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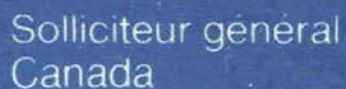
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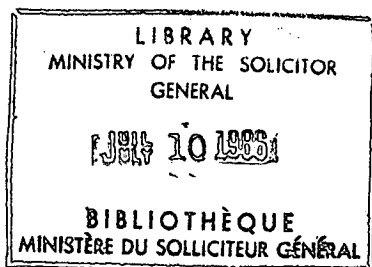
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Statistics Division

AN ESTIMATE OF THE
PRESENT AND FUTURE COSTS
AND INVOLVEMENT OF IMMIGRANTS
IN CRIME IN CANADA

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STATISTICS DIVISION

Report #6/74

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MINISTRY OF THE SOLICITOR GENERAL

July 1, 1974

A CANJUS PROJECT REPORT

#13

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AN ESTIMATE OF THE
PRESENT AND FUTURE COSTS
AND INVOLVEMENT OF IMMIGRANTS
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by
Marvin Ross

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CANJUS PROJECT

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

ABSTRACT

The Canadian Criminal Justice System is administered by many agencies at federal, provincial, and local levels of government. Consequently, it is not surprising that information on offenders and offences as they pass through the criminal justice system in Canada is fragmented and in many cases incomplete. The present paper utilizes a systemic approach to the total criminal justice process, to identify certain problems with the way in which offender information is presently collected and aggregated. From this recommendations are presented for obtaining more compatible and complete information and statistics on the system in the future.

INTRODUCTION

This study has been conducted at the request of the Department of Manpower and Immigration in order that they might evaluate the possible impact of future levels of immigration on various institutions and areas of Canadian society. This report will first examine the present involvement of immigrants in crime in Canada and the cost to the criminal justice system of that involvement. Second, we will estimate both the cost and involvement of immigrants in crime for 1986 given the two possible alternative levels of immigration being considered. As the Department of Immigration has chosen 1986 as the first future date to project different levels of immigration, it will also be used in the study.

However, in attempting to evaluate the extent of crime committed by immigrants and the differing effects that various changes in immigration policy will have on the crime problem and the cost of crime in Canada, we are very seriously constrained by a lack of data. As a result, numerous assumptions have been made based on the information that is available. In presenting the analysis, each assumption will be documented and implicit biases of the

data will be described. In interpreting the findings of this report, the conclusions should be very carefully evaluated in light of the methodology used, the source of the data, and the inherent assumptions.

2 METHODOLOGY

2.1 Definitions

The first problem that must be faced is how we define an immigrant. We could consider an immigrant to be anyone who was not born in Canada but this definition poses certain difficulties. First, someone who has been in Canada for 30 or 40 years but was born somewhere else may be as much a Canadian, in terms of values, as someone of equal age who was born in Canada. He is probably, culturally, quite different from a recent arrival from the same country. Second, age of immigration is also an important consideration. An individual who came to Canada at an early age and who grew up in Canadian society is, in most cases, probably not much different from someone who was born here.

Thus, if we were to examine crime in terms of those born in Canada versus those born outside Canada, we would have to take into account both age of arrival and length of residence. It is possible to obtain data on country of birth, age and length of residence in Canada for those convicted of indictable offences, but because of the organization of this data it would be quite costly and time

consuming to obtain this information. Aside from this constraint, we must also decide at what age of arrival we considered someone to be young enough to be "Canadian".

Consequently, it was decided to operationally define an immigrant as anyone who has been in Canada for less than five years. By using this definition, we are able to base our analysis on published Statistics Canada figures which show the country of birth and length of residence in Canada (for five year periods) of persons convicted of indictable offences.

The basic assumptions are then:

- A. Immigrants are defined as all persons resident in Canada for less than five years.
- B. Canadians or non-immigrants are defined as all persons either born in Canada or resident in Canada for over five years.

2.2 Preliminary Analysis

In estimating the proportion of those convicted of indictable offences who were immigrants (using the above definition), there were a number of data problems. To begin with, a significant proportion of the data was missing. In 1966, 10.6% did not state country of birth or length of residence; 13.0% in 1967; 13.7% in 1968; and 39.9% in 1969 ^{1/}. In fact, because the proportion of "not stated" is so high, Statistics Canada stopped collecting this information in 1970.

Despite this problem, we made the assumption that the "not stated" were proportionately distributed over all the possible categories. As a result, when calculating the proportion of immigrants vs non-immigrants, the non-responses were proportionately excluded.

The second problem derives from the fact that the 1966 and 1967 data is for total Canada whereas the 1968 information excludes Quebec and 1969 excludes both Quebec and Alberta. Because of this, we suspect that the figures

1/ Statistics of Criminal and Other Offences, Ottawa, Judicial Division, Statistics Canada - Catalogue Number 85-201.

showing the percent of immigrants convicted of indictable offences in 1968 and 1969 are too high since slightly over 50% of immigrants go to Ontario whereas in 1968, only 19% of immigrants went to Quebec and in 1969, only 24% went to Quebec and Alberta ^{2/}. In other words, the 1968 and 1969 data on convictions probably has an over-representation of immigrants and an under-representation of non-immigrants.

Table I summarizes the number of convictions for both immigrants and non-immigrants for the four years, 1966-1969. Of course, these findings should be evaluated taking into consideration the fact that a considerable amount of the data is missing (non-responses, Quebec for 1968 and Quebec and Alberta for 1969).

In 1966 and 1967 a little over 90% of those convicted of Indictable Offences were born in Canada as opposed to 7% who were born outside Canada but had been resident here for over five years. Only 1% and 1.5% respectively of those convicted can be defined as immigrants. In 1968 and 1968 the percent of Canadian born dropped slightly while the percent of foreign born increased. This result would agree with our earlier inducted conclusions

2/ Canada Year Book - Ottawa, Statistics Canada, 1970.

TABLE I

Number and Percent Convicted of Indictable Offences
by Place of Birth and Length of Residence

	<u>1966</u>		<u>1967</u>		<u>1968</u>		<u>1969</u>	
	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
Born in Canada	37,957	92.0	36,291	91.3	29,948	89.8	20,499	89.7
Born outside Canada								
Resident over 5 years	2,894	7.0	2,865	7.1	2,718	8.1	1,847	8.1
Total Non-Immigrant	40,851	99.0	39,156	98.4	32,666	97.9	22,346	97.8
Resident less than 5 years (Immigrant)	428	1.0	613	1.5	672	1.9	512	2.2
TOTAL	41,279	100.0	39,769	99.9	33,338	99.8	22,858	100.0

about excluding data from Quebec and Alberta where there are fewer immigrants.

For the purposes of this study, we have decided to use both the 1.5% and the 2.2% figures as an estimate of the total crime committed by immigrants. Probably the 1968 and 1969 data over-estimates the proportion of crime committed by immigrants but the true figure will probably be within this range.

The basic assumptions from this discussion are then:

- A. Non-responses to question of country of birth and length of residence in Canada are proportionately distributed between immigrant and non-immigrant groups.
- B. Immigrants represent 1.5% - 2.2% of those convicted for indictable offences.

2.3 Immigrants as a Proportion of Total Population

Even though we have shown that immigrants only account for 1.5% - 2.2% of those convicted of Indictable Offences, this figure by itself is somewhat meaningless. We must decide what proportion of the total population is composed of immigrants.

We can hypothesize that there is no difference between the percentage of immigrants convicted and the percentage of the total population that is composed of immigrants. That is, since 1.5% - 2.2% of those convicted are immigrants we hypothesize that immigrants will make up between 1.5% and 2.2% of the total population. If the percentage of immigrants in the total population is less than this, we can conclude that these people tend to be crime prone since they are over-represented in observed illegal activities (in comparison to their representation in the total population). On the other hand, if immigrants account for more than 2.2% of the population, we can conclude that these people tend to be under-represented in observed illegal activities.

The number of immigrants in a particular year was calculated by obtaining the number of persons who came

to Canada in that year plus the preceeding four years ^{3/}. Table II shows the immigrant population, total population, and non-immigrant population along with the percentage of the total population represented by immigrants for 1966-1970.

As the table indicates, the percentage of immigrants ranged from 3.1% of the total population to 4.3%. Since this is greater than the 2.2% figure for convictions, we can conclude that a smaller proportion of immigrants are convicted than we would anticipate, given their size in the total population.

3/ Figures on annual immigration obtained from the Canada Year Book.

TABLE II

Immigrant and Non-Immigrant Population

1966-1970

	<u>No. of</u> <u>Immigrants</u>	<u>% of</u> <u>Total</u>	<u>No. of Non</u> <u>Immigrants</u>	<u>% of</u> <u>Total</u>	<u>Total Population</u>
1966	621,844	3.1	19,393,156	96.9	20,015,000
1967	770,134	3.8	19,607,866	96.2	20,378,000
1968	860,967	4.2	19,840,033	95.8	20,701,000
1969	909,892	4.3	20,091,108	95.7	21,001,000
1970	910,837	4.3	20,386,163	95.7	21,297,000

3. SUMMARY OF PRESENT INVOLVEMENT OF
 IMMIGRANTS IN CRIME

Based on the assumptions that were listed in section 2, we can draw the following conclusions:

- A. Immigrants account for only a small proportion of the crime presently committed in Canada.
- B. Given the size of the immigrant population (about 4% of the total population), their involvement in crime is less than we would expect assuming that the proportion of crime committed by immigrants is the same as the proportion of immigrants to total population.

4. COST TO CRIMINAL JUSTICE SYSTEM

By utilizing the CANJUS model ^{4/} we can obtain an idea of the cost to the criminal justice system of the involvement of immigrants and non-immigrants for both 1970 and for 1986 given two differing future levels of immigration. The cost figures used in the model presently exclude data on Quebec and Alberta. Nonetheless, we can still obtain an estimate of future changes to the system.

4/ A simulation model of the Canadian Criminal Justice System being developed in the Ministry of the Solicitor General, Statistics Division, with the assistance of Treasury Board.

4.1

Present Cost

We can estimate the probability of an immigrant and a non-immigrant being convicted of an indictable offence. Then, knowing the total number of immigrants and non-immigrants in the population, we can further estimate the numbers who will be convicted.

In 1966 and 1967 there were 621,844 and 770,134 immigrants and 428 and 613 immigrants convicted respectively. The number convicted represents 0.07% and 0.08% of the total immigrant population. The number of non-immigrants for the same two years was 19,393,156 and 19,607,866 with 40,851 and 39,156 being convicted or 0.2% for both years. We did not use 1968 or 1969 figures because they excluded two provinces as was mentioned above.

According to Table II, there were 910,837 immigrants and 20,386,163 non-immigrants in Canada in 1970. Using 0.1% and 0.2% as probabilities of conviction, we can assume that there were 910 immigrants and 40,800 non-immigrants convicted in 1970.

These two conviction figures were entered into the model at the stage representing number of persons convicted and the model was then run to determine the flows

and costs to all other parts of the system (eg., police, courts, corrections) based on these figures. Table III shows the total systems cost (in thousands of dollars), and the cost for immigrants and non-immigrants for 1970.

In 1970, the direct ^{5/} expenditure of the criminal justice system cost the Canadian tax-payer slightly less than 170 million dollars of which a little over 3½ million was the cost for dealing with those who had been resident in Canada for less than five years.

5/ Does not include other activities of those involved in the administration of the system.

TABLE III

1970 Cost to the Criminal Justice System

	<u>Convicted</u>	<u>%</u>	<u>Cost in Thousands</u>	<u>%</u>
Immigrant	910	2.2	3,693.9	2.2
Non-Immigrant	40,800	97.8	165,619.3	97.8
Total	41,710	100.0	169,313.2	100.0

Note: Does not include Quebec and Alberta.

4.2

Future Cost - Low Level of Immigration

The Department of Manpower and Immigration has made two assumptions concerning the level of immigration to Canada in the future and the total population size given a net immigration rate of 50 to 100 thousand immigrants per year for 1986. The 1986 population is projected at 25 to 26 million people given this low level of immigration and a fertility rate of about 1.8.

For the purpose of this report, we will assume a net immigration rate of 75,000 per year with a total 1986 population of 25.5 million people. If we take this level of annual immigration, the 1986 population will be made up of 375,000 immigrants (number of people in the country for five years or less) and 25,125,000 non-immigrants. It should be noted that the number of immigrants is well below the number calculated for 1966 through 1970 (see Table II).

As above, we calculated the number of immigrants and non-immigrants convicted as 0.1% and 0.2% of the total populations respectively. This gives us 375 immigrants convicted and 50,250 non-immigrants convicted. When entered into the CANJUS model we find that the total cost of

the criminal justice system for 1986 will be slightly more than 205 million dollars with the cost for immigrants representing $1\frac{1}{2}$ million dollars.

TABLE IV

Cost Comparison to Criminal Justice System of Differing Levels of Immigration

	1970 Cost (thousands)	1986 - Low Level (thousands)	% Change	1986 - High Level (thousands)	% Change
Total	169,313.2	205,498.0	21.3	256,745.6	51.6
Immigrant	3,693.9	1,522.2	- 58.8	3,044.4	- 17.6
Non-Immigrant	165,619.3	203,975.8	23.2	253,701.2	53.2

4.3

Future Cost - High Level of Immigration

The second level of immigration being considered ranges from 100 to 200 thousand people per year which would result in a total population of between 26 and 28 million in 1986. Again, for our purposes, we have chosen the mid-points and assumed an annual immigration of 150,000 per year with a total population of 27 million. With this level of immigration, the 1986 populations and number of persons convicted for immigrants and non-immigrants will be 750,000; 26,250,000; 750; and 62,500. Even this high rate of immigration is lower than the present level.

Running the model with these new figures, we find that the total cost will increase from 205 million to almost 260 million dollars and the cost represented by immigrants will increase from about 1½ million dollars to slightly more than 3 million. Table IV shows the costs for 1970 and 1986 for both groups. Based on today's cost estimates, we can expect an increase in 1986 of 23.2% with a low level of immigration and a 53.2% increase given a high level of immigration. Since the two levels of immigration begin considered are lower than they are at present, one might assume that relative costs will decrease.

5

CONCLUSION

At present, the involvement of immigrants engaged in crime in Canada is less than we would anticipate given their size in the total population. In terms of costs to the criminal justice system, this involvement accounts for 2.2% of the total estimate of \$170,000,000.00.

Assuming that the immigrants who come to Canada in the future have the same seemingly low involvement in crime as the present immigrant group, we can estimate future costs to the criminal justice system for differing levels of immigration. Since the two anticipated levels of immigration are lower than at present, we might assume that relative costs will decrease. Estimated costs for a low level of immigration decreased to 1½ million dollars in 1986 from 3½ million dollars in 1970. With the higher level of immigration, we can expect the 1986 cost to be about 3 million dollars.

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1. Statistics of Criminal and Other Offences, Statistics Canada, 85-201, 1966, 1967, 1968, 1969.
2. Crime Statistics (Police), Statistics Canada, 85-201; 1966, 1967, 1968, 1969, 1970.
3. Canada Year Book, Ottawa, Statistics Canada, 1966, 1967, 1968, 1969, 1970.

LIST OF REPORTS

STATISTICS DIVISION

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TITLE

REPORTS

1/73	Organization of the Statistics Division Volume I	
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6/74

An Estimate of the
Present and Future Costs
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