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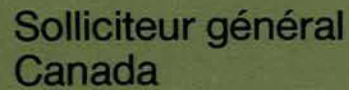
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Statistics Division

THE ADMINISTRATION OF JUSTICE
IN CANADA
WITH
SOME SCENARIOS FOR THE FUTURE

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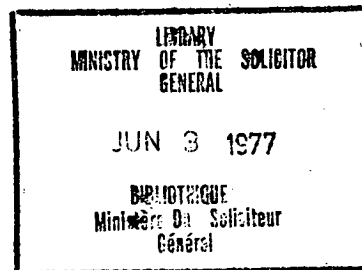
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STATISTICS DIVISION

Report #3/75



MINISTRY OF THE SOLICITOR GENERAL

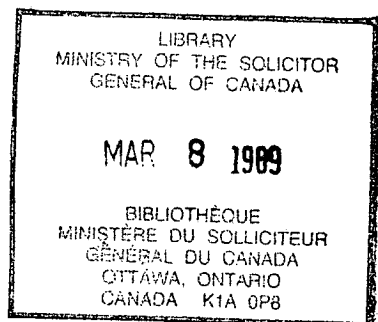
MARCH, 1975

A CANJUS PROJECT REPORT

#22

THE ADMINISTRATION OF JUSTICE
IN CANADA

WITH
SOME SCENARIOS FOR THE FUTURE



by
Jacqueline Blanchard
and
R. Gordon Cassidy

CANJUS PROJECT

The CANJUS project is being undertaken by the Ministry of the Solicitor General. It is guided by a steering committee, the Interdepartmental Committee on Justice Statistics, made up of senior representatives of Statistics Canada, Department of Justice, Law Reform Commission, Treasury Board and the Ministry of the Solicitor General. The project team has consisted primarily of persons from the Ministry of the Solicitor General, with others from time to time on loan from the other federal agencies. The other agencies' resource contributions have included secondment of personnel, special statistics and senior advice and consultation when necessary.

The objective of the project is to develop a comprehensive model of the Canadian Criminal Justice System in order 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.

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The views presented in this paper are those of the authors and do not necessarily reflect those of the Ministry of the Solicitor General.

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ACKNOWLEDGEMENT

This paper and the results presented here would not have been possible without the support and guidance received from the Ministry of the Solicitor General, Treasury Board, Statistics Canada, Department of Justice and the Law Reform Commission. In particular, Mr. B.C. Hofley, Mr. R. Tassé, Mr. A. Wakabayashi (Ministry of the Solicitor General); Mr. L. Rowebottom and Dr. M. Wisenthal (Statistics Canada); Dr. Hans Mohr (Law Reform Commission); Dr. G. Laforest and Dr. B. Strayer (Department of Justice); Dr. C. Hindle, Dr. R. Dobell (Treasury Board), were all most helpful in the guidance and progress of the CANJUS project.

ABSTRACT

In attempting to develop alternative futures for the administration of justice in Canada several approaches might be used from a case historical study to simple extrapolation of expenditures. We have attempted in this paper to use both, relying more heavily on quantitative information, where available on expenditures, manpower; and facilities in the administration of justice. Information on these types of resources from 1880-1972 is examined and is then used as a basis for examining alternative scenarios for the next decade in the administration of justice, particularly at the federal level, in Canada.

INTRODUCTION

The purpose of this paper is to describe in a quasi-quantitative way the administration of justice in Canada up to 1973, and from this briefly to lay out some alternative futures for the resource allocation to the system over the next decade. By basing projections for the future only partially on our experience in the past, it is hoped that they will have the advantage of relating to, and building upon, our past experience and the advantage of anticipating new directions for change.

There are many ways of describing historically social institutions. Perhaps the most natural is to review, in an era, the administrative changes, task forces and many activities of the institutions. Naturally, this is extremely comprehensive but it is usually difficult to draw this together and from it to build descriptions of alternative futures. For this reason, we have not used this method primarily, although it forms an integral part of the historical description and future scenarios presented here.

From a quantitative point of view, one can talk about several different parts of the administration of justice. These would include, generally, the costs, and more specif-

ically, the manpower and facilities. In dealing quantitatively with the administration of justice we will limit ourselves to the formal justice process and the subsystems of the police, courts and corrections (and parole). Although other social institutions, such as education, welfare and health, have both direct and indirect influences on the administration of justice in Canada, it was felt that for a brief historical review and prediction of the future, the formal justice subsystems would be the only feasible part to review in any cohesive and comprehensive way.

There is some information available in all of these areas on the administration of justice in Canada. However, in dealing with such an aggregate description there are several problems with the information which is available and the data which we have used.

A. Units and quantities have different definitions both in different jurisdictions as well as over time. Assumptions have been made to obtain as much consistency as possible but care should be used in making any specific interpretation of the information presented here^{1/}. We have attempted to do

1/ Data sources and assumptions are given in the appendix together with the data used.

this in describing the futures by relying only partially on the historical figures of the administration of justice and hope the reader will do likewise.

B. Programs, agencies and jurisdictions change over time. Because of this, obtaining longitudinal consistency is very difficult. The reader should recognize that although these changes have been incorporated as far as possible in the descriptions, some have no doubt been omitted.

C. There is the difficulty, in general, of numbers characterizing what is fundamentally a human, complex, and unmeasurable system.

However, we do feel that for the brief description which we are presenting, these difficulties are not insurmountable and do not invalidate using them as a starting point for future prediction as we have done here. Thus, in the next section we present a brief description of the three categories of data: costs, manpower, and facilities, particularly of the federal jurisdiction in the administration of justice, but where available, of the total administration in Canada in the past. In the last section of this paper we attempt to combine quantitative information on the adminis-

tration of justice in Canada over the last ninety years with similar future descriptions elsewhere as well as the substantial public finance literature. From this combination we then postulate three alternative futures for the administration of justice in Canada in the next decade.

II

ADMINISTRATION OF JUSTICE IN CANADA

In order to quantitatively describe the administration of justice in Canada, we have divided our information into three different categories. The first of these is the cost of the administration of justice, including that of police, courts and corrections. Naturally, such a description ignores many of the indirect and social costs of justice, such as the loss of property or the psychic and economic costs of losing individual freedom. Many costs of private agencies involved in the administration of justice^{2/} are not included. Naturally, over the last ninety years reporting practices have changed particularly towards better and more complete reporting of the figures described here. Thus, the estimate for costs which is presented here is necessarily a lower bound on the total costs of justice in Canada.

In order to obtain a consistent and compatible description of cost expenditures on the justice system over the period 1880-1970, it was necessary to make several assumptions in extracting data from the Public Accounts. As

2/ This would include juvenile diversion programs in both police and court systems as well as halfway houses and private supervision agencies in general.

we have said, categories and definitions of expenditures have changed over these years; however, when uncertain as to whether information should be included, it was not included, so that the estimates would remain as lower bounds rather than exaggerating any possible expenditures.

Figure 1 exhibits the federal expenditures on the administration of justice from 1926 to 1973-1974 as well as predictions in both current and constant dollars to 1985-1986. As can be seen, if present trends continue we can expect an over three-fold increase in current dollars and a 200% increase in constant dollar expenditures. The information from which this figure was derived is given in Table 1 of the appendix. Chart 1 lays out the distribution of these expenditures over the three subsystems of police, courts, and corrections for the period 1880-1974. As can be seen over this period the police expenditures became a much larger proportion of the expenditures on justice and the court expenditures decreased relative to the others, although the proportion of corrections expenditures remained approximately the same during this period.

A simple extrapolation of the figures given in Figure 1 and Chart 1 would lead to the conclusion that an exponential trend in the expenditures (in current dollars) on

FIGURE 1

FEDERAL GOVERNMENT EXPENDITURE FOR THE ADMINISTRATION OF JUSTICE

1926 to 1986

thousands of \$

(for constant dollars
implicit prices indexes -
gross national expenditure -
was used)

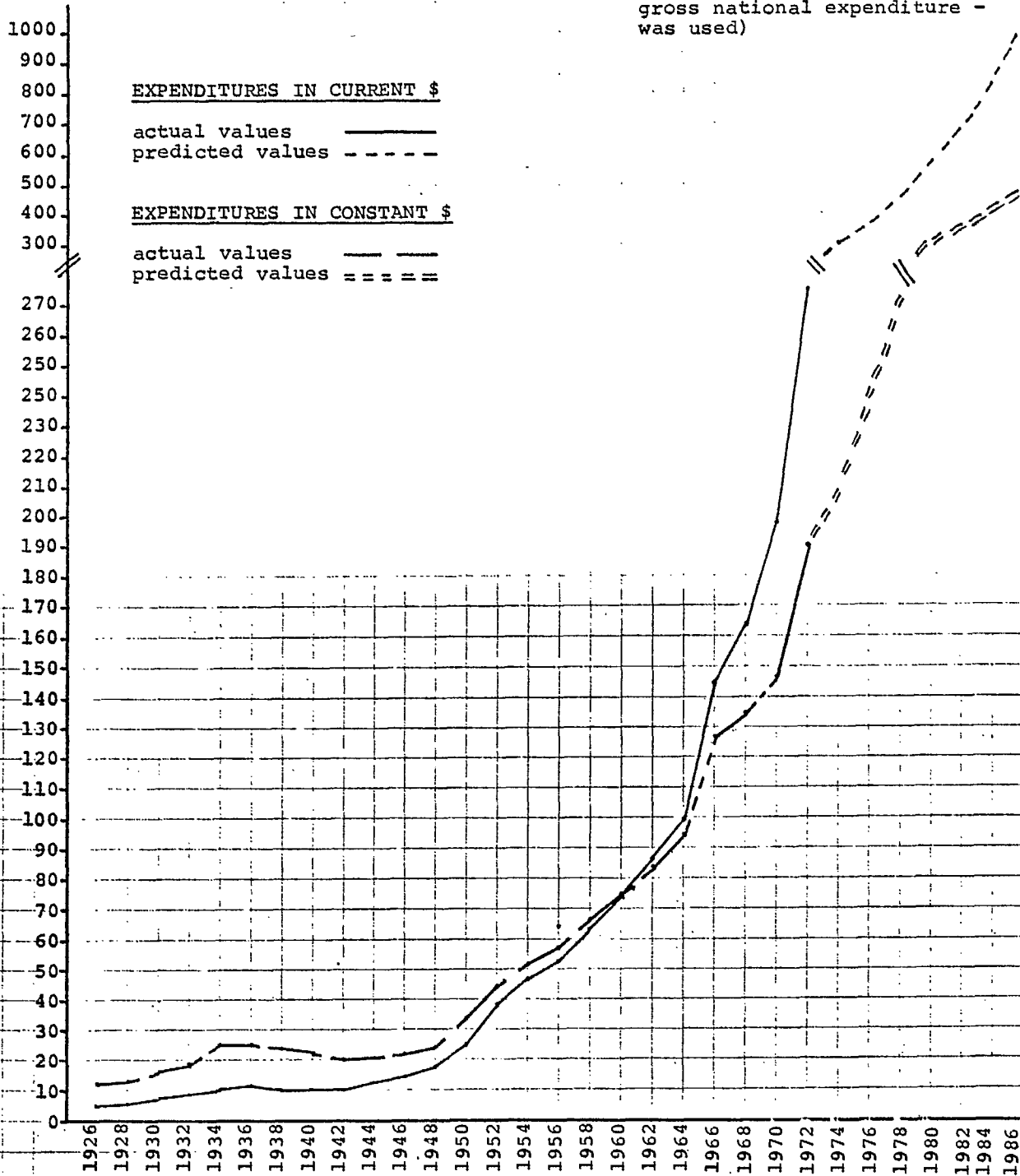


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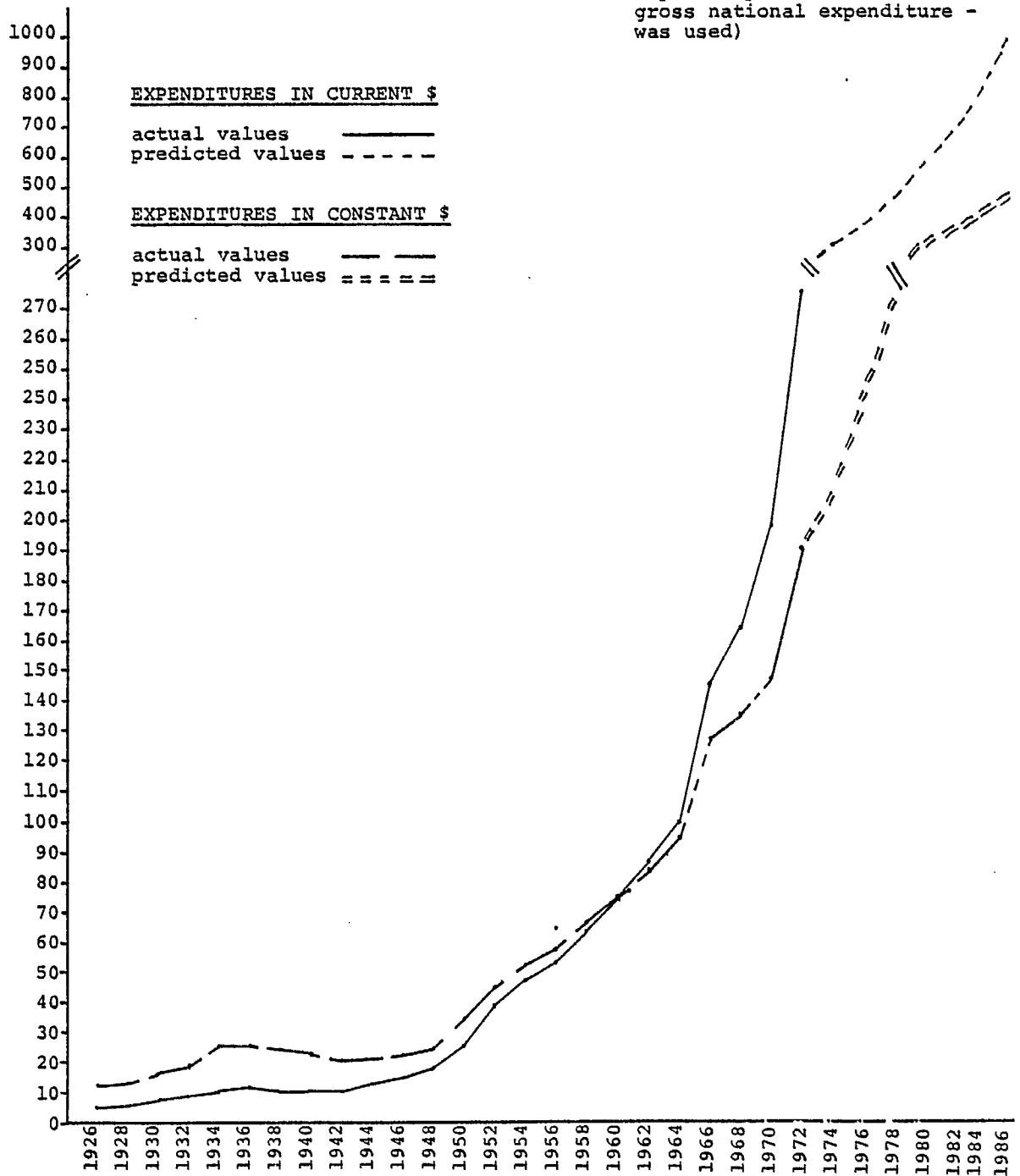
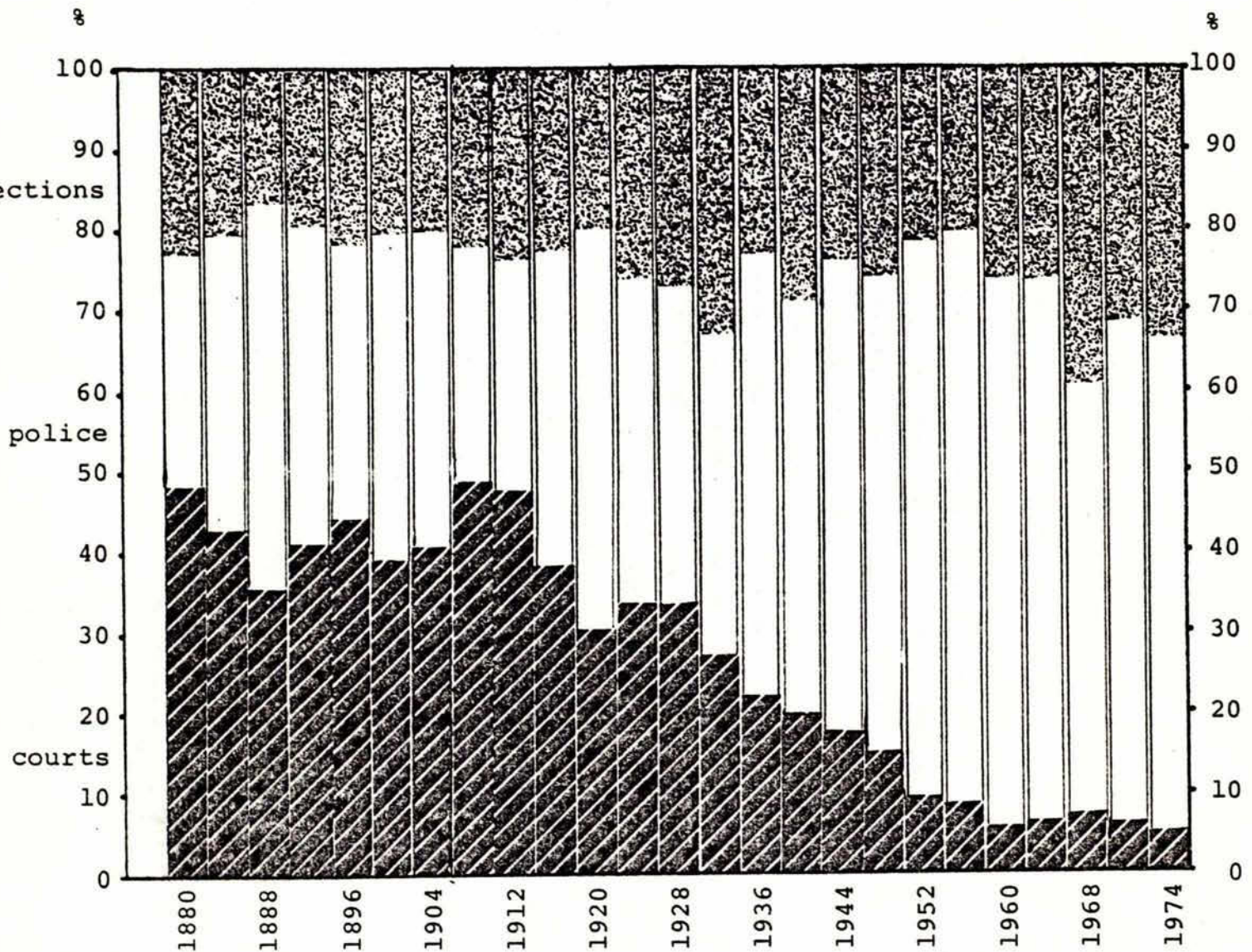


CHART 1

PROPORTION OF FEDERAL GOVERNMENT EXPENDITURES FOR THE
ADMINISTRATION OF JUSTICE, BY ACTIVITY, 1880 TO 1973-1974



justice has occurred within the federal government over this period^{3/} from 1880 to 1973-1974. Naturally, such a naive tendency to extrapolate such a trend leaves out many factors, such as increasing amounts of reported crime, increasing affluence of the society, changing definitions of crime and criminality, changing procedures within all of the subsystems of police, courts, and corrections, not to mention the substantially changing role of the three basic agencies, particularly of the police in the law enforcement area. These types of changes are discussed more fully and in more depth in Coates (1974).

However, this trend in expenditures, if it continues (all other things being equal) is definitely exponential and will lead to extremely large expenditures, as we show later, in the administration of justice at the federal level.

Being aware of the pitfalls in making extrapolations of the trends which have been shown in the first four diagrams, we have, however, taken the total

3/ This, of course, is consistent with a constant percentage increase in expenditures each year. For example, if expenditures increase by 5% of the previous year, each year, this is like compounding interest and leads to an exponential increase.

expenditures (current and constant dollars) on justice for the period 1961 to 1972 and extrapolated this, using an exponential curve fit. As can be seen from Figure 2, the fit is extremely good with an r^2 of .997^{4/} for both current and constant dollar expenditures. However, the caveats which were contained in the initial discussion must also hold here, as this does not take into account changing policies of the agencies involved in the administration of justice, not to mention changing definitions of crime, criminality and of deviance in the society generally. Using an approximate expenditure in 1973-1974 of 1.2 billion dollars, this leads to an expenditure in 1985-1986 of approximately 7.5 billion dollars (current dollars). A 300% increase over the next decade can be expected even in constant dollars from approximately one billion in 1974 to 3.2 billion in 1985-1986. It is also true, however, that if one uses a linear increase in the expenditures in justice (an increase which is not justified by current theory on public expenditures or the

4/ r^2 here can be roughly interpreted as the percentage of the variance in expenditures explained by the time of expenditure. It should be noted that because of the small number of data points on which this trend is based a high r^2 is not necessarily significant. However, similar trends occur even when longer time series are used.

FIGURE 2

TOTAL GOVERNMENT EXPENDITURES FOR THE ADMINISTRATION OF JUSTICE

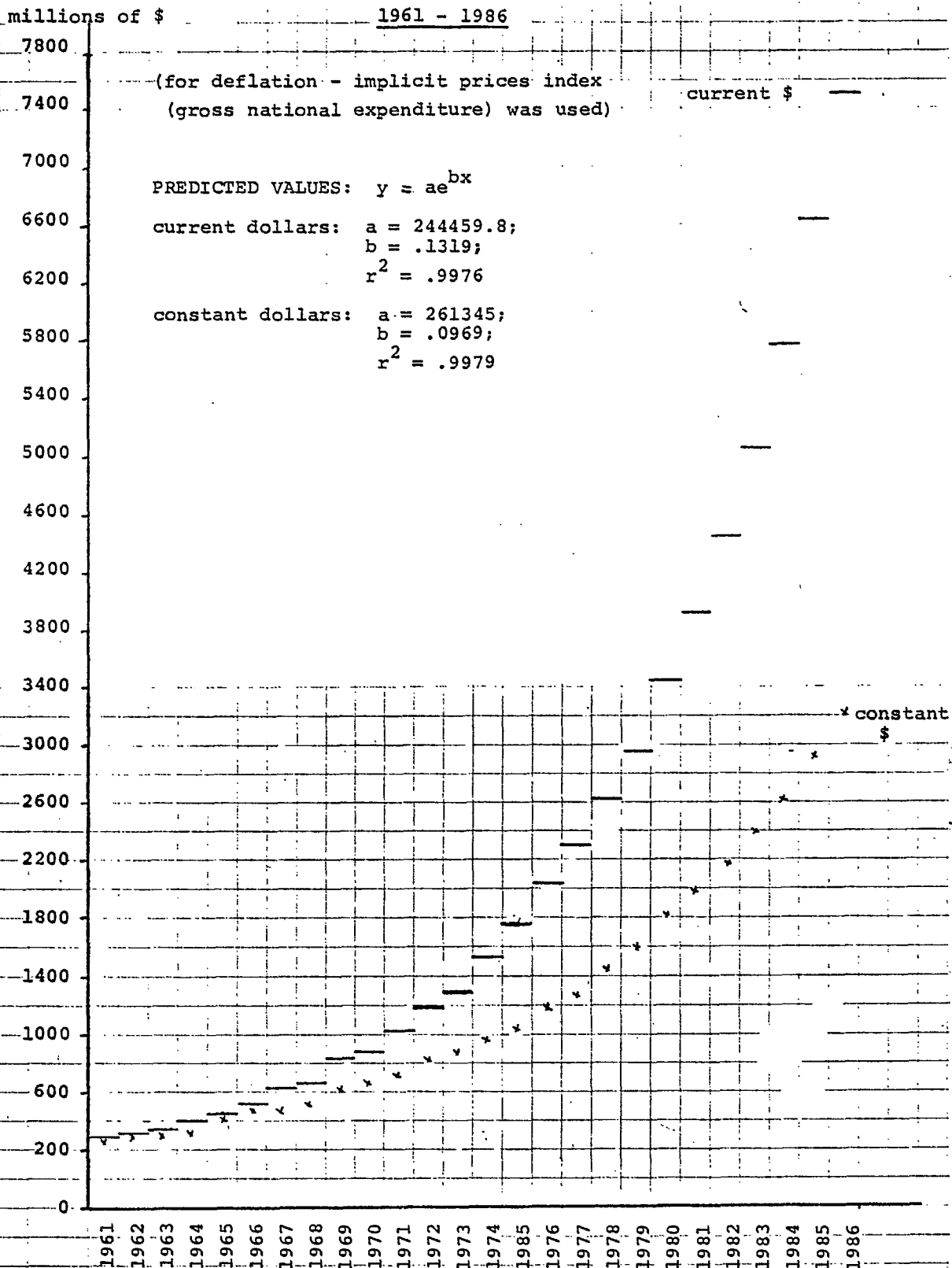
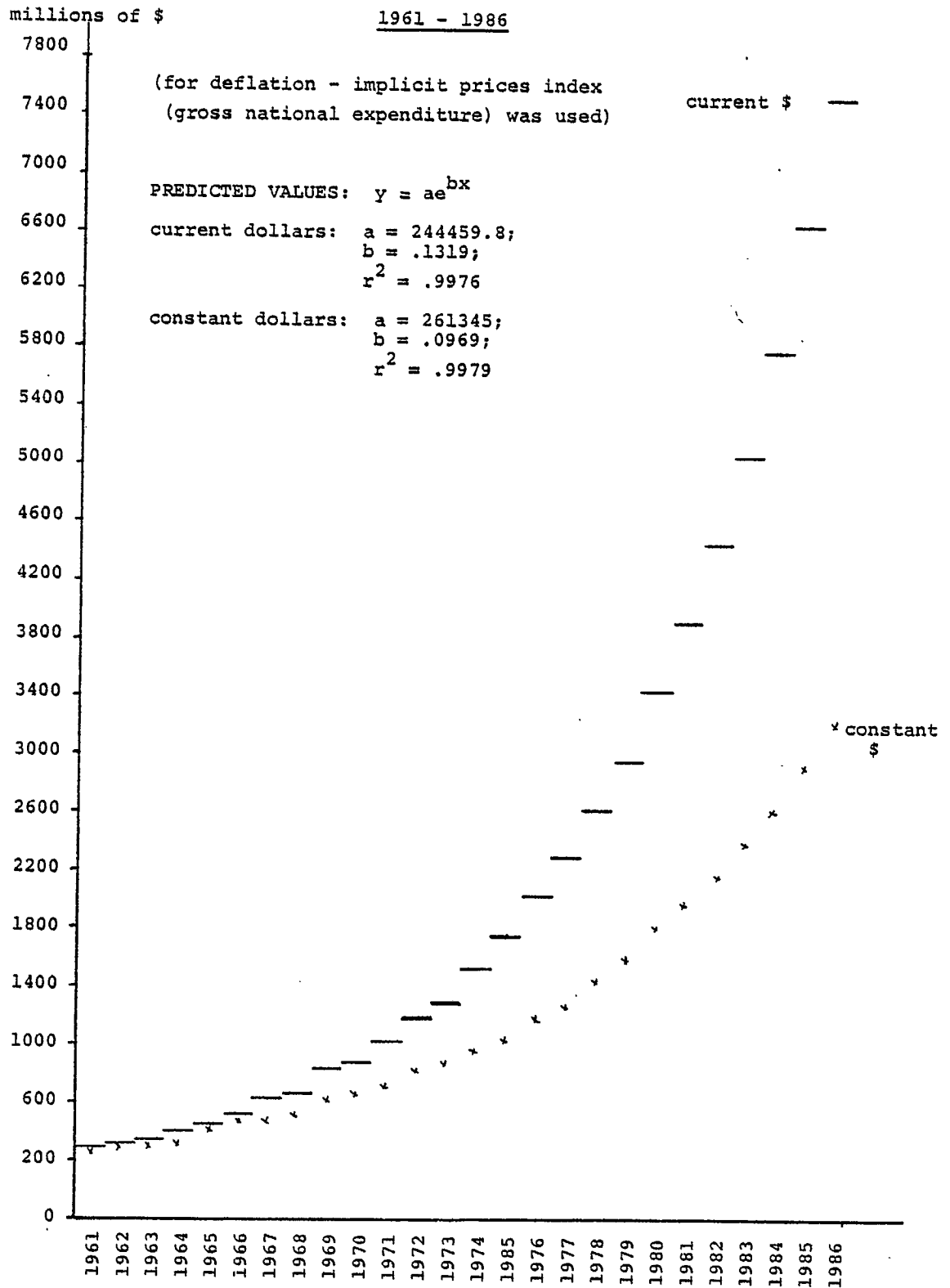


FIGURE 2

TOTAL GOVERNMENT EXPENDITURES FOR THE ADMINISTRATION OF JUSTICE



increases in other areas of government jurisdiction, see for example, Bird (1970) and Crowley (1972), or by the linear fit which has a lower r^2) then a significantly smaller expenditure will be made in 1985-1986 than would be made using an exponential extrapolation. However, we feel it is relatively safe to assume that the direct, accountable, expenditures a decade hence will lie somewhere between five billion and 7.8 billion dollars.

If one then extrapolates federal government expenditures, as shown in Figure 3, on the administration of justice, once again an exponential curve fit with an r^2 of .99 is the best fit of data from 1961 to 1972. Extrapolation of this curve leads again to a significant increase in the expenditures in 1985-1986 from approximately 400 million in 1973-1974 to two billion in 1985-1986 in current dollars and an increase of approximately 600 million over the same period in constant dollars. Once again, such an extrapolation can be made with linear trends as well, although the normal method of government expenditure increase, being a constant proportion of last year's expenditures, would lead to an exponential trend in expenditures rather than a linear one^{5/}.

5/ Also, the linear trend gives a significantly worse fit in terms of r^2 value, eg., in Figure 3, $r^2 = .93$ for linear curve and $r^2 = .99$ for an exponential curve.

FIGURE 3

FEDERAL GOVERNMENT EXPENDITURE FOR THE ADMINISTRATION OF JUSTICE

1961 - 1986

millions of \$

2100
2000
1900
1800
1700
1600
1500
1400
1300
1200
1100
1000
900
800
700
600
500
400
300
200
100
0

(in current and constant dollars)
implicit prices indexes - gross national expenditure was used

current \$ —

constant x

1961 1962 1963 1964 1965 1966 1967 1968 1969 1970 1971 1972 1973 1974 1975 1976 1977 1978 1979 1980 1981 1982 1983 1984 1985 1986

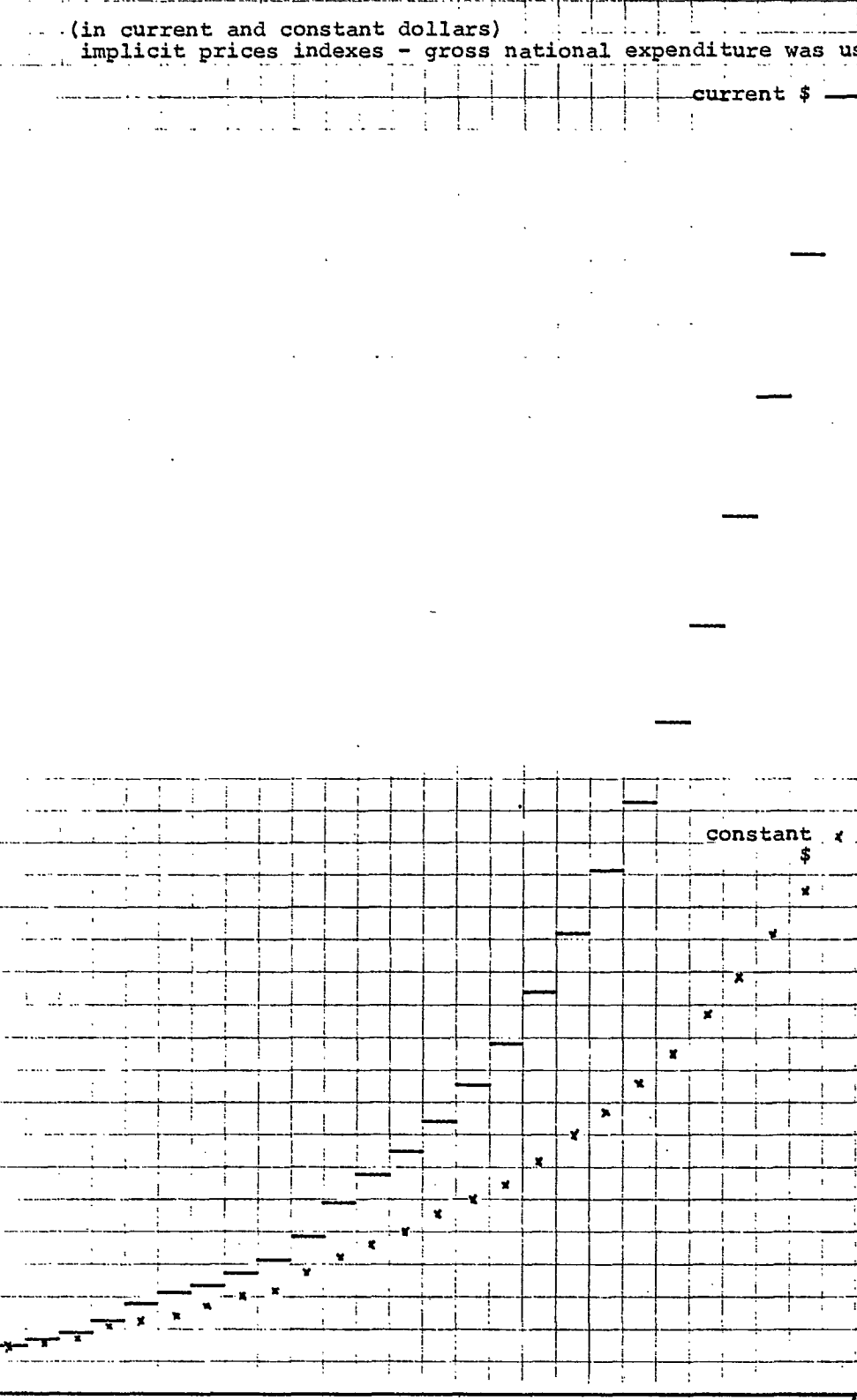
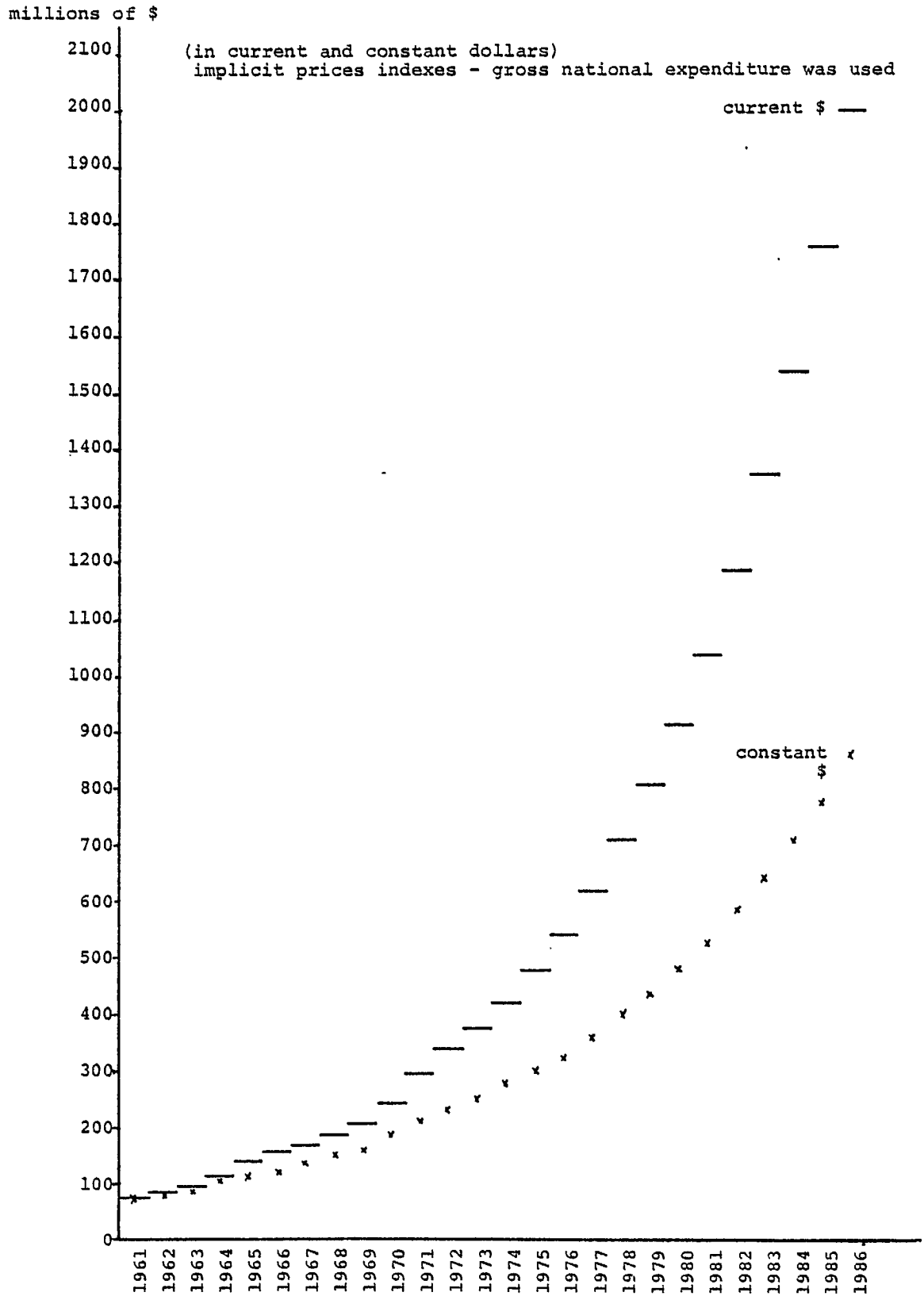


FIGURE 3
FEDERAL GOVERNMENT EXPENDITURE FOR THE ADMINISTRATION OF JUSTICE
1961 - 1986



As can be seen from Figure 4, the same trend in the expenditures of justice is observed for those expenditures by the federal government on police and corrections (that which is the jurisdiction of the Ministry of the Solicitor General) and once again a significant increase in expenditures can be expected over the next decade, "all other things remaining equal". This extrapolation might be viewed as valid if current policies in police and corrections remain the same and if expenditures in new areas are chosen and allocated similarly to those which have been made in the recent past.

Although examining the federal expenditures and total expenditures on justice in Canada is useful, particularly in terms of determining expected expenditures over the next decade, it leaves out many of the other factors which clearly influence these expenditures. The rate of growth of expenditures by all government levels as well as the level of gross national product are clearly related. As can be seen from Figure 5, the increase in justice expenditures as a percentage of both gross national product and gross national expenditures is increasing at a linear rate. This is in line with the hypotheses brought forward by Baumol and Bell in terms of an increasing price of services in particular government services over the next decade. The expenditures per capita population

FIGURE 4

FEDERAL GOVERNMENT EXPENDITURES
FOR THE ADMINISTRATION OF POLICE AND CORRECTIONS
1961-1962 to 1985-1986

millions of
dollars

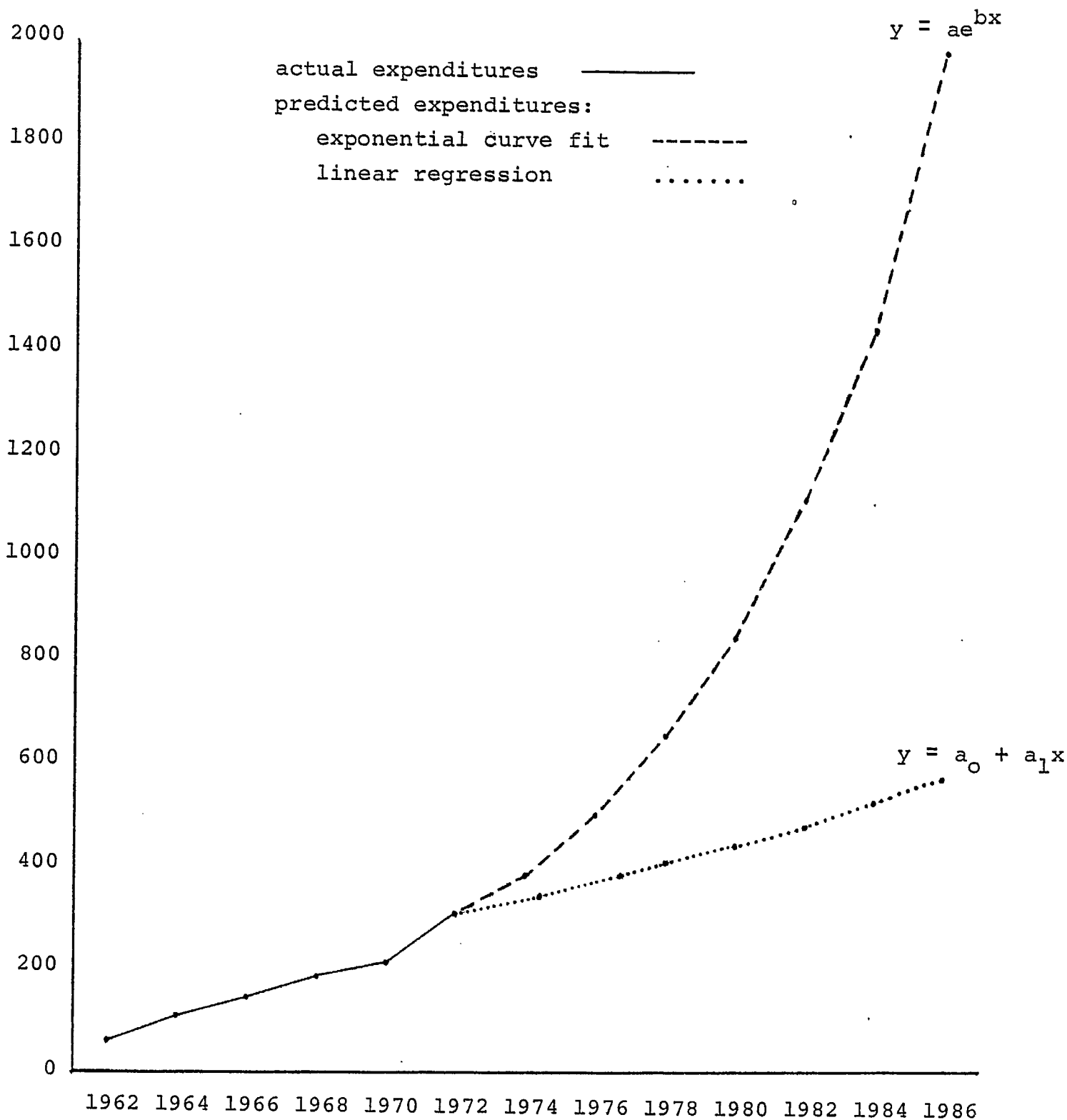


FIGURE 5

TOTAL GOVERNMENT EXPENDITURES FOR THE ADMINISTRATION OF JUSTICE
AT ALL LEVELS, IN RELATION TO SELECTED SOCIO-ECONOMIC INDICATORS
FOR CANADA, 1961 to 1972

Figure 5 is broken down into five sub-figures:

Figure 5.1; 5.2; 5.3; 5.4; 5.5

See pages 18, 19, 20, 21, 22, 23.

as well as expenditures per capita of the labour force can be seen from figures 5.4 and 5.5 to be increasing at almost an exponential rate. Thus, even when one allows for population increase the expenditure increase (in current dollars) over the next decade in justice will be substantial.

Another useful indicator of the expenditures on the administration of justice in Canada is the daily expenditures. As Figure 6 shows, by using similar trend analysis a significant increase can be expected in the daily expenditure in the administration of justice. When these expenditures are divided by activity (or subsystem) as shown in Figure 6, the increases, except perhaps for court expenditures, are following an exponential trend during the time period 1961 to 1972-1973. As these figures are examined in a longer time span from 1880 to the present, as shown earlier, then an exponential increase may be expected even in court expenditures. In Chart 2 the proportion of expenditures on the major government functions, including justice, education, defence and veterans' pensions, health, social welfare, transport and others is shown. As can be seen, justice maintains a fairly constant 3% of the total expenditures by government at all levels from 1961 to 1972, in spite of its rather high increase.

FIGURE 5.1

PERCENTAGE OF G.N.P.

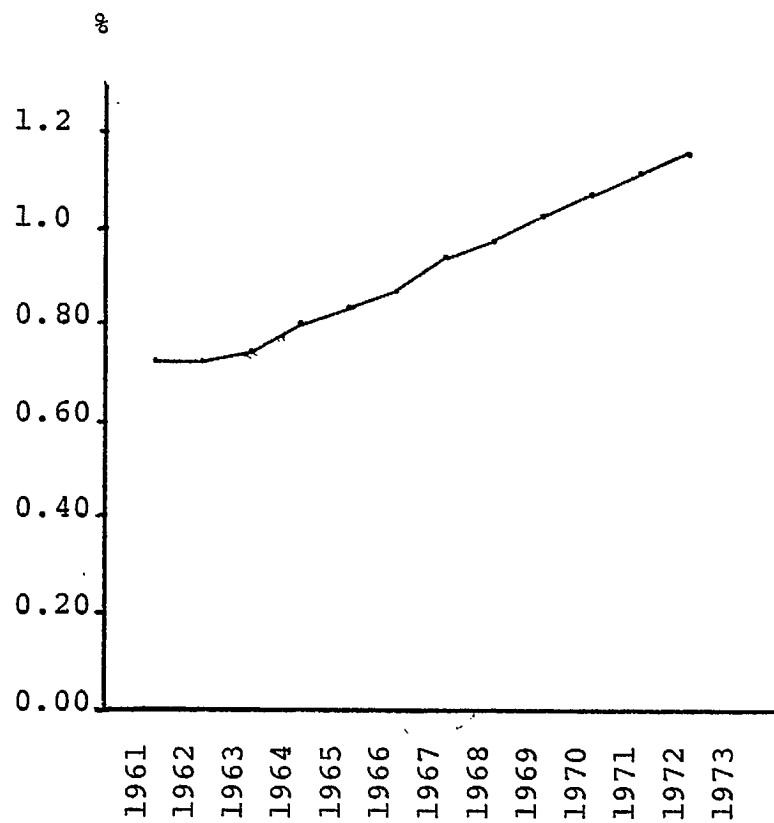


FIGURE 5.2

TOTAL EXPENDITURE FOR THE ADMINISTRATION OF JUSTICE
IN RELATION TO GROSS NATIONAL EXPENDITURE
1961 to 1986

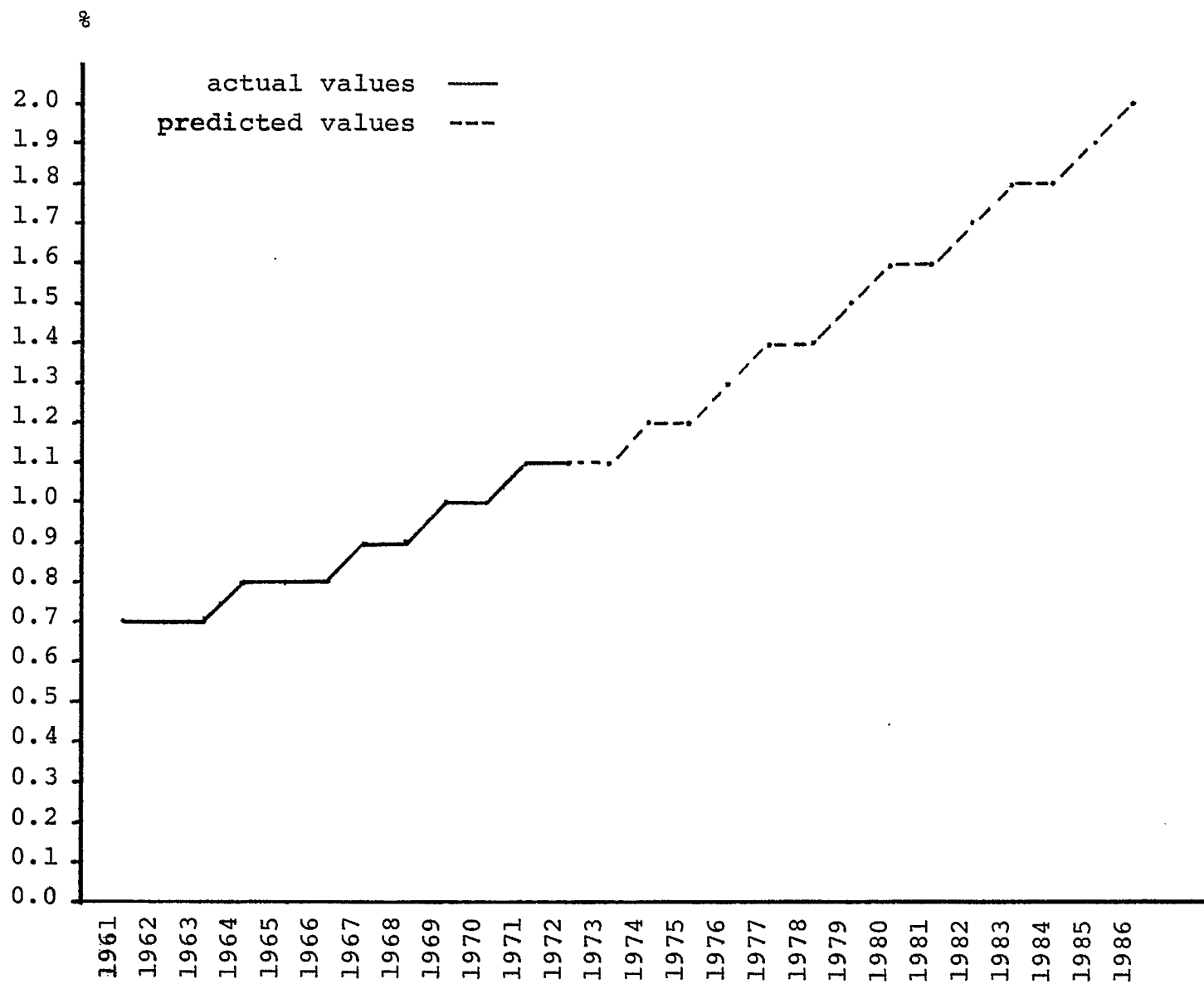


FIGURE 5.3

PERSONAL INCOME
(per hundred dollars)

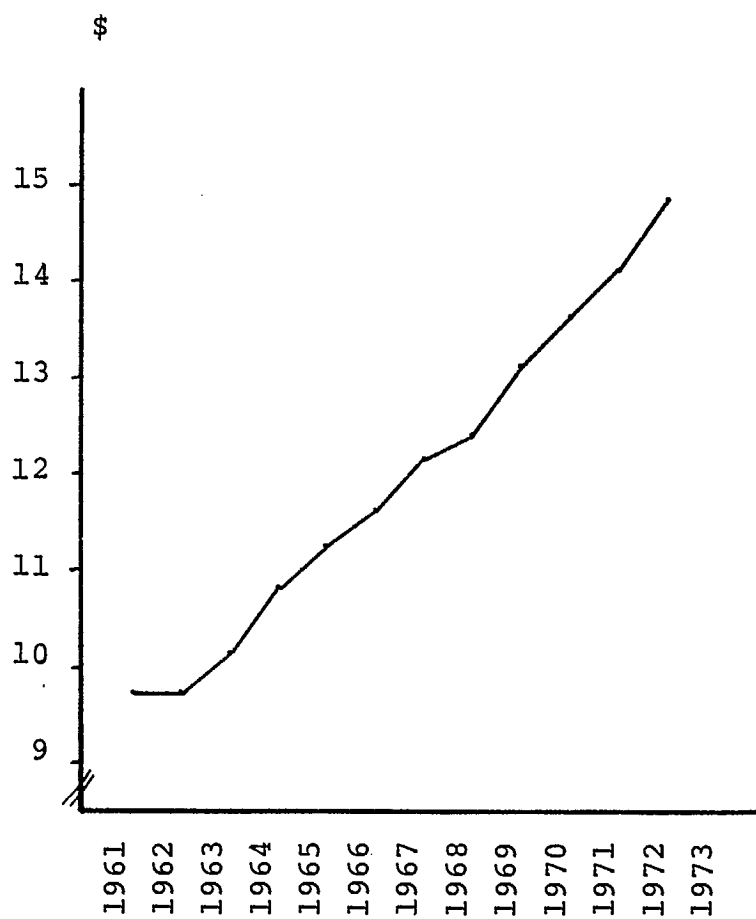


FIGURE 5.4

PER CAPITA OF POPULATION

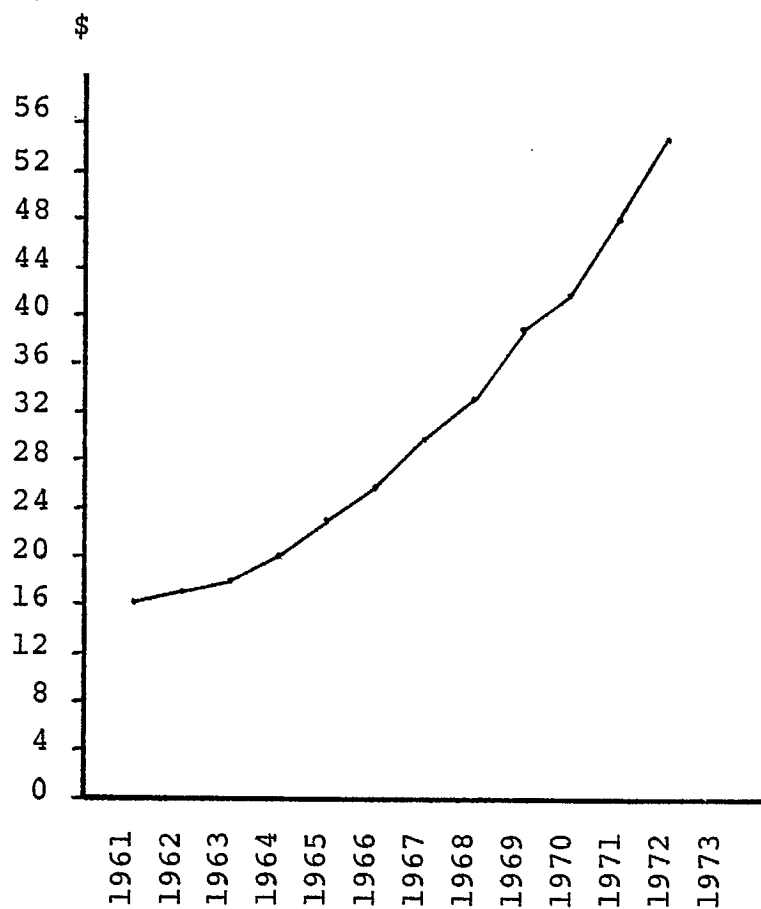


FIGURE 5.5

PER CAPITA OF LABOUR FORCE

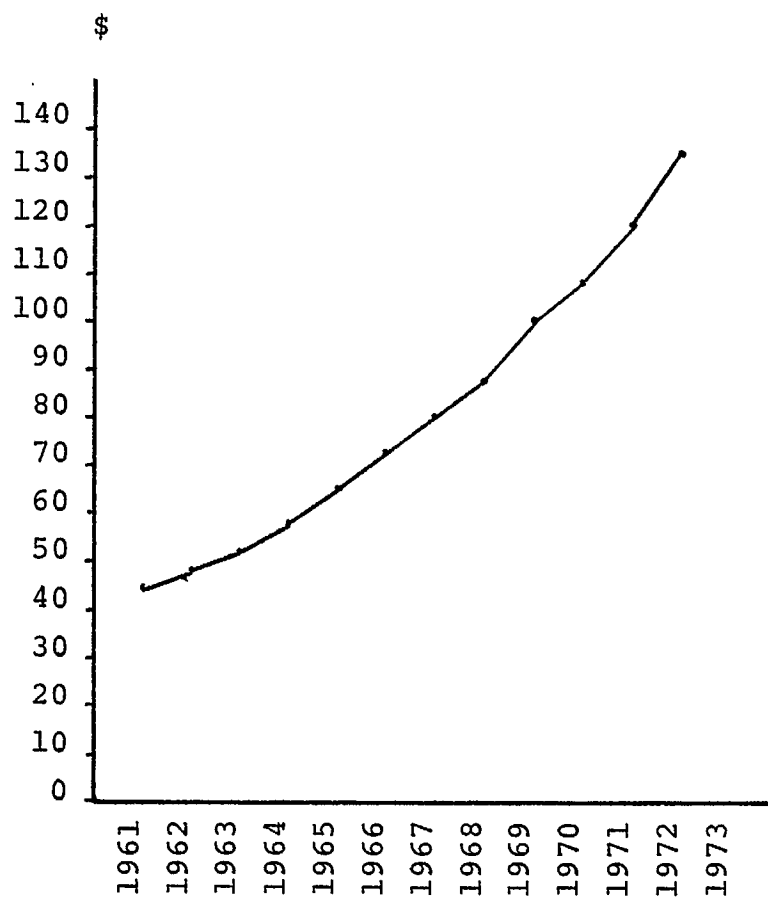
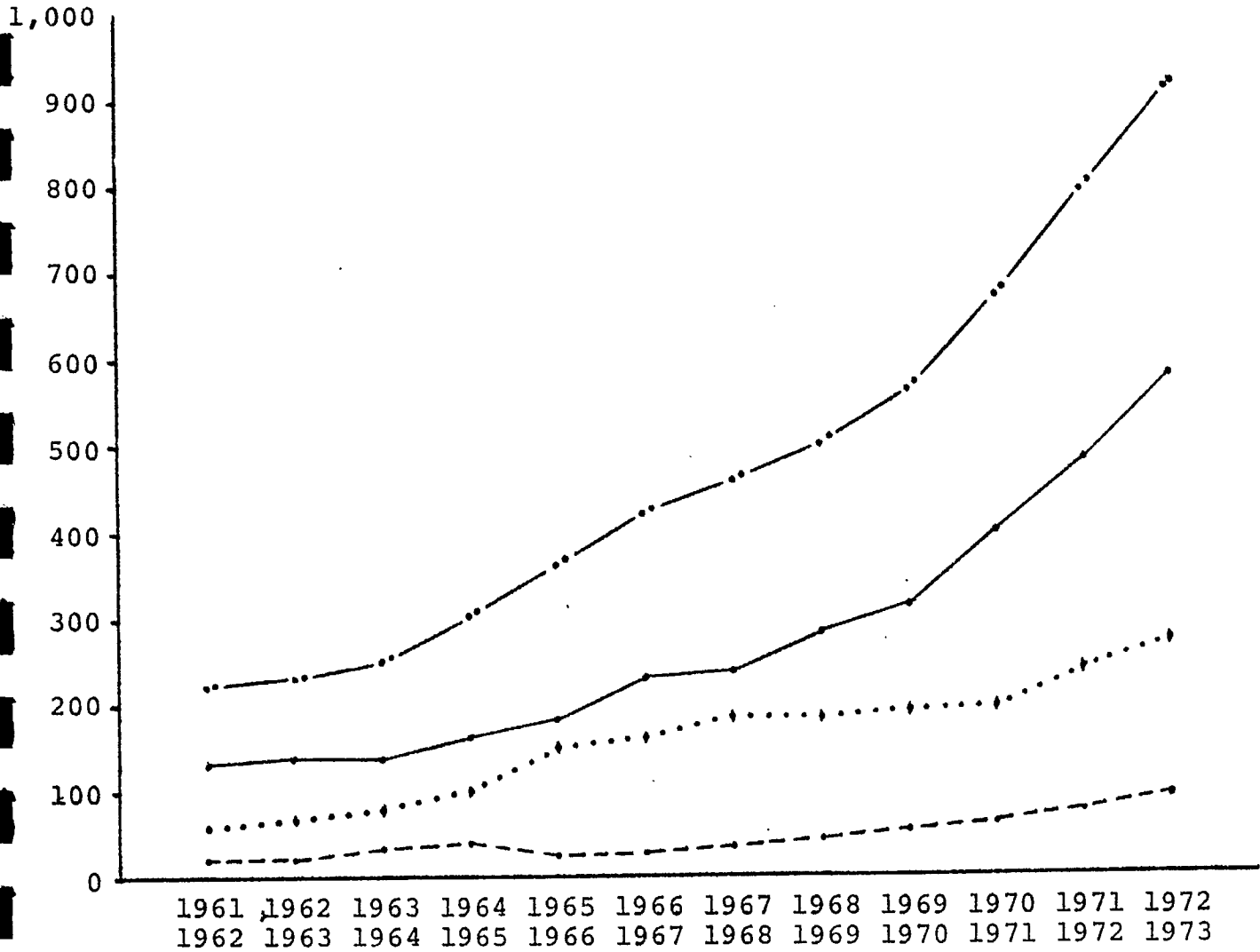


FIGURE 6

DAILY EXPENDITURES FOR THE ADMINISTRATION OF JUSTICE BY THE
FEDERAL GOVERNMENT AND BY ACTIVITY, 1961-1962 TO 1972-1973

thousands of dollars

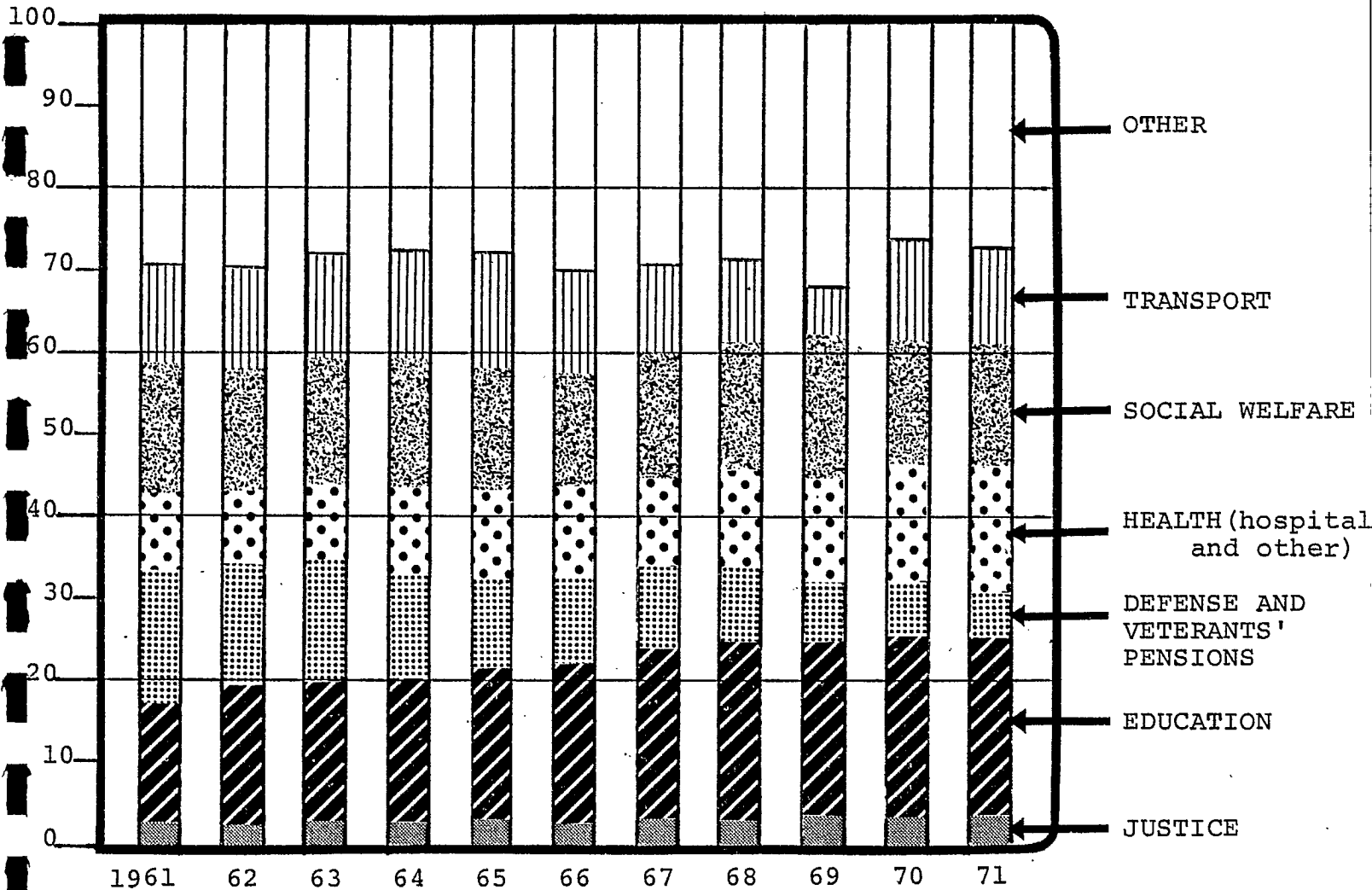


Police	—
Corrections	
Courts	---
Total	..—..

CHART 2

TOTAL GOVERNMENT EXPENDITURES AT ALL LEVELS, PERCENTAGE
DISTRIBUTION BY MAJOR FUNCTION
1961 to 1971

Per cent



Although expenditures represent a commonly used, and one might assume, fairly reasonable indicator, of the resources applied to the administration of justice, we have also explored information on manpower and facilities for the same period.

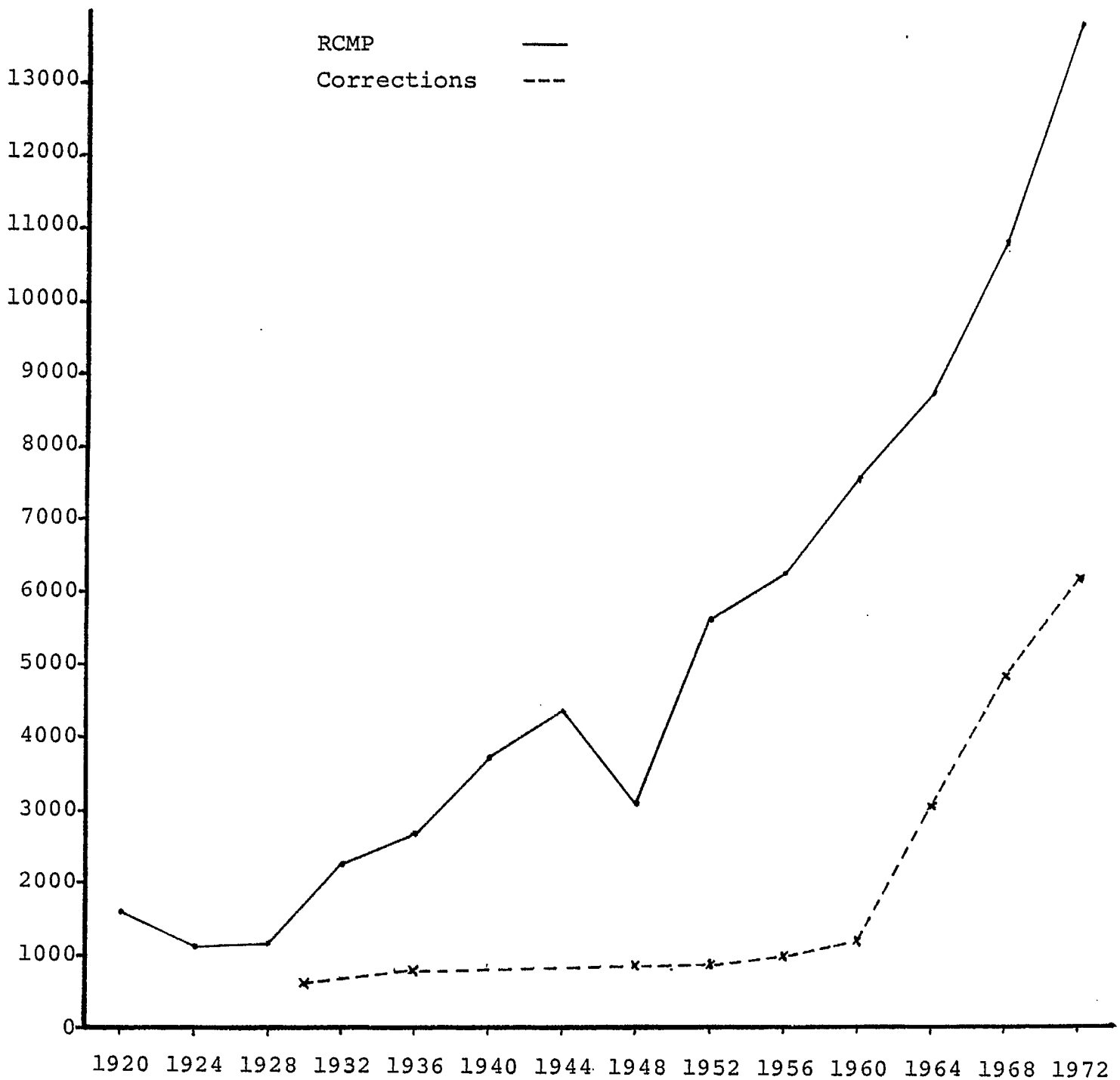
Other indicators which might be used to describe the administration of justice over the past hundred years are the actual manpower employed by the various agencies. Examining Figure 7 shows an exponential increase in police (R.C.M.P.) and corrections manpower over the period 1920 to 1972^{6/}. The major increase, particularly in corrections, can be seen to be 1960 onward (this is reinforced by a later figure). This of course can be directly related to the expected exponential increase in the expenditures in justice. Thus, these figures show a strong relationship between the size of the manpower in the administration of justice and the expenditures. However, the same caveats as to the rationale for these increases must be used as were stated at the beginning.

As Figure 9 shows, the same kinds of trends can be observed for municipal police forces, although provincial

6/ It must be stated however, that reporting practices (see Table 9 in the Appendix) have changed over this period.

PERSONNEL OF THE ROYAL CANADIAN MOUNTED POLICE
AND THE CORRECTIONS FIELD¹,
1920 to 1972

FIGURE 7



1. Corrections here includes the Canadian Penitentiary Services and the National Parole Board

PERSONNEL OF THE ROYAL CANADIAN MOUNTED POLICE
1960 to 1986

FIGURE 8

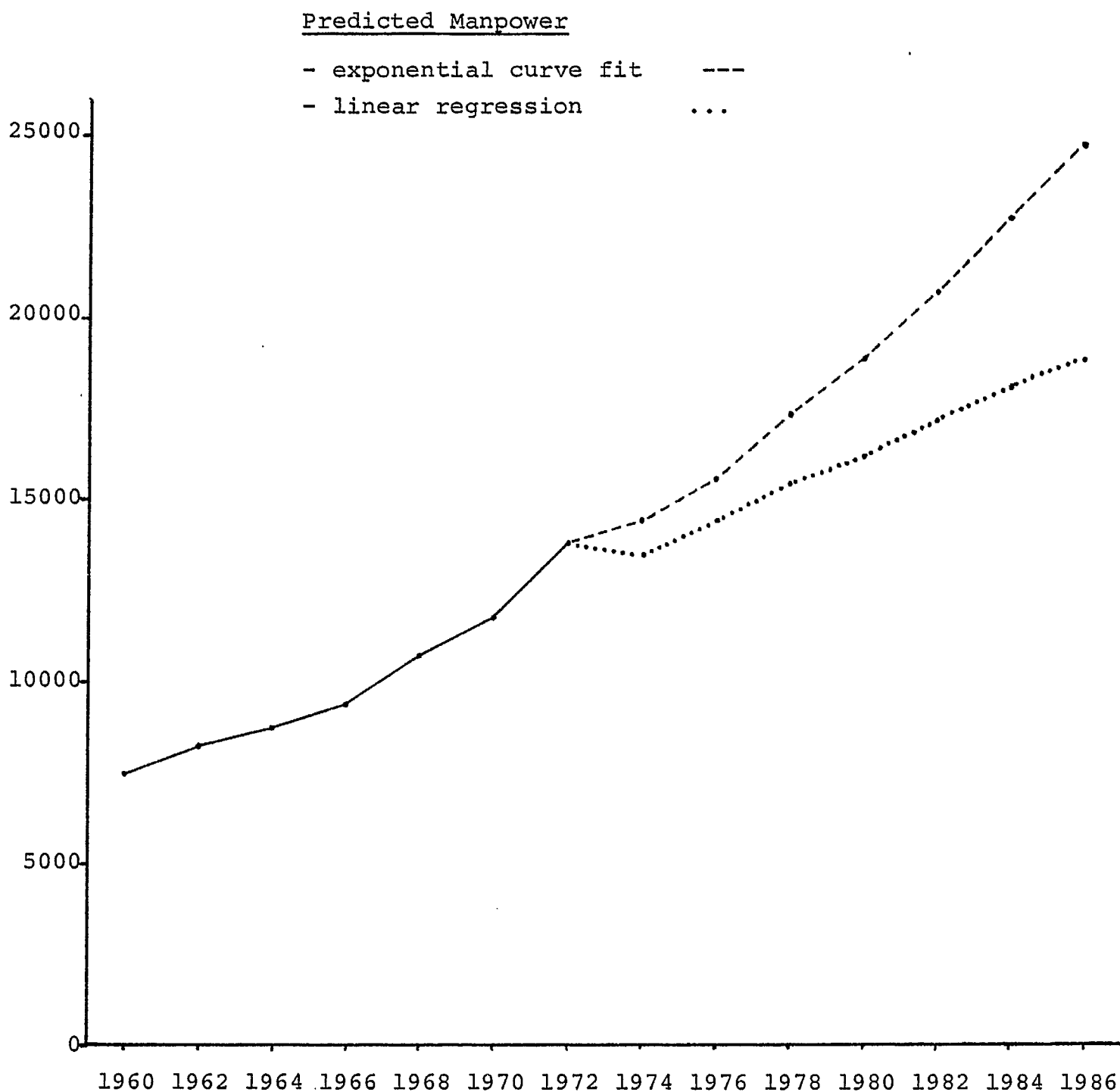
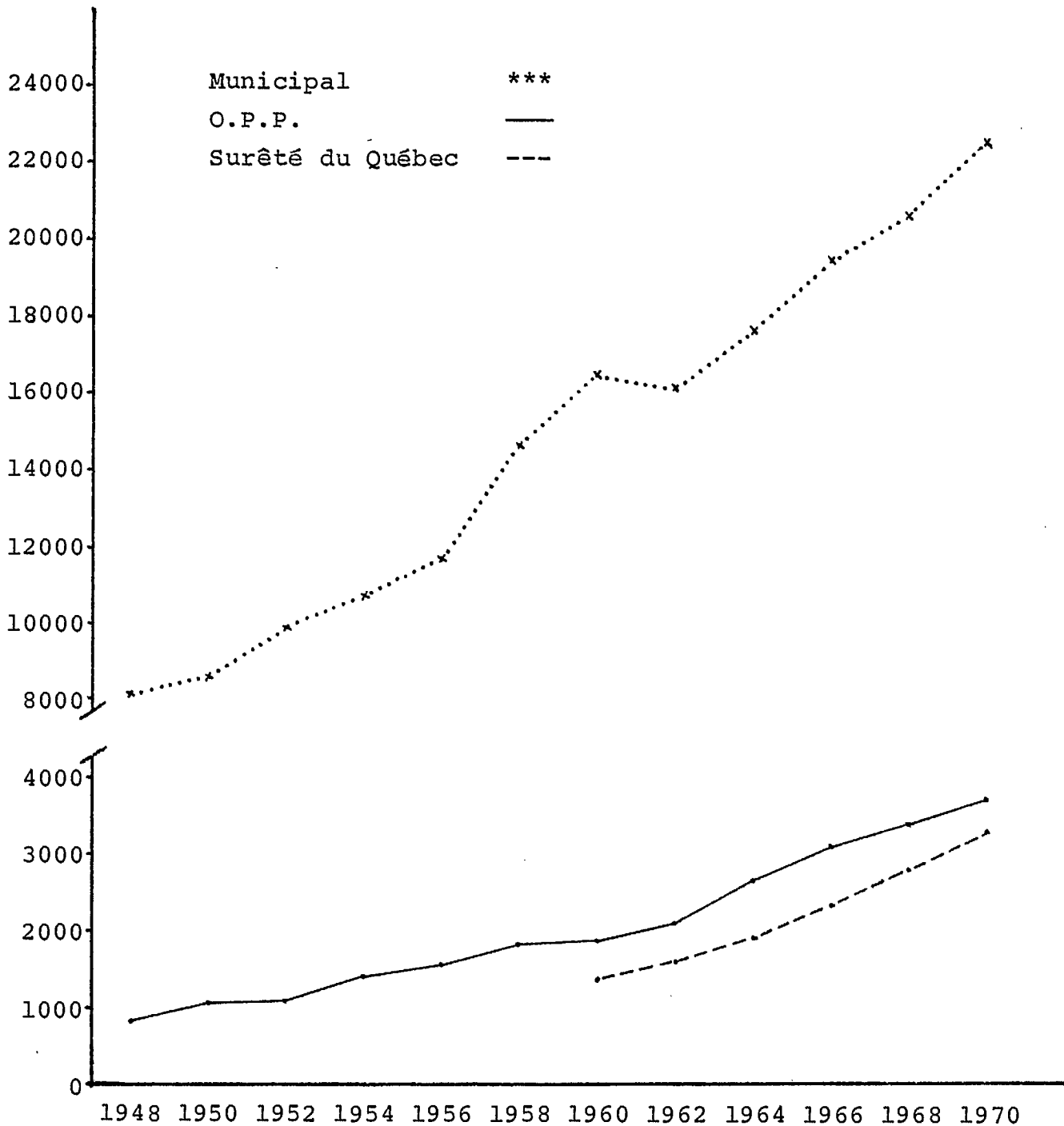


FIGURE 9

MANPOWER OF PROVINCIAL AND MUNICIPAL POLICE FORCES,
1948 to 1970



police forces including O.P.P. and Sûreté du Québec are following a somewhat more linear trend (although the data base here is not sufficiently large to make very significant extrapolations).

The manpower in the Canadian Penitentiary Service, as we have observed earlier, as shown in Figure 10, has made a substantial increase since 1960. While it is difficult to determine whether formal institutional confinement may or may not continue at the same rate in the future, we may still have a significant increase in correctional personnel in the Canadian Penitentiary Service over the next decade (see Figure 10 for one possible extrapolation).

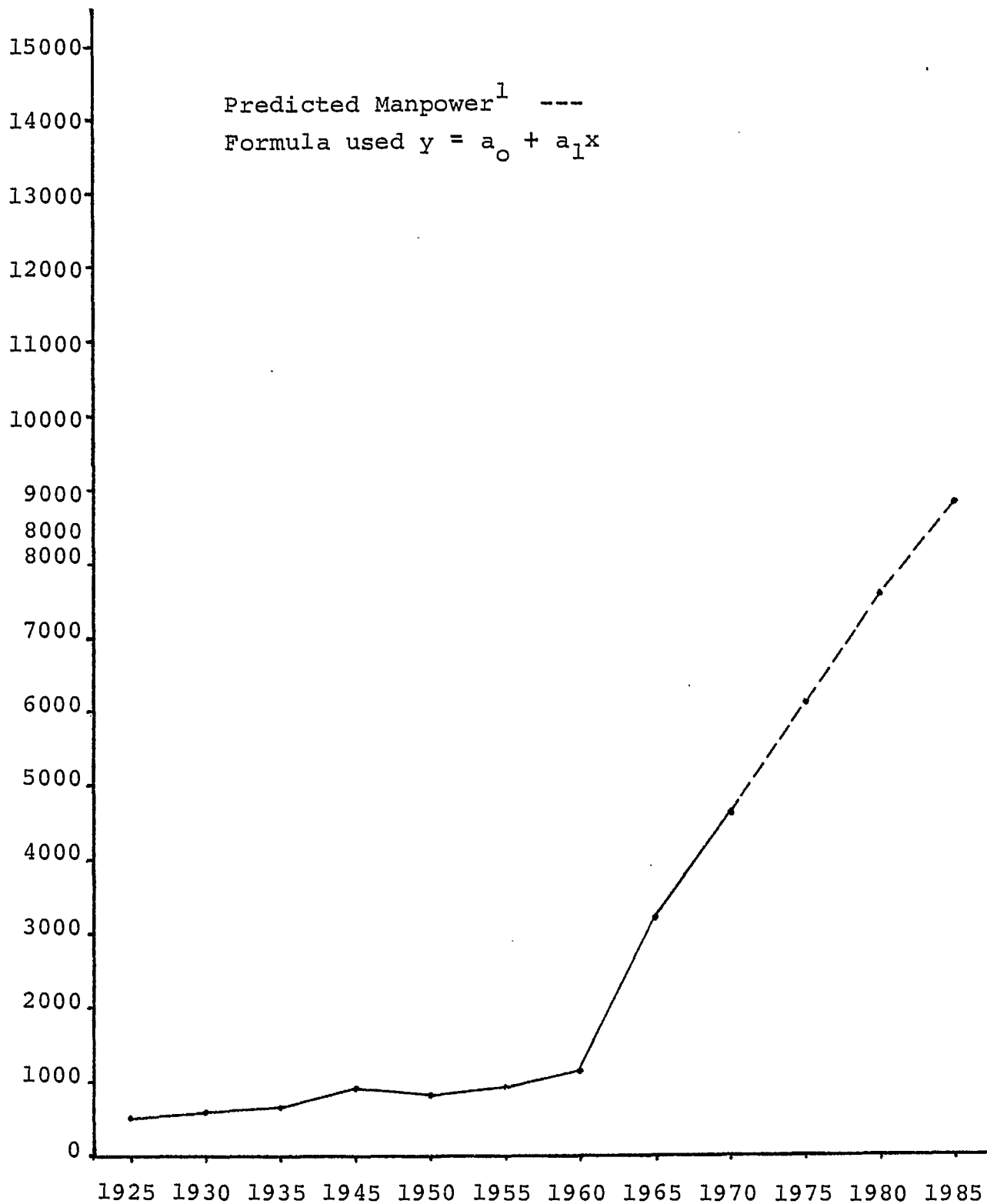
The manpower for the National Parole Board and Parole Services from 1959 to 1974 shows a similar trend (see Figure 11). If increasing paroles are granted and as early releases from institutions become a more accepted form of institutional release, parole manpower in both public and private sectors may increase substantially over the next decade.

As can be seen from Figure 12, the increases in both corrections and police manpower are not unwarranted, since the increase in number of federal inmates from 1880 to 1972 has been following an exponential trend as well^{7/}.

7/ See page 33.

MANPOWER OF THE CANADIAN PENITENTIARIES SERVICE
1925 to 1985

FIGURE 10



1.- $y = a_0 + a_1x$ where $a_0 = 2846.3$, $a_1 = 3097.9$, $r^2 = .9017$

MANPOWER OF THE NATIONAL PAROLE BOARD AND PAROLE SERVICES
1959 to 1974

FIGURE 11

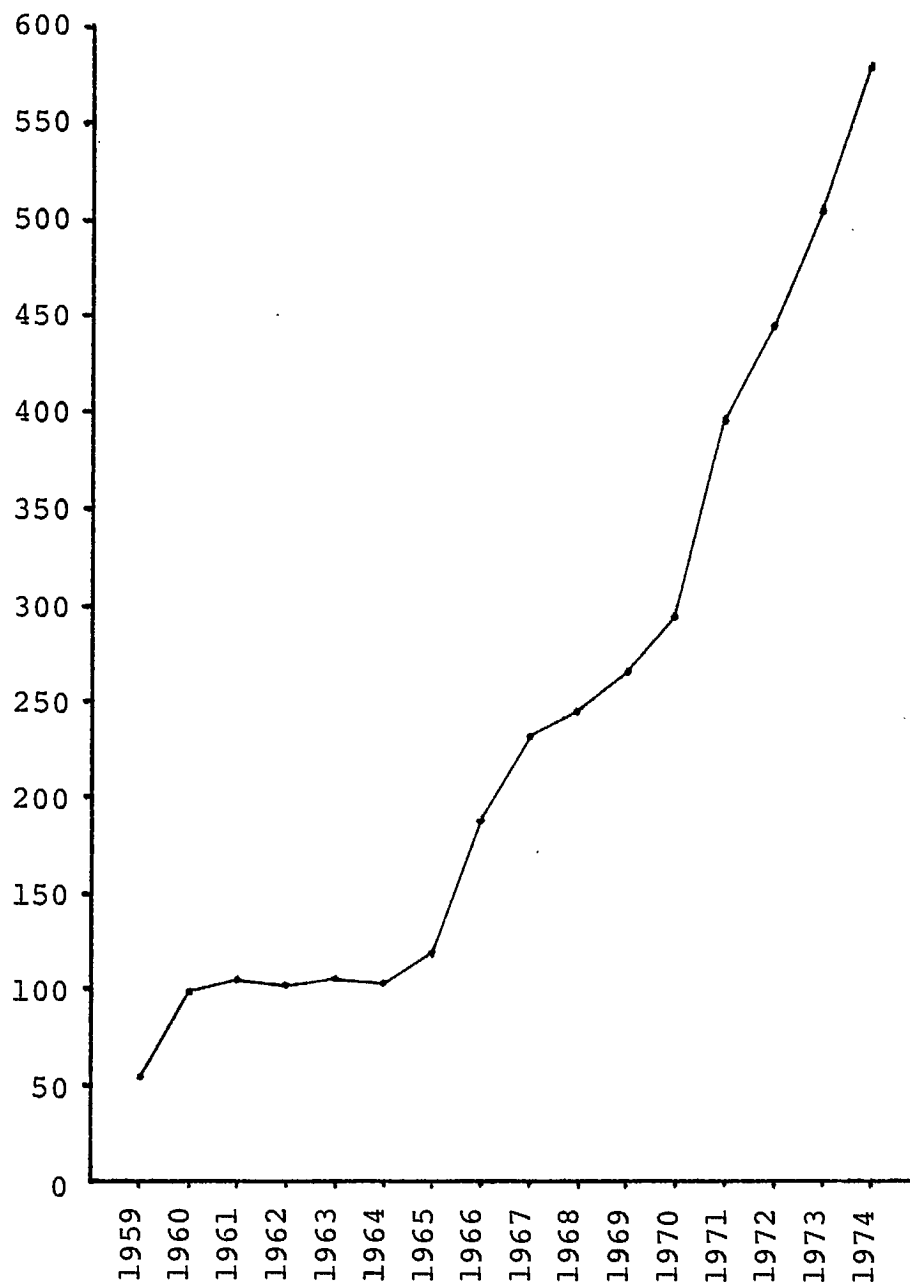


FIGURE 12

POPULATION OF FEDERAL INMATES AT THE END OF THE YEAR^{1/}

1/ From 1867 to 1876, the reporting year ends on 31 December; From 1877 to 1905, on 30 June; and for later year on 31 March.

SOURCE: Annual Report of the Commissioner of Penitentiaries
Annual Report of the Solicitor General



Naturally, such trends must be based on the size of the population (for this reason we included per capita expenditures in the earlier figures). However, such trends may lead to a significant increase over the next decade, at least in absolute numbers if not in the per capita incarceration rate^{8/}.

The last means which was used to estimate the future of the administration of justice in Canada was the total number of facilities. Because the Canadian Penitentiary Service had the most available data and also large capital expenditures on the administration of justice, the facilities it had maintained since 1880 to the present were examined. A strong caveat must be used in examining Chart 3, since it does not allow for cell capacity of these various institutions. Thus, it is safe to say that although there seems to be a significant increase from 1960, the average institutional size

7/ It should be noted that this is not a per capita incarceration rate, about which there is a continuing discussion as to whether it is constant (see Waller (1974) and Blumstein (1973)).

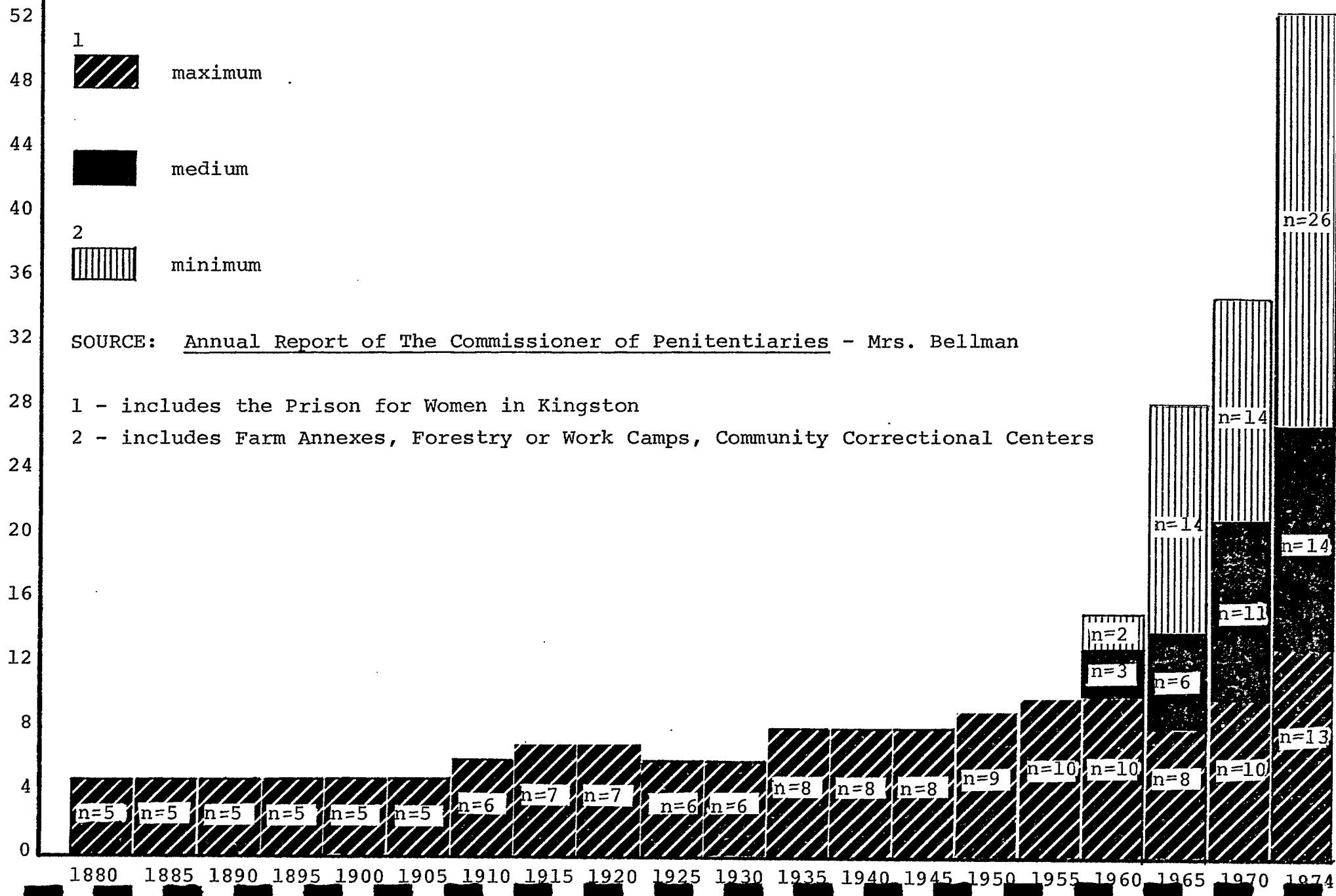
Also, even stronger increases in charges and convictions can be observed over this period (see Blanchard and Cassidy (1975)).

8/ There is, of course, much ongoing discussion about the relation between police manpower and expenditures and the crime rate. Both are certainly interdependent although directions of causality are largely undetermined.

CHART 3

DISTRIBUTION OF FEDERAL INSTITUTIONS BY CLASSIFICATION

1880 to 1974



has decreased. For this reason the strong trend shown on Chart 3 is almost certainly less when viewed as total cell capacity.

The preceding figures and charts have given the reader some feeling for expenditures, manpower and facilities in the administration of justice over the last hundred years, and in particular over the last decade on justice in Canada. It can be seen, if present trends continue (a very sterile and naive method of prediction of the future) then we may expect exponential increases in expenditures and manpower in the administration of justice in Canada. In the following section we draw some conclusions from these trends and paint several alternative futures for the administration of justice.

III

ALTERNATIVE FUTURES

As Toffler (1971) has so aptly pointed out, we live in an era of increasing change. There is no evidence at the present point in time that, with the exception of certain individuals and groups, the general society is slowing down or that the rates of change are assuming a more cohesive and understandable direction. For this reason, painting alternative futures of the administration of justice in Canada is a difficult, if not impossible, task (see Coates (1974)).

If we examine the present trends in the total expenditures on the administration of justice in Canada, as shown in Section II, it can be seen that the data is best fitted by an exponential curve ($r^2 = .997$). As can be seen, this trend in expenditures will continue to an expected level of expenditures in 1984-1985 of \$5,798,592,460. Even if one examines the expected increase in constant dollars and approximates it by a linear relationship, r^2 coefficient of .9971 for 1961 to 1972, there will be a total expenditure increase to \$204,711,330 or over a 28% increase.

Although these are the total expenditures on the administration of justice, the federal component and the expenditures of the Ministry of the Solicitor General both

have an expected exponential growth in expenditures (based on expenditures from 1961-1962 to 1973-1974) and the expected expenditures over the next decade were shown in Section II. As can be seen from these figures, the federal component is expected to grow by \$384,830,577. Of this, the expenditures of the Ministry of the Solicitor General, if present trends continue, might be expected to increase by over \$360,000,000.

Perhaps the magnitude of these increases can best be seen by pointing out that to simply make a 25% decrease in this expected increase - not the present expenditures - would result in a saving of over \$90,000,000 over the next five to six years.

It should be noted that the economic rationale for expenditures, particularly in the public sector (or as Bell has put it, the public household), shows that the productivity or ratio of output to input for services decreases relative to other types of products produced by the economy. At this rate, one then assumes that the relative price of such services as justice (including law enforcement, adjudication, and corrections) which are highly labour intensive, will rise relative to other goods such as the cost of food. This then means that the traditional mechanisms for dealing with crime and crime control in society will become more and more expensive per unit processed and further

enhances the likelihood of trends which are now occurring in the society of exponential increases in current dollars and of a noticeably larger percentage of gross national expenditures being spent on justice in the future. As was noted, there is a linear trend in both the percentage of justice expenditures with respect to GNP and GNE at the present time and there is no reason to assume that this linear trend won't continue with perhaps even stronger effects in the future.

However, more must be considered than simply these trends in expenditures and manpower (and the economic justification for their continuance) given in Section II. Most certainly the values of society are changing and as such we can anticipate that the criminal justice process and those processed within the formal system and their characteristics will change. Perhaps more importantly, the past decade has seen an increasing difference between what is formally identified as the criminal justice process and the "real" process as it operates in the real world (or in the rural areas, towns, and cities of Canada). It is impossible to anticipate whether this dissionance between reality and theory will continue or if the gap will be closed through the efforts of such special commissions and task forces as the Law Reform Commission.

In order to identify areas of change we should try to account for the following factors:

1. definitions of criminality;
2. police service as a part of increasing social services;
3. homeostasis hypothesis of constant rates of incarceration;
4. increasing diversion at all points in the system^{9/}.

Although changes in these factors may affect how much crime and the number of offenders impacting on the formal justice process, they probably do not affect the level of public expenditures in the area of deviance and its treatment generally. Thus, for example, although there may be more diversion, there will be agencies necessary to do the processing there rather than where they are at present. Also, as

9/ Already we see the ability of the Criminal Justice System to adapt (via increasing drop-out rates of offenders from the system) to high rates of increase in reported crime and their resultant processing (see Cassidy, et al, (1974)).

some forms of deviance are not recongized formally, the whole areas of organized crime and white collar crime are more than sufficient to absorb the "freed up" resources.

In attempting to paint alternative futures in the administration of justice, we will attempt only to deal with it in terms of the quantitative aspect which we have given in the previous section with the above caveats. Without being overly simplistic it might be said that we can expect formal expenditures to either increase, remain constant, or decrease.

We feel that these three possibilities might be painted more concretely in the following terms:

A. One future is that there will be an increasing expenditure in manpower and facilities within the traditional, formal subsystems of the criminal justice system to process an increasing reported crime rate and an increasing number of offenders who enter the system. The ways in which the system operates will, to a large extent, be dominated by traditional methods of handling offenders and offences but will also include a small number of innovative attempts as seen in the last decade. In this case the trends shown in Section II might be viewed as valid. This would certainly seem to be the

most probable given the trends which seem to hold over the ninety years.

B. A second future is that there will be a decrease in the traditional methods of handling offences and offenders and of expenditures on traditional agencies, and an increased tendency toward diversion and in assigning formal responsibility to the community for the offender and offences. In this case the linear extrapolations or lower exponential trends might be expected to occur - in these institutions. However, additional expenditures may well be required in other social service areas.

C. A third possible future is that there will be an increase of even greater proportion in the traditional agencies but that their role will expand to handle many innovative activities described in the second future above. In this case, expenditures may increase even more than shown in the second section^{10/}.

The last two alternative futures have the advantage of relating more to present societal values and of

10/ We have really dealt with the constant case in (1), the increase in (3) and the decrease in (2).

attempting to deal with the fundamental nature of crime and criminal activity, rather than simply to promote the justice process (formal part of the system) as a reactive activity dealing with offences which are reported and the offender who is charged, the offender who is convicted, and the offender who is released from prison. Thus, the last two futures will hopefully orient themselves to decrease social costs of crime and crime control. This would include, hopefully, more humane treatment of offenders and attempting to deal with the basic causes of criminality (implying a co-ordinated^{11/} program with other social services).

The second alternative may also have the additional advantage of decreasing expenditures, particularly in the formal processing of offenders in the long term. However, to achieve either of the last alternatives, and in particular the second alternative, it is necessary to have a large injection of resources for experimentation and projects on the administration of justice in Canada. Only by attempting to investigate alternative means of decreasing criminality and costs of processing offenders can we begin to see better

11/ The greater leaning towards process such as co-operation between subsystems in terms of unnecessary conflicts may also reap higher rewards in the future.

directions for these institutions in the future. There are no pat answers and it is not expected that experimentation will provide such. But, only by an injection^{12/} of these additional resources can agencies presently involved, directly or indirectly, in the administration of justice attempt to try new means for dealing with the problems of crime and the criminal offender in society.

12/ A strong argument might be made that reallocation of resources is a better, and cheaper solution. This may be more theoretically appealing but the practicalities of changing direction in organizations mean that positive change, by pointing to new proved areas for programs is a more effective tool. This means these areas must be investigated beforehand!

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APPENDIX I

TABLES ON COSTS, MANPOWER
and
FACILITIES
in the
ADMINISTRATION OF JUSTICE IN CANADA

TABLE 1

FEDERAL GOVERNMENT EXPENDITURES FOR THE ADMINISTRATION OF JUSTICE, 1880-1974

YEAR	COURTS ^{1/}	POLICE ^{2/}		CORRECTIONS ^{3/}	TOTAL
		DOMINION	RCMP		
1880	574,311	12,368	332,855	254,491	1,173,025
		344,223			
1882	581,696	12,841	368,456	279,323	1,242,316
		381,297			
1884	615,045	20,124	485,984	303,568	1,424,721
		506,108			
1886	707,832	17,341	1,029,369	312,516	2,067,058
		1,046,710			
1888	678,815	16,812	862,965	320,157	1,878,749
		879,777			
1890	709,784	20,465	753,093	362,209	1,845,551
		773,558			
1892	750,723	21,789	701,932	333,846	1,808,290
		723,721			
1894	745,504	21,947	611,263	435,298	1,814,012
		633,210			
1896	758,270	22,703	533,014	389,285	1,703,269
		555,714			
1898	765,608	22,100	865,416	356,367	2,009,491
		887,516			

TABLE 1 (continued)

YEAR	COURTS ^{1/}	POLICE ^{2/}		CORRECTIONS ^{3/}	TOTAL
		DOMINION	RCMP		
1900	827,561	28,277	843,989	426,075	2,125,902
		872,266			
1902	949,230	60,241	948,216	417,355	2,375,042
		1,008,457			
1904	984,258	31,084	949,784	422,661	2,387,787
		980,868			
1906	1,171,359	37,265	1,004,079	495,895	2,708,598
		1,041,344			
1908	1,224,510	43,323	649,867	584,062	2,501,762
		693,190			
1910	1,246,695	51,808	676,637	536,326	2,511,466
		728,445			
1912	1,300,514	82,445	696,663	649,350	2,728,972
		779,108			
1914	1,399,457	119,892	963,651	839,410	3,322,410
		1,083,543			
1916	1,477,238	116,664	1,395,022	898,900	3,887,824
		1,511,686			
1918	1,485,390	128,966	1,031,157	975,135	3,620,648
		1,160,123			

TABLE 1 (continued)

YEAR	COURTS ^{1/}	POLICE ^{2/}		CORRECTIONS ^{3/}	TOTAL
		DOMINION	RCMP		
1920	1,641,122	151,588	2,351,969	1,173,073	5,317,652
			2,503,457		
1922	2,151,956	3,022,686		1,526,507	6,701,149
1924	2,196,492	2,493,567		1,752,980	6,443,039
1926	2,159,572	2,106,960		1,719,810	5,986,342
1928	2,190,810	2,349,809		1,803,621	6,344,240
1930	2,198,909	2,948,443		2,559,434	7,706,786
1932	2,222,307	3,311,041		2,730,048	8,263,396
1934	2,407,817	5,315,327		2,656,025	10,379,169
1936	2,406,538	5,929,815		2,677,106	11,013,459
1938	2,197,053	6,022,503		2,509,251	10,728,807
1940	2,017,248	5,276,797		2,863,312	10,157,357
1942	2,178,333	5,603,294		2,832,478	10,659,211
1944	2,057,676	6,677,804		2,745,551	11,522,477
1946	2,076,566	7,283,610		3,165,042	12,568,163
1948	2,758,864	10,405,879		4,428,647	17,648,563
1950	2,890,014	15,970,904		6,467,899	25,413,290
1952	3,599,075	27,340,713		8,644,889	39,679,793
1954	3,777,639	33,845,572		8,860,419	46,483,630

REMISSION SERVICE^{4/}

TABLE 1 (continued)

YEAR	COURTS ^{1/}	POLICE ^{2/}	CORRECTIONS ^{3/}	REMISSION SERVICE	TOTAL
1956	4,393,463	36,557,371	10,331,760	161,105	51,443,699
1958	4,705,263	47,355,538	12,215,396	275,768	64,551,965
1960	4,960,024	52,444,264	19,149,395	440,264	76,993,947
1962	5,024,401	60,497,037	22,432,980	632,083	88,586,501
1964	6,530,997	66,899,479	26,370,974	705,973	100,507,423
1966	9,030,524	81,958,846	54,775,096	869,296	146,633,762
1968	11,773,267	87,655,412	63,229,000	1,405,024	164,062,703
1970	12,804,618	113,263,782	70,803,436	2,729,542	199,601,378
1972	16,690,019	172,706,182✓	79,843,319✓	5,691,196	274,930,716
1974	19,851,634	222,530,660 ✓	86,357,156✓	8,497,840	337,237,290

- 1/ Source: Public Accounts of Canada. Figure includes the judges' salaries, allowances and pensions.
- 2/ Source: Public Accounts of Canada. From 1880 to 1920, the figure includes the Dominion Police and the Mounted Police. After 1920, it refers only to the Mounted Police.
- 3/ Source: Annual Reports of the Commissioner of the Penitentiaries and the Annual Reports of the Solicitor General. These figures from 1970 on are lower than figures for "Corrections" in the Public Accounts because of non-inclusion in the departmental reports of superannuation, National Parole Board, and pension as well as different accounting procedures for operations and maintenance, administration and construction. In order to not exaggerate the predicted expenditures in the future, the lower departmental costs were used.
- 4/ Source: Public Accounts of Canada. After 1959, the figure deals with the expenditures of the National Parole Board and Services.

TABLE 2

SUMMARY OF TOTAL EXPENDITURES FOR THE ADMINISTRATION OF JUSTICE, BY LEVEL OF GOVERNMENT
1961-1962 TO 1986-1987

ACTUAL EXPENDITURE ^{1/}				
YEAR	FEDERAL (in thousands)	PROVINCIAL (in thousands)	LOCAL (in thousands)	TOTAL (thousands of \$)
1961-1962	81,965	39,646	30,104	294,180
1962-1963	87,465	42,927	32,788	318,599
1963-1964	93,631	45,978	34,829	351,718
1964-1965	114,522	50,280	37,282	403,250
1965-1966	134,195	55,364	41,071	467,082
1966-1967	158,811	61,828	46,094	534,296
1967-1968	166,780	66,409	50,579	622,262
1968-1969	184,441	72,586	55,677	694,039
1969-1970	205,684	79,815	61,804	820,657
1970-1971	244,476	85,610	66,671	904,869
1971-1972	291,803	93,402	73,391	1,040,989
1972-1973	341,174	103,407	81,855	1,211,328

TABLE 2 (continued)

YEAR	PREDICTED VALUES			formula used $Y = ae^{bx}$
	FEDERAL (in thousands)	PROVINCIAL (in thousands)	LOCAL (in thousands)	
1973-1974	369,093 ^{2/}	112,276 ^{3/}	88,227 ^{4/}	1,358,506 ^{5/}
1974-1975	420,333	122,570	96,736	1,550,094
1975-1976	478,687	133,807	106,066	1,768,701
1976-1977	545,142	146,075	116,296	2,018,138
1977-1978	620,823	159,468	127,512	2,302,753
1978-1979	707,010	174,088	139,810	2,627,507
1979-1980	805,164	190,049	153,294	2,998,060
1980-1981	916,943	207,474	168,078	3,420,871
1981-1982	1,044,240	226,496	184,289	3,903,311
1982-1983	1,189,210	247,262	202,063	4,453,789
1983-1984	1,354,305	269,931	221,551	5,081,900
1984-1985	1,542,320	294,680	242,918	5,798,592
1985-1986	1,756,441	321,697	266,347	6,616,359
1986-1987	2,000,284	351,191	292,034	7,549,453

1/ Source: Public Accounts of Canada.

2/ $Y = ae^{bx}$ where $a = 68,105.14$, $b = .129$, $r^2 = .9903$

3/ $Y = ae^{bx}$ where $a = 35,894.5$, $b = .087$, $r^2 = .9989$

4/ $Y = ae^{bx}$ where $a = 26,654.6$, $b = .092$, $r^2 = .9968$

5/ $Y = ae^{bx}$ where $a = 244,459.8$, $b = .132$, $r^2 = .9976$

TABLE 3

FEDERAL GOVERNMENT EXPENDITURE FOR THE
ADMINISTRATION OF POLICE AND CORRECTIONS

FROM 1961 TO 1986-1987

ACTUAL EXPENDITURE ^{1/}	PREDICTED EXPENDITURE ^{2/}
1961 73,270	1973 337,224
1962 78,540	1974 384,929
1963 80,416	1975 439,384
1964 100,034	1976 501,541
1965 122,844	1977 572,491
1966 146,653	1978 653,478
1967 153,443	1979 745,922
1968 167,529	1980 851,444
1969 185,711	1981 971,892
1970 221,403	1982 1,109,381
1971 263,102	1983 1,266,319
1972 307,765	1984 1,445,458
	1985 1,649,939
	1986 1,994,627

1/ Source: Public Accounts of Canada.

2/ Formula used: $y = ae^{bx}$ where $a = 60,382.0346$,
 $b = .1323$, $r^2 = .9858$

TABLE 4

TOTAL EXPENDITURE FOR THE ADMINISTRATION OF JUSTICE IN CANADA,
FOR ALL LEVELS OF GOVERNMENT^{5/} 1961-1986

(for deflation - implicit prices indexes - gross national
expenditure - were used)

YEAR	EXPENDITURES (thousands \$)	EXPENDITURES (constant \$)	RATE PER CAPITA	
			CURRENT \$	CONSTANT \$
1961	294,180	294,180	16.1	16.1
1962	318,599	314,200	17.1	16.9
1963	351,178	340,812	18.6	18.0
1964	403,250	381,144	20.9	19.8
1965	467,082	427,731	23.8	21.8
1966	534,296	468,270	26.7	23.4
1967	622,262	524,673	30.5	25.7
1968	694,039	567,025	33.5	27.4
1969	820,657	642,142	39.1	30.6
1970	904,869	675,780	42.5	31.7
1971	1,040,989	753,794	48.3	34.9
1972	1,211,328	837,131	55.5	38.4
PREDICTED VALUES				
1973	1,358,506 ^{1/}	922,140 ^{2/}	60.7 ^{3/}	41.2 ^{4/}
1974	1,550,094	1,016,060	68.1	44.7
1975	1,768,701	1,119,540	76.5	48.4
1976	2,018,138	1,233,570	85.8	52.5
1977	2,302,753	1,359,200	96.3	56.9
1978	2,627,507	1,497,630	108.1	61.6
1979	2,998,060	1,650,170	121.3	66.8
1980	3,420,871	1,818,230	136.2	72.4
1981	3,903,311	2,003,420	152.8	78.4
1982	4,453,789	2,207,460	171.5	85.0

TABLE 4 (continued)

YEAR	EXPENDITURES (thousands \$)	EXPENDITURES (constant \$)	RATE PER CAPITA CURRENT \$	CONSTANT \$
1983	5,081,900	2,432,290	192.5	92.1
1984	5,798,592	2,680,010	216.0	99.8
1985	6,616,359	2,952,970	242.5	108.2
1986	7,549,453	3,253,720	272.1	117.3
	EXPENDITURES ^{6/}	EXPENDITURES ^{7/} (constant \$)		
1973	1,168,603	838,290		
1974	1,250,148	887,426		
1975	1,331,693	936,562		
1976	1,413,237	985,698		
1977	1,494,782	1,034,830		
1978	1,576,327	1,083,970		
1979	1,657,872	1,133,110		
1980	1,739,417	1,182,240		
1981	1,820,962	1,231,380		
1982	1,902,507	1,280,510		
1983	1,984,052	1,329,650		
1984	2,065,597	1,378,780		
1985	2,147,142	1,427,920		
1986	2,228,687	1,477,060		

1/ Source: Public Accounts.

2/ $y = ae^{bx}$ where $a = 244,459.8$, $b = .1319$, $r^2 = .9976$

3/ $y = ae^{bx}$ where $a = 261345$, $b = .09699$, $r^2 = 0.997899$

4/ $y = ae^{bx}$ where $a = 13.55$, $b = .115$, $r^2 = .9963$

5/ $y = ae^{bx}$ where $a = 14.48$, $b = 0.0804$, $r^2 = .9971$

6/ $a_0 = 108518.8$, $a_1 = 81544.9$, $r^2 = 0.95409$

7/ $a_0 = 199524$, $a_1 = 49135.9$, $r^2 = 0.979254$

TABLE 5

FEDERAL GOVERNMENT EXPENDITURE
FOR THE ADMINISTRATION OF JUSTICE
IN RELATION TO THE POPULATION OF CANADA^{1/}, 1926 to 1986

YEAR	EXPENDITURES	EXPENDITURES constant \$	RATE PER CAPITA CURRENT \$	CONSTANT \$
1926	5,986,342	11,877,662	0.63	1.25
1928	6,344,240	12,790,806	0.64	1.30
1930	7,706,786	15,792,594	0.75	1.54
1932	8,263,396	19,863,932	0.78	1.89
1934	10,379,169	25,070,456	0.96	2.33
1936	11,013,459	25,672,398	1.00	2.34
1938	10,728,807	24,383,652	0.96	2.18
1940	10,157,357	22,226,164	0.89	1.95
1942	10,659,211	20,697,497	0.91	1.77
1944	11,522,477	20,949,958	0.96	1.75
1946	12,568,163	21,669,246	1.02	1.76
1948	17,648,563	24,927,349	1.37	1.94
1950	25,413,290	33,615,463	1.85	2.45
1952	39,679,793	45,141,971	2.74	3.12
1954	46,483,630	52,111,693	3.04	3.40
1956	51,443,699	55,315,805	3.19	3.43
1958	64,551,965	67,032,155	3.77	3.92
1960	76,993,947	77,380,851	4.30	4.33
1962	88,586,501	87,363,413	4.76	4.70
1964	100,507,423	94,997,564	5.21	4.92
1966	146,633,762	128,513,376	7.32	6.42
1968	164,062,703	134,038,156	7.92	6.47
1970	199,601,378	149,067,497	9.37	6.99
1972	274,930,716	190,000,495	12.59	8.70

TABLE 5 (continued)

YEAR	EXPENDITURES	EXPENDITURES constant \$	RATE PER CAPITA CURRENT \$	CONSTANT \$
PREDICTED VALUES				
1974	302,561,000 ^{2/}	209,224,000 ^{3/}	13.03 ^{4/}	9.01 ^{5/}
1976	367,784,000	241,472,000	15.23	10.00
1978	447,068,000	278,691,000	17.80	11.10
1980	543,443,000	321,646,000	20.81	12.32
1982	660,594,000	371,222,000	24.32	13.67
1984	803,000,000	428,439,000	28.42	15.17
1986	976,104,000	494,475,000	33.22	16.83
1974	210,175,800 ^{6/}	194,524,100 ^{7/}	12.61 ^{8/}	8.82 ^{9/}
1976	307,222,900	212,392,300	13.92	9.51
1978	338,629,900	230,260,400	15.24	10.19
1980	370,036,900	248,128,500	16.55	10.88
1982	401,443,900	265,996,700	17.87	11.57
1984	432,850,800	283,864,800	19.18	12.26
1986	464,257,800	301,732,900	20.50	12.95

1/ Source: Report of the Commissioner of Penitentiaries and the Report of the Solicitor General.
For deflation, implicit prices indexes - gross national expenditure were used.

2/ $y = ae^{bx}$ where $a = 35336700$, $b = 0.195214$, $r^2 = 0.987344$

3/ $y = ae^{bx}$ where $a = 43231500$, $b = 0.14335$, $r^2 = 0.987359$

4/ $y = ae^{bx}$ where $a = 2.34485$, $b = 0.15594$, $r^2 = 0.97414$

5/ $y = ae^{bx}$ where $a = 2.86888$, $b = 0.10407$, $r^2 = 0.97140$

6/ $y = a_0 + a_{1x}$, $a_0 = 2456017$, $a_1 = 31406970$, $r^2 = 0.9259$

7/ $y = a_0 + a_{1x}$, $a_0 = 51579090$, $a_1 = 17868130$, $r^2 = 0.94538$

8/ $y = a_0 + a_{1x}$, $a_0 = 2.0957$, $a_1 = 1.3143$, $r^2 = 0.92206$

9/ $y = a_0 + a_{1x}$, $a_0 = 3.327$, $a_1 = 0.687$, $r^2 = 0.926$

TABLE 6

DAILY^{1/} EXPENDITURES FOR THE ADMINISTRATION OF JUSTICE, BY LEVEL OF GOVERNMENT AND BY ACTIVITY, 1961-62 TO 1972-73

LEVEL OF GOVERNMENT/ ACTIVITY	1961-62	1962-63	1963-64	1964-65	1965-66	1966-67	1967-68	1968-69	1969-70	1970-71	1971-72	1972-73
	DOLLARS											
FEDERAL:												
Police	135,395	145,773	144,299	167,148	181,816	236,885	240,153	283,178	314,816	400,833	481,543	579,186
Courts	24,096	24,452	36,206	39,693	31,099	33,310	36,540	46,334	54,721	63,214	78,633	91,532
Corrections	65,071	69,406	76,019	106,918	154,745	164,904	180,238	175,806	193,981	205,751	239,285	264,006
TOTAL	224,562	239,630	256,523	313,759	367,658	435,099	456,932	505,318	563,518	669,797	799,460	934,723
PROVINCIAL:												
Police	94,362	100,247	114,378	137,189	185,570	216,055	256,685	270,411	319,200	370,400	435,723	478,759
Courts	78,885	90,712	93,460	110,485	122,088	142,036	155,748	234,967	317,663	280,477	328,721	377,227
Corrections	113,263	121,885	135,814	150,148	168,466	195,718	233,312	273,833	333,910	307,069	351,170	369,395
TOTAL	286,510	312,844	343,652	397,822	476,123	553,808	645,745	779,211	970,973	957,945	1,115,614	1,225,381
LOCAL:												
Police	280,156	..	..	..	..	..	..	..	..	..	..	1,110,318
TOTAL	299,901	320,400	363,436	393,214	435,896	474,918	602,151	616,948	713,885	851,351	936,951	1,158,602
ALL LEVELS:												
Police	509,912 ^{2/}	..	..	..	..	..	..	..	..	..	..	2,168,263
TOTAL	805,973	872,874	963,611	1,104,795	1,279,677	1,463,825	1,704,827	1,901,477	2,248,375	2,479,093	2,852,025	3,318,707

Source: Public Accounts of Canada.

1/ Per calendar day (365).

2/ Estimated.

TABLE 6

DAILY^{1/} EXPENDITURES FOR THE ADMINISTRATION OF JUSTICE, BY LEVEL OF GOVERNMENT AND BY ACTIVITY, 1961-62 TO 1972-73

LEVEL OF GOVERNMENT/ ACTIVITY	1961-62	1962-63	1963-64	1964-65	1965-66	1966-67	1967-68	1968-69	1969-70	1970-71	1971-72	1972-73
DOLLARS												
FEDERAL:												
Police	135,395	145,773	144,299	167,148	181,816	236,885	240,153	283,178	314,816	400,833	481,543	579,186
Courts	24,096	24,452	36,206	39,693	31,099	33,310	36,540	46,334	54,721	63,214	78,633	91,532
Corrections	65,071	69,406	76,019	106,918	154,745	164,904	180,238	175,806	193,981	205,751	239,285	264,006
TOTAL	224,562	239,630	256,523	313,759	367,658	435,099	456,932	505,318	563,518	669,797	799,460	934,723
PROVINCIAL:												
Police	94,362	100,247	114,378	137,189	185,570	216,055	256,685	270,411	319,200	370,400	435,723	478,759
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LOCAL:												
Police	280,156	..	..	..	..	..	..	..	..	..	..	1,110,318
TOTAL	299,901	320,400	363,436	393,214	435,896	474,918	602,151	616,948	713,885	851,351	936,951	1,158,602
ALL LEVELS:												
Police	509,912 ^{2/}	..	..	..	..	..	..	..	..	..	..	2,168,263
TOTAL	805,973	872,874	963,611	1,104,795	1,279,677	1,463,825	1,704,827	1,901,477	2,248,375	2,479,093	2,852,025	3,318,707

Source: Public Accounts of Canada.

1/ Per calendar day (365).

2/ Estimated.

TABLE 7

TOTAL GOVERNMENT EXPENDITURES AT ALL LEVELS^{1/}, PERCENTAGE DISTRIBUTION BY MAJOR FUNCTION, FOR CANADA, 1961 TO 1971

YEAR	TOTAL ^{2/}	MAJOR FUNCTIONS						
		JUSTICE	EDUCATION	DEFENCE AND VETERANS' PENSIONS	HEALTH (HOSPITALS AND OTHER)	SOCIAL WELFARE ^{2/}	TRANSPORT	OTHER
	\$000,000							
				total = 100.0%				
1961	11,760.1	2.5	14.5	16.9	8.8	14.8	12.2	30.3
1962	12,701.3	2.5	16.8	15.2	9.1	15.0	12.0	29.4
1963	13,484.9	2.6	16.7	15.2	9.2	15.0	12.2	29.1
1964	14,435.4	2.8	17.5	13.3	9.8	15.5	12.3	28.8
1965	16,183.6	2.9	18.5	12.2	9.9	15.0	12.8	28.7
1966	18,727.1	2.9	19.7	11.0	10.1	14.1	12.1	30.1
1967	21,486.6	2.9	21.1	10.2	10.6	15.1	10.3	29.8
1968	23,809.7	2.9	22.2	9.3	10.9	15.5	9.8	29.4
1969	27,865.9	3.0	21.5	8.0	12.2	14.4	8.8	32.1
1970	30,301.7	3.0	22.5	7.1	14.0	15.1	10.7	27.6
1971 ^{3/}	34,582.5	3.0	22.1	6.6	14.1	15.3	10.7	28.2

Source: Public Accounts

1/ Federal, provincial and local.

2/ To have more comparable figures from year to year, the expenditures in 1970 and 1971 for universal pension plans, unemployment insurance benefits and workmen's compensation, have been excluded.

3/ Preliminary.

TABLE 7

TOTAL GOVERNMENT EXPENDITURES AT ALL LEVELS^{1/}, PERCENTAGE DISTRIBUTION BY MAJOR FUNCTION, FOR CANADA, 1961 TO 1971

YEAR	MAJOR FUNCTIONS							
	TOTAL ^{2/}	JUSTICE	EDUCATION	DEFENCE AND VETERANS' PENSIONS	HEALTH (HOSPITALS AND OTHER)	SOCIAL WELFARE ^{2/}	TRANSPORT	OTHER
	\$000,000							
				total = 100.0%				
1961	11,760.1	2.5	14.5	16.9	8.8	14.8	12.2	30.3
1962	12,701.3	2.5	16.8	15.2	9.1	15.0	12.0	29.4
1963	13,484.9	2.6	16.7	15.2	9.2	15.0	12.2	29.1
1964	14,435.4	2.8	17.5	13.3	9.8	15.5	12.3	28.8
1965	16,183.6	2.9	18.5	12.2	9.9	15.0	12.8	28.7
1966	18,727.1	2.9	19.7	11.0	10.1	14.1	12.1	30.1
1967	21,486.6	2.9	21.1	10.2	10.6	15.1	10.3	29.8
1968	23,809.7	2.9	22.2	9.3	10.9	15.5	9.8	29.4
1969	27,865.9	3.0	21.5	8.0	12.2	14.4	8.8	32.1
1970	30,301.7	3.0	22.5	7.1	14.0	15.1	10.7	27.6
1971 ^{3/}	34,582.5	3.0	22.1	6.6	14.1	15.3	10.7	28.2

Source: Public Accpunts

1/ Federal, provincial and local.

2/ To have more comparable figures from year to year, the expenditures in 1970 and 1971 for universal pension plans, unemployment insurance benefits and workmen's compensation, have been excluded.

3/ Preliminary.

TABLE 8

PROPORTION OF FEDERAL GOVERNMENT EXPENDITURES
FOR THE ADMINISTRATION OF JUSTICE, BY ACTIVITY, 1880 TO 1973-74

YEAR	COURTS	POLICE	CORRECTIONS	
1880	48.95	29.34	21.69	
1884	43.16	35.52	21.30	
1888	36.13	46.82	17.04	
1892	41.51	40.02	18.46	
1896	44.51	32.62	22.85	
1900	38.92	41.03	20.04	
1904	41.22	41.07	17.70	
1908	48.94	27.7	23.34	
1912	47.65	28.54	23.79	
1916	37.99	38.88	23.12	
1920	30.86	47.07	22.05	
1924	34.09	38.70	27.20	
1928	34.53	37.03	28.42	
1932	26.89	40.06	33.03	
1936	21.85	53.84	24.3	<u>REMISSION^{1/}</u>
1940	19.85	51.95	28.2	
1944	17.85	57.95	23.82	0.35
1948	15.63	58.96	25.09	0.31
1952	9.07	68.90	21.78	0.23
1956	8.54	71.06	20.08	0.31
1960	6.44	68.11	24.87	0.57
1964	6.49	66.56	26.23	0.70
1968	7.17	53.42	38.53	0.85
1972	6.07	62.81	29.04	2.07

Source: Table 1.

1/ After 1959, administration of the Parole Act.

TABLE 9

MANPOWER OF THE ROYAL CANADIAN MOUNTED POLICE, 1880-1974

YEAR	MANPOWER	YEAR	MANPOWER	PREDICTED MANPOWER ^{3/}	
1880	299 ^{1/}	1930	1,245	1974	14,290
1882	474	1932	2,348	1976	15,667
1884	557	1934	2,506	1978	17,176
1886	1,005	1936	2,717	1980	18,829
1888*	1,011	1938	2,596	1982	20,643
1892	914	1940	3,767	1984	22,631
1896*	750	1942	4,743	1986	24,810
1898	848	1944	4,470		
1900	936	1946	3,144		
1902	752	1948	3,200		
1904	810	1950	3,607		
1906	684	1952	5,641 ^{2/}		
1908	649	1954	6,222		
1910	649	1956	6,324		
1912	654	1958	7,001		
1914	1,268	1960	7,558		
1916	797	1962	8,236		
1918	483	1964	8,702		
1920	1,671	1966	9,451		
1922	1,227	1968	10,848		
1924	1,020	1970	11,761		
1926	1,069	1972	13,726		
1928	1,087				

Source: Annual Reports of the North-West Mounted Police
 Annual Reports of the R.C.M.P.
 Annual Reports of the Solicitor General

* Figures not available for 1890 and 1894

1/ Figure for winter season (1880 to 1888)

2/ From 1952 to 1976, figure includes all civilians and civil servants.

3/ Formula used, $Y = ae^{bx}$, where $a = 476.1$, $b = 0.05$, $r^2 = 0.99$.

TABLE 10

STRENGTH OF POLICE FORCES - MUNICIPAL, PROVINCIAL AND FEDERAL

	1948	1950	1952	1954	1956	1958	1960	1962	1964	1966	1968	1970
O.P.P.	845	1,082	1,227	1,416	1,564	1,812	1,850	2,039	2,690	3,075	3,461	3,755
Sûreté du Quebec							1,339	1,562	1,954	2,364	2,779	3,354
C.P.R.	452	461	529	530	547	561	531	512	518	539	526	475
C.N.R.	493	458	529	538	530	508	493	526	570	598	550	532
National Harbour								131	97	111	183	244
Municipal	8,069	8,537	9,939	10,879	11,903	14,877	16,412	16,162	17,673	19,462	20,630	22,437
R.C.M.P.							5,785	6,812	7,103	7,920	8,915	9,498
TOTAL							19,601	26,571	30,605	34,069	37,044	40,295

Source: Historical Criminal Statistics Reports.

TABLE 11

MANPOWER OF THE CANADIAN PENITENTIARY SERVICES - 1925 TO 1986

		PREDICTED VALUES ^{1/}	
1925	500	1973	5,637
1930	515	1974	5,916
1935	582	1975	6,195
1940	no figure available	1976	6,474
1945	899	1977	6,753
1950	882	1978	7,032
1955	912	1979	7,311
1960	1,153	1980	7,590
1964	2,959	1981	7,869
1965	3,223	1982	8,148
1966	3,714	1983	8,427
1967	4,262	1984	8,706
1968	4,643	1985	8,985
1969	4,546	1986	9,264
1970	4,601		
1971	4,714		
1972	5,512		

Source: Annual Reports of the Solicitor General
Mr. Dearman, C.P.S. ✓

1/ Formula used: $a_0 + a_1x$ where $a_0 = 2,846.3$, $a_1 = 3,097.9$,
 $r^2 = 0.90$.

TABLE 12

MANPOWER OF THE NATIONAL PAROLE BOARD
AND THE NATIONAL PAROLE SERVICES, 1959-1974

1959	55	1967	232
1960	100	1968	243
1961	106	1969	265
1962	103	1970 ^{1/}	292
1963	106	1971	394
1964	105	1972	447
1965	116	1973	504
1966	190	1974	580

Source: Annual Reports of the National Parole Board
Annual Reports of the Solicitor General

1/ Source: Mr. A. Murdoch, N.P.B. for figures
1970 to 1974.

TABLE 13

POPULATION OF THE INMATES IN THE
FEDERAL INSTITUTIONS AT THE END OF THE YEAR

YEAR	POPULATION	YEAR	POPULATION
1880	1,374	1928	2,560
1882	1,128	1930	3,187
1884	1,067	1932	4,164
1886	1,200	1934	4,220
1888	1,094	1936	3,098
1890	1,251	1938	3,580
1892	1,228	1940	3,772
1894	1,223	1942	3,232
1896	1,361	1944	3,078
1898	1,446	1946	3,362
1900	1,424	1948	3,851
1902	1,214	1950	4,740
1904	1,328	1952	4,867
1906	1,439	1954	5,120
1908	1,476	1956	5,508
1910	1,859	1958	5,770
1912	1,895	1960	6,344
1914	2,003	1962	7,156
1916	2,118	1964	7,651
1918	1,468	1966	7,437
1920	1,931	1968	7,027
1922	2,640	1970	7,375
1924	2,225	1972	7,779
1926	2,473		

Source: Annual Reports of the Commissioner of Penitentiaries
Annual Reports of the Solicitor General

1/ From 1867 to 1876, the reporting year ends on 31 December;
from 1877 to 1905 on 30 June; and since 1906 on 31 March.

TABLE 14

INSTITUTIONS IN THE FEDERAL JUSTICE SYSTEM, 1880 TO 1974

YEAR	MAXIMUM ^{1/}	MEDIUM	MINIMUM ^{2/}	TOTAL
1880	5			5
1885	5			5
1890	5			5
1895	5			5
1900	5			5
1905	5			5
1910	6			6
1915	7			7
1920	7			7
1925	6			6
1930	6			6
1935	8			8
1940	8			8
1945	8			8
1950	9			9
1955	10			10
1960	10	3	2	15
1965	8	6	14	28
1970	10	11	14	35
1974	13	14	26	53

1/ Includes the Prison for Women, Kingston

2/ Includes Farm annexes, Forestry or work camps, and community correctional centers.

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TITLE

REPORTS

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2/73	A Preliminary Description of the Canadian Criminal Justice System Volume I	
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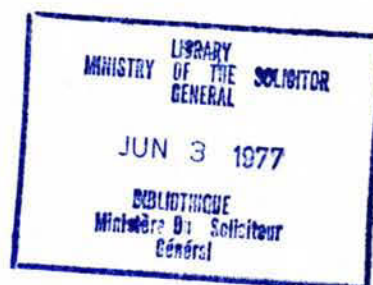
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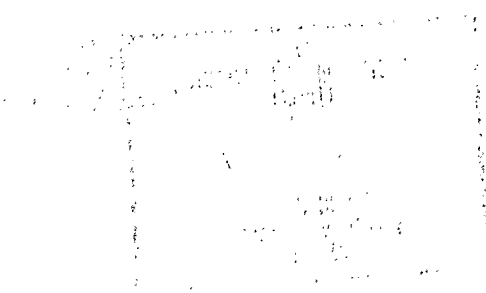
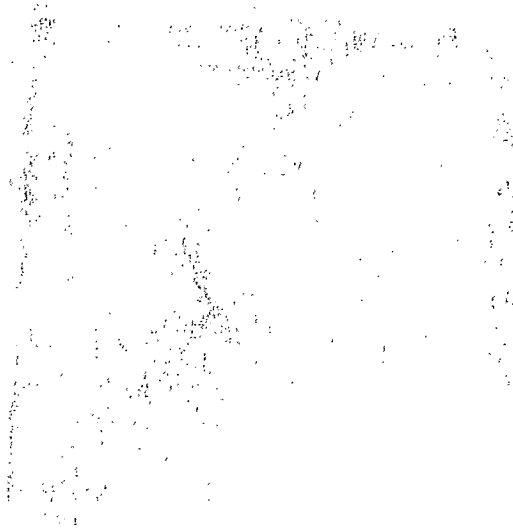


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