviction. A limited few of such offences are triable by Magistrates without the consent of the accused, by virtue of Part XVI of the Criminal Code relating to the summary trial of indictable offences. The great majority, however, are only triable in the Superior Court of the province with a jury or, by consent of the accused, under Part XVIII of the Criminal Code relating to the Speedy trial of indictable offences or by a Magistrate under Part XVI aforesaid.

Non-Indictable Offences include all offences which are not expressly made indictable. This includes all provincial offences, examples of which are violations of Traffic Laws and Municipal By-laws. Non-indictable offences are triable by Magistrates and Justices of the Peace under Part XV of the Criminal Code or under the Provincial summary conviction acts as the case may be.

A Child, according to the Juvenile Delinquents Act, means "any boy or girl apparently or actually under the age of sixteen years; provided that in any province or provinces as to which the Governor-in-Council, by proclamation, has directed or may hereafter direct, "child" means any boy or girl apparently or actually under the age of eighteen years".

Only in respect of Quebec, Manitoba, Alberta and British Columbia has action been so taken to raise the age to eighteen years.

CHAPTER 10

The first part of the chapter discusses the importance of maintaining accurate records of all transactions. This is essential for the proper functioning of the business and for the preparation of financial statements. The second part of the chapter deals with the various methods of recording transactions, including the double-entry system and the use of journals and ledgers. The third part of the chapter discusses the importance of reconciling the books and the preparation of a trial balance.

The fourth part of the chapter discusses the various methods of adjusting the books, including the accrual method and the deferral method. The fifth part of the chapter discusses the importance of closing the books and the preparation of a balance sheet and an income statement.

The sixth part of the chapter discusses the various methods of determining the cost of goods sold and the importance of maintaining accurate records of inventory. The seventh part of the chapter discusses the various methods of determining the cost of services rendered and the importance of maintaining accurate records of labor and materials.

The eighth part of the chapter discusses the various methods of determining the cost of capital and the importance of maintaining accurate records of interest and depreciation. The ninth part of the chapter discusses the various methods of determining the cost of taxes and the importance of maintaining accurate records of tax payments.

EXTRACTS
from
THE STATISTICS ACT
and
ORDER IN COUNCIL 158/2595





DOMINION BUREAU OF STATISTICS

OTTAWA
CANADA

Sir:

By order of the Minister of Trade and Commerce, I have the honour to send you the blank schedules of Criminal Statistics for the year ended 30th September, 19 to be filled and transmitted to this office BEFORE THE END OF OCTOBER, in accordance with the requirements of the Statistics Act, Chapter 45, Statutes of Canada, 1948.

These returns require no postage.

Your attention is called to sections 28 and 30 of the above Act, which reads:

"28. The clerk of every court or tribunal administering criminal justice, or in case of there being no clerk, the judge or other functionary presiding over such court or tribunal, shall, before the end of October in each year, fill in and transmit to the Dominion Statistician, for the year ending the thirtieth day of September preceding, such schedules as he receives from time to time from the Dominion Statistician relating to criminal business transacted in such court or tribunal.

30. Every person required to transmit any such schedules mentioned in section twenty-eight shall, from day to day, make and keep entries and records of the particulars to be comprised in such schedules".

FEEES

P.C. 158/2595

The rate of remuneration to be paid to the clerk of the court or tribunal administering criminal justice or to the judge or other functionary presiding over such court or tribunal, who is responsible for transmitting the report, is as follows:

Table I - Indictable Crimes - Five cents for each indictable crime whether a conviction or acquittal.

Table II - Non-Indictable Offences - One cent for each summary conviction.

Table B - Juvenile Offences - Five cents for each conviction for a major or minor offence and for each dismissal of a major offence.

One dollar in addition to these fees for each return of all the cases disposed of by a certain court in a certain judicial district.

Appeals - One dollar for each return of appeals.

Fees are not paid for the following cases and they need not be returned: Sent up for trial, withdrawn, adjourned, dismissed cases on Table II (non-indictable), and dismissed minor cases on Form B (juveniles).

Indictable cases disposed of summarily by magistrates are to be returned on Table I with all information given as required by that schedule.

Your obedient servant,

Herbert Marshall

Dominion Statistician.

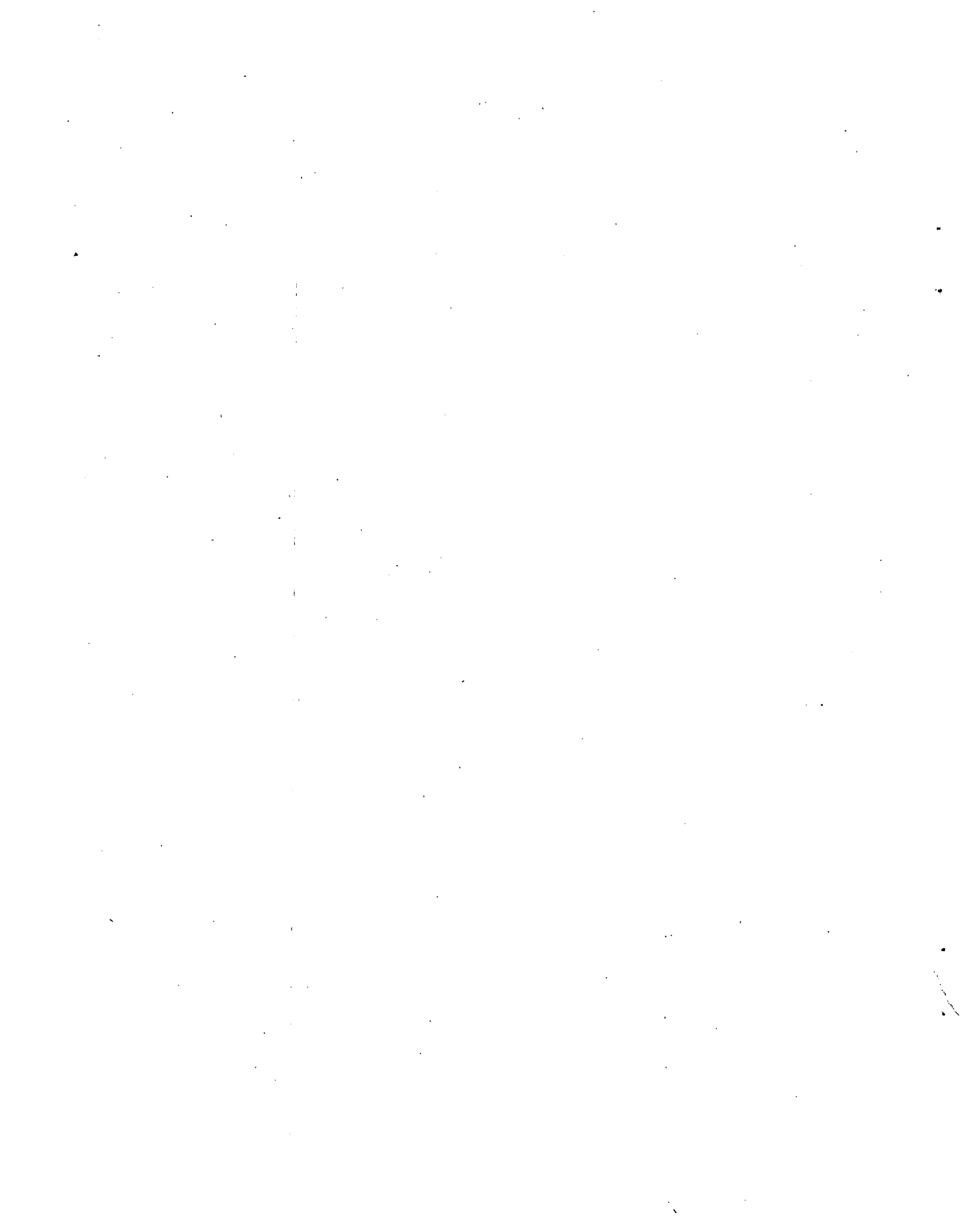


TABLE I
INDICTABLE CRIMES

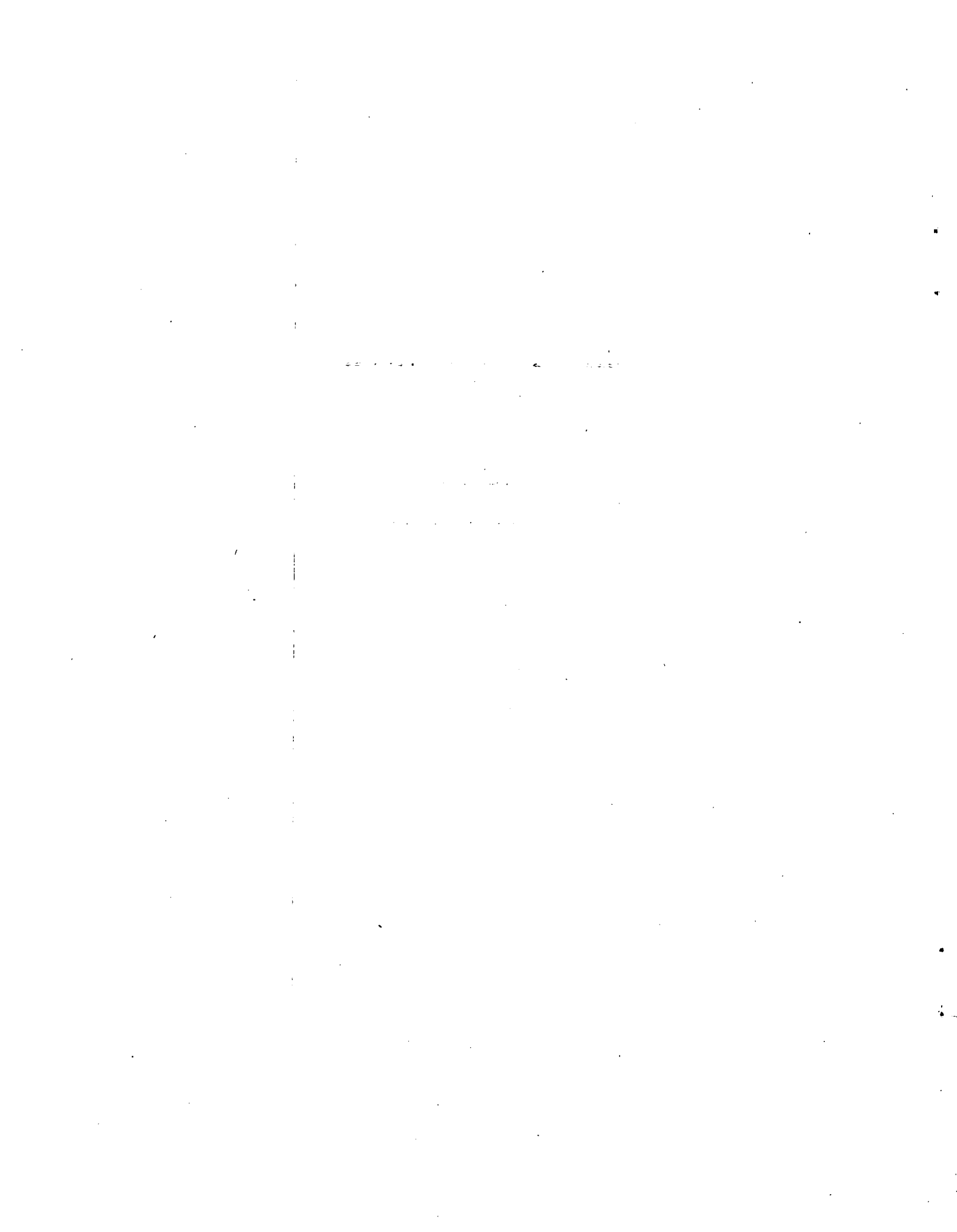


TABLE 1

45759

CRIMINAL
DOMINION BUREAU OF
INDICTABLE



STATISTICS
STATISTICS - OTTAWA
CRIMES

FORM 90-09-001E
13957-948-55M

PROVINCE OF _____ JUDICIAL DISTRICT OF _____ COURT OF _____

FOR YEAR ENDING SEPTEMBER 30 19 _____ TRIALS: BEFORE JURY SPEEDY SUMMARY

NAME OF ACCUSED _____ SEX: MALE FEMALE AGE _____

MARITAL STATUS: SINGLE MARRIED WIDOWED DIVORCED SEPARATED EDUCATION: ABOVE HIGH SCHOOL GIVE SCHOOL GRADE _____ ILLITERATE

RESIDENCE: URBAN RURAL OCCUPATION _____

RELIGION _____ COUNTRY OF BIRTH _____

ETHNIC ORIGIN _____ NUMBER OF PREVIOUS CONVICTIONS _____

DATE OF OFFENCE			DATE OF CONVICTION			OFFENCE CHARGED				CONVICTED				SENTENCE OR OTHER DISPOSITION								
DAY	MONTH	YEAR	DAY	MONTH	YEAR	C. C. SECTION	SUB. SEC.	MULT. CHARGE	*	C. C. SECTION	SUB. SEC.	MULT. CONV.	*	SUSP. SENT.	PROB. ATION.	AMOUNT OF FINE	LENGTH OF			DEATH		
																		GAOL	REFORM.	PEN.		
														<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>							

NOTE: Do NOT USE BOXES MARKED * PLEASE RETURN ORIGINAL

IF MORE SPACE IS REQUIRED USE BACK OF FORM

DIRECTIONS
for reporting
INDICTABLE CRIMES

DIRECTIONS FOR REPORTING INDICTABLE CRIMES

Only the cases tried are to be returned. Cases that are dismissed, acquitted and those committed for lunacy should be reported but no details are necessary beyond the name and sex of the accused and the offence. Cases sent up for trial should not be entered.

1. The Judicial District, Court and Year need only be entered on the top card of each bundle of cards mailed to the D.B.S.
2. Age - Enter age at last birthday.
3. Marital Status - 'Separated' means living apart permanently, though not divorced and not necessarily legally separated.
4. Education - Enter the number of the last school grade attended, whether in primary or elementary (grades 1-8), technical or secondary or high school (grades 9-13). Illiterate means the accused cannot read or write.
5. Occupation - The chief occupation of the accused should be recorded. Such a general term as 'labourer' is not acceptable when a more exact description can be secured as for example: - boiler fireman, machine setter or caretaker.
6. Religion - Specify the religious denomination, body, sect or community to which the accused adheres or belongs, avoiding the term 'Protestant' where possible.
7. Country of Birth - Enter the name of the country in full. In the British Isles, the particular part of the country should be given as England, Scotland, Wales, Ireland.
8. Ethnic Origin - The word ethnic refers to a race of people i.e. - descendants of a common ancestor or a group having a distinctive culture, for example:- French, Scotch, Scandinavian. Do not enter Canadian or American for these terms denote country of birth or nationality. A person's origin is to be traced through his father.
9. Number of previous convictions. - If possible include convictions given in other courts, if any.
10. Date of offence and trial - Use the same abbreviations as are used in the Post Office, example: - September 7th, 1948 would be 7-9-48.
11. If there is more than one charge or conviction for the same offence the number of the Criminal Code Section need only be written once and the figure denoting the number of charges or convictions inserted under Multiple (mult) charges or Multiple convictions.

If the charges or convictions are for different offences they should be listed one under the other.

COMPLETED CARDS SHOULD BE MAILED TO THE DOMINION BUREAU OF STATISTICS EACH
QUARTER (Dec. 31st, Mar. 31st, June 30th, Sept. 30th) OR IF THE LARGER COURTS PREFER IT, EACH MONTH.

TABLE II
NON-INDICTABLE OFFENCES

TABLE II

CRIMINAL STATISTICS

CANADA, PROVINCE

JUDICIAL DISTRICT OF

YEAR ENDING 30TH SEPTEMBER 19

X CASES WHEN TRIED UNDER THE SUMMARY TRIALS ACT ARE TO BE ENTERED ON TABLE I NOT TABLE II

REVISED STATUTES OF CANADA CHAP. 36, PART XV

COMPILATION OF CONVICTIONS FOR NON-INDICTABLE OFFENCES	OPTION OF FINE		GAOL (WITHOUT OPTION)		PROBATION SEC. 1081 C.C. CLAUSE 5		SENTENCE SUSPENDED OR OTHER DISPOSITION	
	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE
x01 Assault								
02 Bawdy house, frequenters								
x08 Carrying offensive weapons								
04 Contributing to child's delinquency								
05 Cruelty to animals								
x06 Damage to property (589 c.c.)								
07 Disturbing the Peace								
x08 Driving car while drunk								
09 Exercising various callings without licences								
10 Federal Acts, not otherwise listed								
11 Frequenting opium resort and smoking opium								
12 Gambling								
13 Game and Fisheries Acts								
14 Harbour Board and Merchant Seaman's Acts								
15 Immigration Act								
16 Incurability								
17 Indecent exposure								
18 Indian Act (not including intoxication)								
19 Inspection and Sales, Food and Drug Acts								
20 Intoxication								
21 Liquor Control Act (not including intoxication)								
22 Lord's Day Act								
23 Master and Servant Act								
24 Medicinal Dentistry and Pharmacy Acts								
25 Mental Diseases Act								
26 Militia Act								
x27 Motor vehicle, taking without owner's consent								
28 Municipal By-laws, not otherwise listed								
29 Non-payment of board								
x30 Non-support of family and neglecting children								
x31 Petty theft								
32 Prairie and Forest Fire Prevention Act								
33 Probation and recognizance, breach of								
34 Provincial Acts, not otherwise listed								
35 Public Health Act (Federal, provincial and municipal)								
36 Radio without licence								
37 Railway Acts								
38 Revenue Laws								
39 School Laws								
40 Threats								
41 Traffic offences (provincial and municipal)								
42 Trespass								
43 Unemployment Insurance Act								
44 Vagrancy								
45 Wartime Prices and Trade Board Act								
46 Weights and Measures Act								
47								
48								

Signed:

CONVICTING JUSTICE OR CLERK

POST OFFICE ADDRESS

DATE

THIS ENTIRE FORM TO BE RETURNED TO
 THE JUDICIAL STATISTICS SECTION
 DOMINION BUREAU OF STATISTICS
 OTTAWA

DO NOT DETACH ANY PORTION

DIRECTIONS
for completing
SUMMARY CONVICTIONS

DIRECTIONS FOR COMPLETING TABLE IIReport of Summary Convictions (Non-indictable Offences)

Enter the total number of convictions opposite the offence as listed on Table II and under the disposition of the case shown by the headings: Option of Fine, Gaol (Without Option), Probation CC Sec. 1081 (5) and Suspended Sentence or Other Disposition.

When a fine is imposed, the entry should be under Option of a Fine, even though the offender may go to gaol because he failed to pay the fine.

There are separate columns for convictions against males and females.

Convictions, if given under the Summary Trials Act (Indictable Offences) are entered on Table I and not on Table II. Offences to which this applies are marked "X".

Convictions under the Mental Diseases Act should be entered under "Other disposition".

Table II may be compiled daily, weekly, monthly or yearly. Reports should be sent to the Dominion Bureau of Statistics only once a year and as soon as possible after October 1st, when they are due.

R. Harvey,
Chief, Judicial Section,
Dominion Bureau of Statistics,
Ottawa.

February, 1949.

REPORT FORM
JUVENILE DELINQUENTS

DOMINION BUREAU OF STATISTICS

JUDICIAL SECTION
JUVENILE DELINQUENTS



PROVINCE OF * JUDICIAL DISTRICT OF *

COURT OF * FOR YEAR ENDING SEPTEMBER 30, 19 * TOTAL NUMBER OF INFORMAL CASES OR OCCURRENCES HANDLED DURING ENTIRE YEAR NO

NAME OF CHILD: SURNAME GIVEN NAME SEX: MALE FEMALE AGE

RESIDENCE: URBAN RURAL RELIGION *

COUNTRY OF BIRTH: FATHER MOTHER CHILD OCCUPATION: FATHER MOTHER CHILD

MARITAL STATUS OF PARENTS	LIVING TOGETHER <input checked="" type="checkbox"/>	SEPARATED <input checked="" type="checkbox"/>	WIDOWED <input checked="" type="checkbox"/>	DIVORCED <input checked="" type="checkbox"/>	STEP <input type="checkbox"/> F <input type="checkbox"/> M <input type="checkbox"/>	ALIVE <input type="checkbox"/> F <input type="checkbox"/> M <input type="checkbox"/>	SCHOOL GRADE LAST ATTENDED <input type="text"/>	AGE AT LEAVING SCHOOL <input type="text"/>
	PARENT OR RELATIVE <input checked="" type="checkbox"/>	PROBATION OFFICER <input checked="" type="checkbox"/>	POLICE <input checked="" type="checkbox"/>	SCHOOL <input checked="" type="checkbox"/>	SOCIAL AGENCY <input checked="" type="checkbox"/>	OTHER COURT <input checked="" type="checkbox"/>	NUMBER OF PREVIOUS DELINQUENCIES BEFORE JUDGE: WITHIN YEAR <input type="text"/>	PREVIOUS YEARS <input type="text"/>

TIME OF DELINQUENCY	DATE OF				NATURE OF DELINQUENCY	DISPOSITION
	APPREHENSION		FIRST HEARING			
	DAY	MONTH	YEAR	DAY		
6 AM TO 12 PM <input checked="" type="checkbox"/>	12 PM TO 6 PM <input checked="" type="checkbox"/>	6 PM TO 6 AM <input checked="" type="checkbox"/>				

NOTE: DO NOT USE BOXES MARKED * USE BOXES MARKED ✓ PLEASE RETURN ORIGINAL COPY

HANDSET PATD., MFD. BY BUSINESS SYSTEMS LIMITED TORONTO, OTTAWA 3621

IF MORE SPACE IS REQUIRED USE BACK OF FORM

DIRECTIONS
for reporting
JUVENILE DELINQUENCY

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DIRECTIONS FOR REPORTING CASES OF JUVENILE DELINQUENCY

1. The total number of occurrences, informal or unofficial cases during the year should be entered in space at top right corner on the last completed form.

2. Age — Age at last birthday

3. Residence — Urban residence is within an incorporated city, town or village. Rural is outside such boundaries.

4. Religion — Specify the religious denomination or community to which child belongs, avoiding term "Protestant" where possible. In case of doubt the father's religion should be recorded.

5. Country of Birth — Enter the name of the country in full. In the British Isles, the part of the country should be given as England, Scotland, etc.

6. Occupation (a) Parents — Record chief occupation of the parents. The general term for the father of "labourer" is not acceptable when a more exact description can be secured as — boiler fireman or caretaker. Record mothers, doing housework in their own homes without wages, as "homemakers". If a mother, in addition to doing her own housework, regularly earns money at some occupation, then enter that occupation and not "homemaker". (b) Child — Enter every child attending school or receiving private tuition as "student", even if earning money after school, on Saturdays or during vacations. If not attending school and if gainfully employed, or wholly assisting parents or other person on farm, in store, etc. report this occupation.

F — father. M — mother.

7. Marital Status — "Separated" means living apart permanently though not divorced and though not necessarily legally separated.

8. School Grade — Enter the number of the last school grade attended whether primary, or elementary, (Grades 1 to 8), technical, secondary or high school (Grades 9 to 13).

9. Previous Appearances — Means the number of times a child has been brought before the Judge for previous proven delinquencies.

10. A case should be counted separately each time child involved is referred for a new offence. However, if a child has committed two or more offences that may be considered the same delinquency situation and are disposed of at the same time, these offences shall be counted as a single case of delinquency. Examples: (a) child, who runs away from home, may also be a truant from school; (b) a boy, who has broken into three stores on one evening. Each example would be counted as one case.

If a child is referred to the court for violation of probation, do not count this a case unless other conduct that would constitute delinquency, if the child were not already on probation, has been committed.

Do not count as a new case a rehearing that does not involve a new situation, but is merely to change the type of care given, to release a child from probation, etc.

11. Disposition means that some definite action has been taken or some plan of treatment has been decided upon. The case may not be closed in the sense that contact with child or his family has ceased. The court orders would be dismissed; adjourned sine die; reprimanded; placed on probation with the parents, a social agency, the probation officer; final disposition suspended; detained indefinitely; fined or restitution; or committed to an institution.

12. On the back of the last completed forms, describe briefly any change during the year in court jurisdiction, organization, method of handling cases, etc. which affect the comparison of this year's figures with those of previous years.

13. Completed forms should be mailed to the Judicial Statistics Section, Dominion Bureau of Statistics, once a year (Oct. 1st) or, if the larger Courts prefer it twice a year (April 1st and Oct. 1st).

[Redacted text]

**REPORT FORM
INDICTABLE OFFENCES**

11/11/11

11/11/11

APPEALS OF CRIMINAL CASES 19

COURT

REVISED STATUTES OF CANADA
CHAP. 36, PART XV

INDICTABLE OFFENCES

COUNTRY OR DISTRICT OF

Offences	Number of Persons Involved	Number of Appeals Abandoned	Number of Appeals Held Over from 19	Number of Appeals Standing for Judgment December 31, 19	Number of Criminal Appeals Heard and Disposed of during 19	Disposition of Completed Cases			
						Convictions or Orders Affirmed		Convictions or Orders Quashed	New Trial Directed
						Without Variation of Sentence	With Variation of Sentence		
Abduction									
Abortion and attempt									
Assault, aggravated									
Assault, common									
Assault on females									
Assault on wife									
Assault, indecent									
Assault on and obstructing police									
Bigamy									
Blackmail									
Carnal knowledge									
Cause of injury by fast driving									
Concealment of birth									
Desertion and cruelty to children									
Endangering life on railway									
Incest									
Intimidation									
Libel									
Manslaughter									
Murder									
Murder, attempt to commit									
Non-support of family									
Procuration									
Rape									
Rape, attempt to commit									
Seduction									
Shooting and wounding									
Sodomy and bestiality									
Wife desertion									
Other offences against the person									
Burglary, house and shop breaking									
Robbery									
Embezzlement									
False pretences									
Fraud									
Receiving stolen goods									
Horse and cattle stealing									
Theft									
Theft from the person									
Theft of automobile									
Theft of mail									
Arson									
Other malicious damage to property									
Currency, offences against									
Forgery and uttering									
Attempt to commit suicide									
Carrying unlawful weapons									
Conspiracy									
Criminal negligence									
Dangerous or reckless driving									
Driving car while drunk									
Gambling and lotteries									
Illicit stills									
Keeping and inmates of bawdy house									
Leaving scene of accident									
Opium and Narcotic Drug Act, breach of									
Perjury									
Prison breach and escape									
Public morals, offences against									
Revenue laws, breach of									
Riot and unlawful assembly									
Trade Mark Act, breach of									
Unemployment Insurance Act, breach of									
Wartime Prices and Trade Board Act, breach of									
Various other offender									
Signed:									

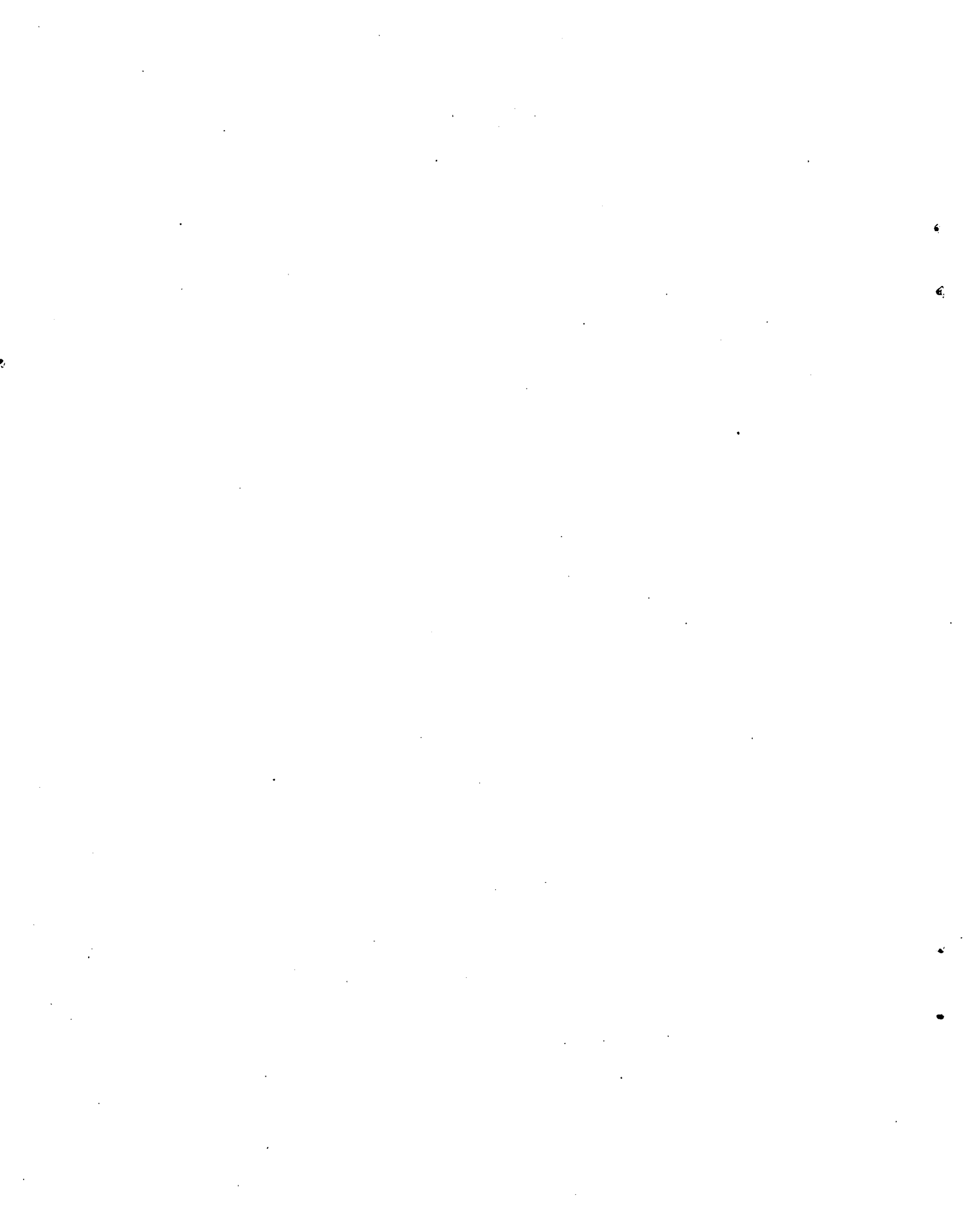
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DOMINION BUREAU OF STATISTICS
OTTAWA



REPORT FORM
NON-INDICTABLE OFFENCES

1950

1950

1950

CANADA, PROVINCE OF

APPEALS OF CRIMINAL CASES 19

REVISED STATUTES OF CANADA INDICTABLE OFFENCES
CHAP. 36. PART XV

COURT OF

COUNTRY OR DISTRICT OF

Offences	Number of Persons Involved	Number of Appeals Abandoned	Number of Appeals Held Over from 19	Number of Appeals Standing for Judgment December 31, 19	Number of Criminal Appeals Heard and Disposed of during 19	Disposition of Completed Cases			
						Convictions or Orders Affirmed		Convictions or Orders Quashed	New Trial Directed
						Without Variation of Sentence	With Variation of Sentence		
01 Assault									
02 Bawdy house, frequenters									
03 Carrying offensive weapons									
04 Contributing to child's delinquency									
05 Cruelty to animals									
06 Damage to property (530 c.c.)									
07 Disturbing the Peace									
08 Driving car while drunk									
09 Exercising various callings without licences									
10 Federal Acts, not otherwise listed									
11 Frequenting opium resort and smoking opium									
12 Gambling									
13 Game and Fisheries Acts									
14 Harbour Board and Merchant Seaman's Acts									
15 Immigration Act									
16 Incurability									
17 Indecent exposure									
18 Indian Act (not including intoxication)									
19 Inspection and Sales, Food and Drug Acts									
20 Intoxication									
21 Liquor Control Act (not including intoxication)									
22 Lord's Day Act									
23 Master and Servant Act									
24 Medicinal Dentistry and Pharmacy Acts									
25 Mental Diseases Act									
26 Militia Act									
27 Motor vehicle, taking without owner's consent									
28 Municipal By-laws, not otherwise listed									
29 Non-payment of board									
30 Non-support of family and neglecting children									
31 Petty theft									
32 Prairie and Forest Fire Prevention Act									
33 Probation and recognizance, breach of									
34 Provincial Acts, not otherwise listed									
35 Public Health Act (Federal, provincial and municipal)									
36 Radio without licence									
37 Railway Acts									
38 Revenue Laws									
39 School Laws									
40 Threats									
41 Traffic offences (provincial and municipal)									
42 Trespass									
43 Unemployment Insurance Act									
44 Vagrancy									
45 Wartime Prices and Trade Board Act									
46 Weights and Measures Act									
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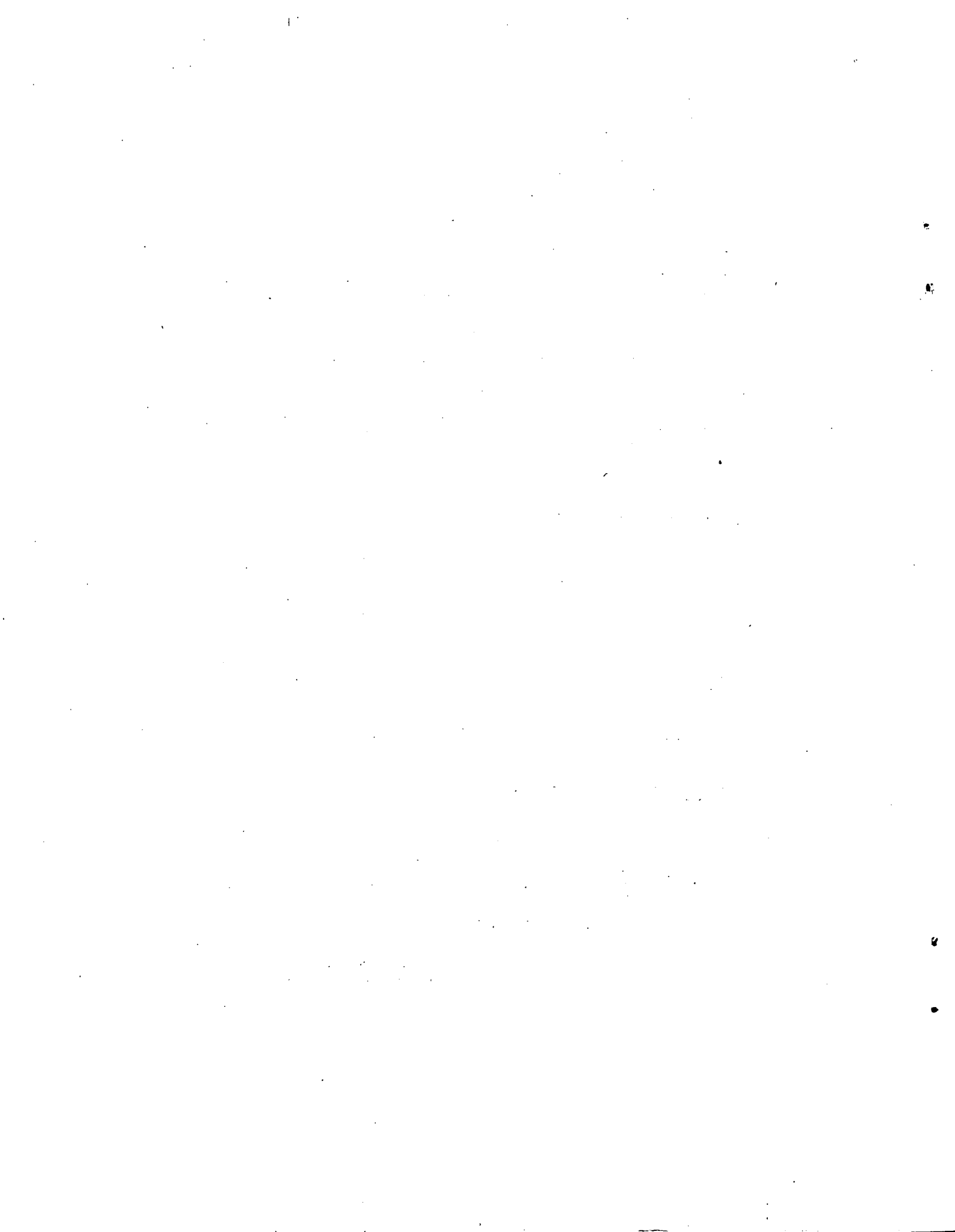
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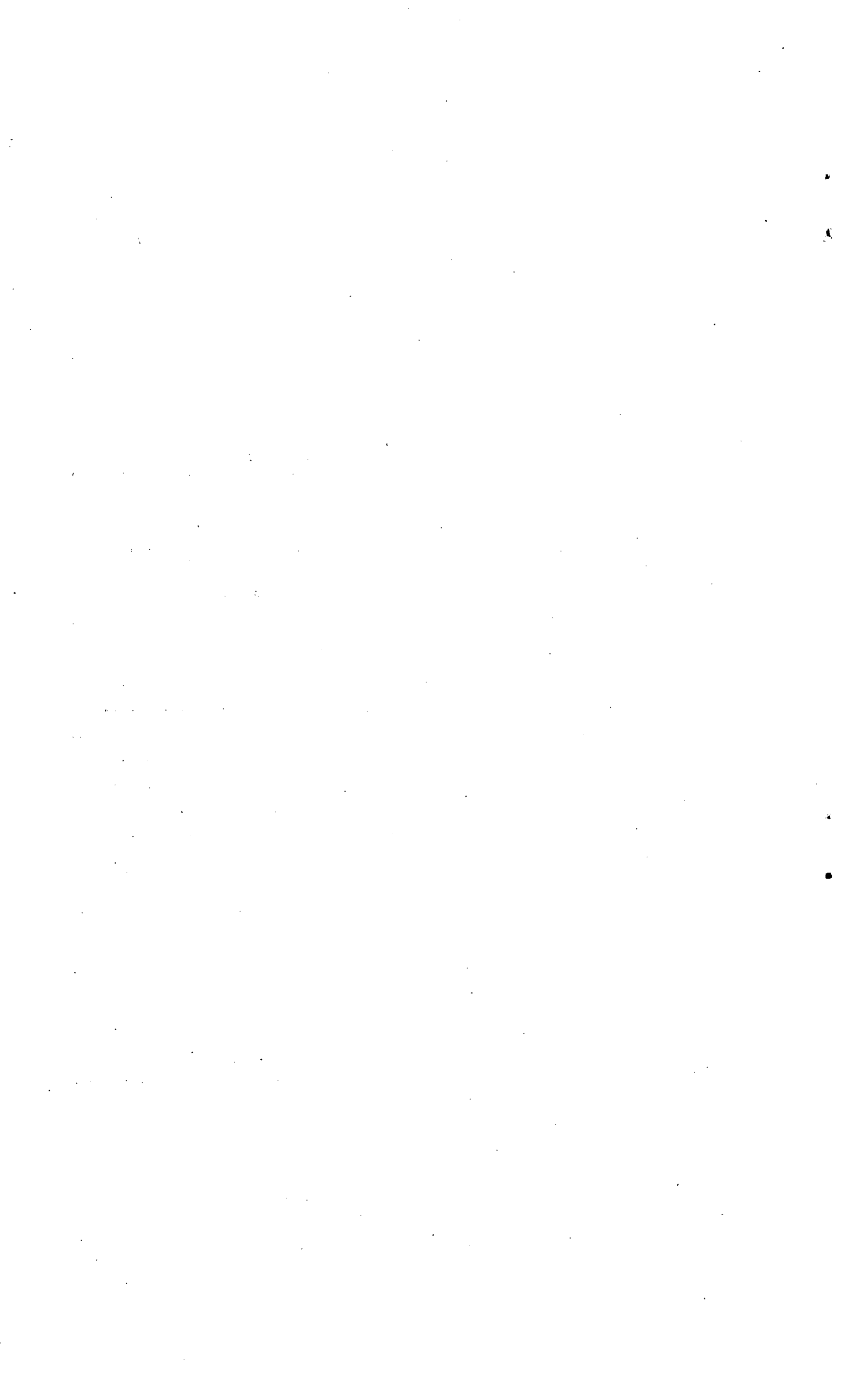
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DOMINION BUREAU OF STATISTICS
OTTAWA



REPORT FORM
POLICE STATISTICS

11 11 11



**REPORT FORM
PRISON STATISTICS**

11-11-11

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DOMINION BUREAU OF STATISTICS

OTTAWA
CANADA

JUDICIAL STATISTICS BRANCH

Return of Prison Statistics under authority
The Statistics Act Chapter 45, Statutes of Canada, 1948.

Name of Institution.....

Where located.....Province of.....

Number in Custody September 30, 19
March 31,

" Admitted during the year.....

" Discharged during the year.....

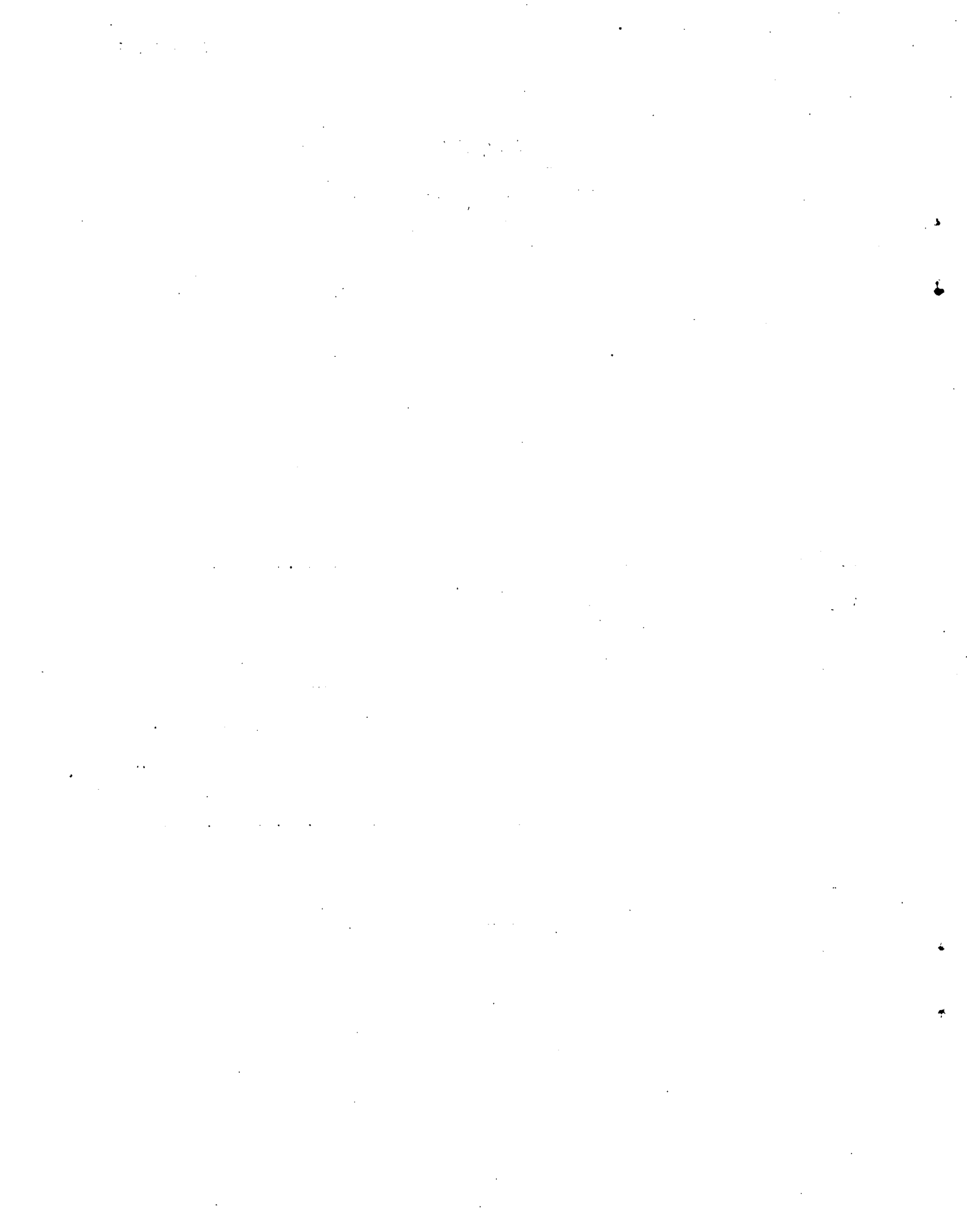
" in Custody September 30, 19
March 31,

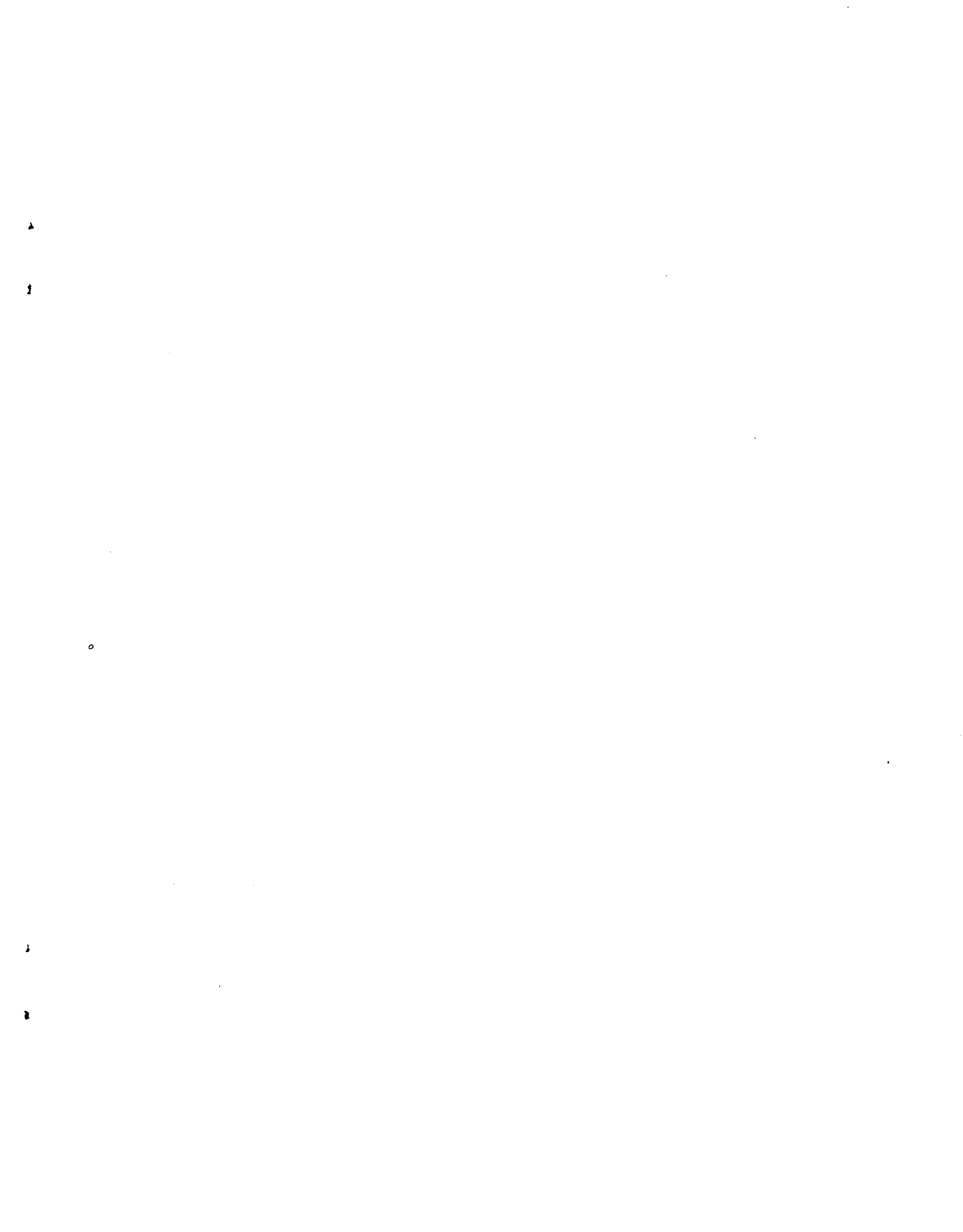
Signed.....

Official Title.....

Post Office Address.....

Date.....





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