

RECENT DEVELOPMENTS IN CANADIAN STATISTICS ON CRIME

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I wish to thank you, Mr. Chairman, for inviting me to talk today about recent developments in Canadian Statistics on Crime. We at the Dominion Bureau of Statistics have a strong bond with our opposite numbers in the United States, at least I believe that we do.

I am not going to attempt to contrast the organization of Federal Statistics in Canada with Federal Statistics in the United States. I think it is enough to say that the Dominion Bureau of Statistics is a centralized statistical agency. Thus in the Judicial Section of the Bureau are located police statistics, adult and juvenile court statistics, institutional statistics, both for the federal penitentiaries and for provincial institutions including the training schools, and parole statistics. Other sections of the Bureau deal with other social statistics and, of course, economic statistics. Sections are organized into Divisions, generally speaking on a common subject matter basis and serviced by centrally operated data processing and other divisions.

Historically, the Bureau has published police statistics since 1920. Although the Bureau had provided standard forms for the collection of police statistics and supported these with instructions, the fact was that not all respondents adhered to the requirements of the system. Instead, some respondents used their own systems based on their own definitions. Under such conditions, it was not possible to produce meaningful aggregates for Canada as a whole. Without standard units of count adhered to by all respondents, uniform statistics did not exist. Further, some of the units of count were not of a type to facilitate the integration of police statistics with other statistical series collected by the Judicial section, notably court statistics.

An examination of program requirements was needed, a design to meet the needs of the users, and a system which would not place an undue burden on reporting units. Another major consideration was that the respondents should be able to comply with the program once it was laid down. It was clear that some respondents would have to modify their records systems, and others change to new ones in order to meet the requirements of a uniform program.

The Canadian Association of Chiefs of Police played an important role in the development of the new system. In 1958 this Association formed a Committee on the Uniform Recording of Police Activities. Representatives of federal, provincial and municipal police were named to the committee, as well as members of the DBS staff, and a work group established in the Ottawa area. As developmental work proceeded, the work group kept in touch with

the committee members through correspondence. This was supplemented at a later stage by field visits of Bureau officers to individual police departments and members of the Committee. This working arrangement provided close liaison with the respondents in the police reporting system. It also provided a close link with a large segment of the users of police statistics, the departments themselves, and introduced a strong note of what is practical, an essential in the work of the statistician - reconciling what is desirable in a statistical system with what is possible.

Fortunately, while we were undertaking the developmental work, a good deal of material of much value was available to us. Canadian police departments supplied the Committee with copies of their record systems, as did many departments in the United States and some in Europe. The Uniform Crime Reporting Section of the Federal Bureau of Investigation also supplied us with material. One document that was particularly useful to our committee, was the report of the Consultant Committee on Uniform Crime Reporting.

As developmental work progressed, the Committee reported its findings to the members of the Association at their Annual Conference. As a result, a bridge was built between the respondent police departments and the central statistical agency. The communication flow over this bridge has improved steadily and was given new impetus in 1960 when several experienced police officers were recruited to the Judicial Section. In 1961 developmental work was completed and the product, the Uniform Crime Reporting Program, was adopted at the Annual Conference of the Canadian Association of Chiefs of Police.

Respondents in the Uniform Crime Reporting Program include Municipal police, Royal Canadian Mounted Police, both as Federal police and as Provincial police in eight provinces, Ontario Provincial Police, Quebec Provincial Police, the Railway police and the Provincial Fire Marshals. There are 937 separate respondent sources, counting municipal police departments, districts, subdivisions and detachments of federal and provincial police and the fire marshals as separate reporting units. The present cut-off point for Municipal police departments is set at communities with 750 population or over, maintaining either their own municipal department, or contracting for one with the RCMP, or the Ontario Provincial Police. To be a respondent the department must also have the responsibility for enforcing, in their jurisdiction, the Criminal Code of Canada, which unlike the United States, is uniform throughout Canada, other Federal Statutes, Provincial Statutes and Municipal By-laws. Consideration is being given to raising the lower population

level of communities to 2,000 or 2,500 population.

The Uniform Crime Reporting System provides data which gives the user a statistical picture of police administration, of crimes and of traffic enforcement. Separate schedules are used for collecting this information.

In the first schedule, which is for police administration data, information is collected on full-time personnel of the respondent departments, classifying police, civilians, trainees and other full-time employees separately. Information is obtained on actual strength, authorized strength, engagements, retirements and other separations from service. Data are also obtained on police transport - automobiles, motorcycles and other motor vehicles, boats, aircraft and horses.

A separate form is used for collecting statistics on crimes. Information is obtained on the number of crimes reported or known to the police, the number unfounded following police investigation and on the actual number of offences. Everyone agrees that offences known or reported to the police are only a sample of crimes that are committed, that the universe of crimes committed is unknown, that the proportion that are unknown is not known. We are aware that the unknown proportion varies, depending on the type of crime, and it has been indicated that the intensity of police activity has an effect, in part, on the relationship between known crime and total crime. From a practical point of view there must be a beginning at some point; this is the point we have chosen. It provides users with a measure of crimes and traffic offences known or reported to the police.

The system requires that offences cleared be reported either as cleared by charge or cleared otherwise. To illustrate this point, I would like to refer to the Uniform Crime Reporting Manual, prepared for the use of police respondents, in which precise definitions and clear instructions for reporting data are given. Reporting procedures for a variety of situations have been illustrated. Time does not permit me to go through this Manual in detail with you but I would like to draw your attention to one or two points which will serve to illustrate some of the units of count and the system generally.

I mentioned that offences cleared may be reported as cleared by charge or cleared otherwise. An offence is cleared by charge when an information is laid against at least one person. This includes arrests, summonses to appear and warrants to apprehend. Offences and not arrests are counted. This instruction is not affected by any subsequent acquittal, dismissal or withdrawal. An offence may be cleared by charge if any other charge is laid in connection

with the same offence. If several persons commit a crime and only one is arrested and charged, then the crime is to be reported as cleared by charge. When the other offenders are charged, respondents are required not to list a clearance by charge a second time for the same offence.

Respondents may report offences as cleared otherwise if three questions can be answered in the affirmative: (1) has the offender been identified; (2) is there enough evidence to support the laying of an information; (3) is there a reason outside of respondent's control that prevents them from laying an information and prosecuting the offender. The limitations of cleared otherwise are indicated by ten examples. The clearance of offences provides the user with a measurement of the extent to which crimes and traffic offences known to the police have been dealt with by these agencies.

Data are collected on the number of persons charged, such persons being classified as either adult or juveniles, male or female. If police statistics are to be integrated with court statistics and ultimately with those of correctional facilities, it is essential that a change over occur from an accounting of offences to an accounting of persons. This is a particularly useful measure for our integration program, which I shall refer to briefly at the end of this paper.

Data on offences known, unfounded, actual crimes, clearances and on persons charged are obtained for certain specific offences under the Criminal Code of Canada, which is a federal document administered by the provinces. The fact that in Canada we have one Criminal Code means that many of the problems of uniformity have been resolved. Data are collected on murder, attempted murder, manslaughter, rape, other sexual offences, wounding, assaults (other than indecent assaults which are included under other sexual offences), robbery, breaking and entering, theft of motor vehicle, theft over \$50, theft \$50 and under, possession of stolen goods, frauds, prostitution, gaming and betting and offensive weapons. A residual category for other offences under the Criminal Code is provided. This residual category excludes traffic offences under the Criminal Code, which information is collected separately. Information is also collected on offences against Federal Statutes, Provincial Statutes and Municipal By-laws, excluding motor vehicle traffic and narcotic offences.

Statistics on Narcotic Offences are collected separately by the Royal Canadian Mounted Police on forms supplied by the Bureau. Fire crime statistics are also collected separately on forms supplied by the Bureau by the provincial fire commissioners in co-operation with the police.

Referring again to the manual, there are twelve general rules of scoring offences. Offences against a person are scored differently from offences against property. In the case of offences against the person one offence is counted for each victim, while in offences against property the number of distinct or separate operations are counted. A distinct operation means the same time, location and circumstance of the offence. Specific instructions for each offence are also given in the manual.

The third statistical return is used for the collection of traffic enforcement statistics. Data are collected on traffic offences under the Criminal Code which are criminal negligence causing death, criminal negligence causing bodily harm, criminal negligence in the operation of a motor vehicle, failure to stop at the scene of an accident, dangerous driving, driving while intoxicated, driving while impaired and driving while disqualified. Traffic offence data are also obtained in separate categories for Federal Statutes, Provincial Statutes and Municipal By-laws from which have been excluded parking violations. The latter are reported separately.

The number of fatal traffic accidents are reported and, as well, the number of non-fatal (injury) accidents, property damage accidents over \$100 and those with damages \$100 or less. Information is obtained on the number of persons killed in these accidents, whether drivers or passengers, pedestrians, cyclists, or others. The number of persons injured is also reported.

There are a number of other items we collect such as motor vehicles stolen and recovered, missing persons, and policemen killed on duty, whether accidentally or by criminal action.

The Uniform Crime Reporting System was implemented on January 1, 1962. Much of the field work has been done during the first year of reporting under the new system. Field work has been facilitated through the organization of Uniform Crime Reporting Committees in Provincial and Regional Associations of Chiefs of Police and, in some areas, these organizations have appointed zone liaison officers for the program. These are police officers drawn from association membership who work quite closely with our staff at the Bureau on reporting problems. Generally, the Provincial and Regional Associations have followed the lead of the National Association in working closely with the Bureau in the interests of the program.

The Uniform Crime Reporting Manual has been supplied to all police respondents and is now in its third reprinting. It has been used extensively in seminars conducted by DBS staff members in different parts of the country. Some of these seminars have been organized by

provincial police associations as a part of their staff training programs held at universities. Seminars and field visits are conducted by the Bureau staff members who have had police experience, which enables them to interpret the program to the respondents in a common language. This communications bridge is not a one-way street however, and it is to the Bureau's advantage that the reporting problems of police respondents can be interpreted to the Bureau.

We are now at the point of beginning to see the tangible results of our developmental work. Three publications will result from the Uniform Crime Reporting Program - Police Administration Statistics, Crime Statistics and Traffic Enforcement Statistics, each of which will be an annual statistical report.

In these reports data will be available for Canada as a whole, for each province, for twelve selected municipal police metropolitan areas, and for communities having municipal police departments. Community data will be classified according to population size. In addition, data will be summarized for each responding department and will appear in a detailed list at the end of each report.

I have given you a brief overview of the history, development, implementation, field organization and co-ordination of the Uniform Crime Reporting System in Canada, one of several programs for which the Judicial Section has responsibility. I would like now to turn very briefly to another area.

In our work, we are attempting to integrate statistical series in the law enforcement, judicial and correction fields. The goal of integration has been described in a number of ways: one is that the individual statistical series is of limited interest in itself. Almost invariably users of statistical data want to employ different statistical series jointly. Reliable individual series may be produced in a number of different ways with different definitions and concepts chosen with equal validity as the primary foundation. Recognition of the possible joint use of statistics means, therefore, that all relevant series must be designed from the beginning to facilitate joint use. In this view the most useful statistics require that the whole statistical output should be conceived as an integrated statistical system. The application of integration to criminal statistics has been stated by a number of individuals, one of whom is Mr. Ronald H. Beattie. He indicates that ideally information should be available which would show for every 1,000 persons arrested, individual characteristics, the time consumed and the disposition made of each person in each step of the legal process involving police, courts and the various correctional facilities. All of such detailed information has to be gathered from separate agencies and put together in order to obtain a

reliable and integrated description of the administration of criminal justice.

An advantage to the integrated approach, of course, is that segments of the integrated system can be made the subject of more detailed study. The integrated frame work provides the bench marks against which the results of these studies can be assessed. Such is the case in a survey which we are now writing up on auto thefts in Canada, the results of which will be ready for release in a few days time.

The pre-requisite to integrated data are conceptual integration, operational integration and controlled reporting. All three are equally important. In order to link individual statist-

ical returns, positive identification of each individual return is required. The only positive means of identification is the fingerprint method. In order to relate individual statistical series, standard classifications are required. We are concentrating on a standard offence classification, a standard geographical classification and a standard age-sex classification.

We are conducting a study in which data from the various sources I have mentioned are being integrated. This study, which is concerned with murder, will be useful in itself. Also important, the study will lay the ground work and serve as a model for broader application in our work.