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1. Key Themes (to be explored)

Within criminal justice agencies there is a fragmentation of criminal justice information due to differences in jurisdictional mandates, funding levels, and security concerns. The information systems of each criminal justice agency focus on tracking events that relate to its own activities.

The overall effectiveness of the criminal justice system and the results it generates depend heavily on the exchange of appropriate information among the agencies at each stage in the system. Recent reviews have underlined a lack of the capacity and perhaps the understanding needed to share and use information effectively and at the right time.

If this is the case within the criminal justice system, is it reasonable to expect community justice projects (with even more limited resources) to collect/share information required for various purposes?

2. Research Questions

What community justice data is collected? Why? By whom? When? How?

What percentage of time/resources is used in collecting this information?

How is this information used? By whom?

Is this information shared with other stakeholders? Who? How they use the information?

Is the information disseminated to the public?

What community justice data should be collected? Why? By whom? When? How?

What percentage of time/resources would be used in collecting this information?

How will this information be used? By whom?

Will this information be shared with other stakeholders? Who? How will this information be shared?

See [5.5](#)

3. Relevant Documents, Studies and Practices- Yukon

3.1. Yukon Bureau of Statistics¹

3.2. Restorative Justice in the Yukon - 1999²

- Two (2) communities suggested that Yukon Justice publicize statistics that compare the rates of success between Restorative Justice Projects compared to the mainstream justice system.
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3.3. Exploring the Boundaries of Justice: Aboriginal Justice in the Yukon³

Crime Data

- Official data alone tells only part of the crime and disorder story of any community, region, province or territory.
 - These data reveal those incidents which are formally reported, recorded and which may or may not proceed to court.
 - The exception to this, of course, are those serious offences such as murder or manslaughter which are more difficult to conceal either by not reporting or through police officer discretion to proceed formally.
 - These offences are exceptional, however and do not reflect the day to day crime and disorder incidents of any of the Yukon communities, aboriginal and non-aboriginal alike.
- For the purpose of understanding the parameters of aboriginal justice in the Yukon, knowledge of the 'official' data is important.
 - These data are useful in providing general information about the volume and type of reported crime, community variation and change over time.
 - They also reveal what victims report and what criminal justice personnel do in response.
 - Finally, these data provide information about characteristics of offenders, offences, and dispositions and consequently allow policy-makers and programmers to identify problems and target responses more effectively.
 - Taken together with information collected in interviews, official data help to 'round out' the picture of crime and criminal justice processing.
- **Police/Court Data:** police (Uniform Crime Report (UCR)) and criminal court data do not distinguish aboriginal and non-aboriginal adults or youth.
 - In communities such as **Old Crow** and Pelly Crossing where the aboriginal population is dominant, this is not a problem.

¹ <http://www.gov.yk.ca/depts/eco/stats/>

² In December 1998, the Minister of Justice tabled a draft discussion paper on Restorative Justice in the Yukon as part of the government's goal of fostering safe and healthy communities. To focus the consultation process, the draft Restorative Justice in Yukon paper and information pamphlets highlighted a number of issues and questions dealing with correctional reform, crime prevention, policing policy, victim services and community and aboriginal justice projects. In May-June 1999, the Minister of Justice, the Commanding Officer of the RCMP and members of their staff visited most of the Yukon communities to hear what Yukon people had to say about the future direction for Justice in the Territory. During the months of July-August 1999, the comments heard at the public consultation meetings were included in "Restorative Justice in the Yukon, Community Consultation Report." Copies of the report were made public.

³ Laprairie, Carol, Report to Department, Yukon Territorial Government, First Nations, Yukon Territory, Justice Canada, Exploring the Boundaries of Justice: Aboriginal Justice in the Yukon. September 1992. This document represent two months of fieldwork in the Yukon Territory, the objective of which was to elicit information from First Nation communities and criminal justice personnel about the state of tribal justice (also referred to as aboriginal justice) in the Territory. The methodology involved interviews with First Nations leadership, band managers, NNADP workers and social service personnel, RCMP, judges, courtworkers, correctional officials (including probation) and the collection and analysis of secondary data including police, courts, corrections, and demographic data and criminology and aboriginal justice literature available in 1992.

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- However, in other communities, such as **Teslin, Carmacks, Carcross, Ross River, Watson Lake, Dawson City, Haines Junction**, Whitehorse and Mayo– there are mixed populations – the problem is greater.
 - Interview information suggests, however, that regardless of the community mix, aboriginal people are the major users of the police and court systems in all Yukon communities where they constitute a significant population.
 - **Police Data**
 - The UCR data are generated by local RCMP detachments in the Yukon.
 - Compare rates of crime from these data and compare them to other parts of the country, reveals that the Yukon to have second highest total Criminal Code offence rather after the NWT.
 - The Yukon rate is nearly three times higher than Maritime, Quebec and BC rates, nearly two and one-half times higher than Ontario and Manitoba and nearly twice as high as Saskatchewan and Alberta rates.
 - Homicide rates were nearly four times higher in the Yukon in 1990 than in Canada (Stats Canada 1990).
 - Explanations for higher Yukon rates have usually centred on police/person ratios which are higher in the two territories than elsewhere in the country (possibly as the result administrative structures and the need for at least three officers in very small communities to provide 24 hour police service), resulting in over-policing.⁴
 - Other explanations may be the higher rates of crime and the repetitiveness of offenders, which means more offenses result in charges.
 - High rates also reflect small populations.
 - The proportion of ‘founded’ offences (the percentage of reported cases considered ‘actual’ offences) in the Yukon is lower in all categories than the Canadian proportions (Figure 1, p.64)
 - The cleared by charge levels in the Yukon in 1990 were higher for property and other Criminal Code offences but similar to the Canadian level for assaults and Total offences (Stats Canad 1990).
 - This means that police in the Yukon are generally not considering more reported incidents ‘founded’ or charging in the higher proportions than police elsewhere.
 - Moreover the interview data do not suggest that the RCMP in the Yukon are more proactive in pursuing investigations and charges, than police in other jurisdictions.
 - For this report, the UCR data were compiled for a five-year period (1987-1991) inclusive.
 - Four data sets were generated.....
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⁴ Chief Judge Heino Lilles, 1989, ‘Some Problems in the Administration of Justice in Remote and Isolated Communities’, for presentation at the CIAJ Conference, Kananaskis, Alberta, October 1989.

4. Relevant Documents, Studies and Practices – Other Northern Territories

4.1. A Framework for Community Justice in the Western Arctic – 1999⁵

Data Collection Process

- The nature of the process for collecting information on the program's activities and outcomes depends upon the measurable indicators established for these and the points at which the data for these indicators resides. A number of factors should guide this data collection:
 - simplicity of measurement: counts of different types of activities (e.g., communities funded, functioning committees, special events, diversion meetings, family conferences, community meetings, clients served, agencies/organizations contacted, clients completing/not completing diversions, clients referred back to RCMP, etc.);
 - standardization of data: clear definitions for the measures requested; . assignment of responsibility to the appropriate individual or organization: for reporting/monitoring, this could be the coordinator and the sponsoring organization; for a more complex evaluation, involving interviews with a range of various parties who have a relationship to the program, an external evaluator should be considered.

- There are a number of possible ways in which information could be gathered:
 - committees could undertake a self-examination and assessment of their own activities and results to identify problems and shortcomings as well as potential ways to resolve these and improve their projects;
 - sponsoring organizations could complete forms or be interviewed about their assessment of the project;
 - program clients could be asked about their own experience with the program and whether it has helped them;
 - RCMP, Crowns, JPs and judges, probation officers and corrections officials could be interviewed to obtain their perceptions;
 - agencies or services involved with the committee could also be interviewed;
 - focus groups or interviews with key respondents in the community could be carried out.

- Several coordinators/committee members indicated that they maintain minutes of meetings and files on their clients.
 - Some are currently developing their own forms and systems to track their activities, decisions and results in a consistent fashion.
 - Some also provide reports to the RCMP as well as to the Crown, legal services and the court regarding the outcomes for diverted clients.
 - Many committee/coordinator respondents are clearly receptive to the idea of gathering and recording information if it will prove useful to their own need to learn more about the effects of their efforts and ways to improve these.

⁵ Campbell Research Associates, Kelly & Associates, Smith & Associates, prepared for Government of Northwest Territories, Department of Justice, A Framework for Community Justice in the Western Arctic – June 1999

Suggested Uses of the Information

- The information collected can be of value to the Department of Justice, the communities and any organization to which the program may be transferred:
 - o The Department has to be able to "defend" its current level of expenditures on the program when government costs are under scrutiny.
 - It needs to be able to demonstrate that the program is accomplishing what it intended to and that these accomplishments are important and cost-effective.
 - o The Department has to be able to present a case for additional funding for the program by providing solid evidence that it is currently achieving the government's objectives and has the capability of greater progression toward these objectives.
 - o Communities have to be able to provide evidence that current funding is being used effectively if they desire additional funding for more programs to meet their needs.
 - o Communities need to know whether the activities they are undertaking are meeting their own objectives.
 - Information about this will assist them to improve their activities for the benefit of the entire community.
 - o Documentation of activities and results will allow communities to identify their own "best practices" and share them with other communities both in the Territories and nationally.
- The importance of the information lies only partly in helping the Community Justice Division maintain program accountability and provide evidence that additional funding will be well-used for the benefit of communities and the justice system.
 - o It is just as important that this information be made available to communities both so that they can see whether the Division is doing the job it should and so that they can learn from each other's experience.

**Collection Instruments, Protocols and Activities
Required to Meet Requirements of Evaluation Framework**

Data Requirements	Reporting Format Required
Number of diversions dealt with by Justice Committee 1999-2000, 2000-2001 and subsequent years	Client record
Comparison of police cautionings 1999-2000-2001	RCMP data
Data on offenses, processes used, persons involved in decision, elements of agreement (client record)	Client record
Victim Satisfaction Questionnaire	First draft available
Offender Satisfaction Questionnaire	First draft available
Number of 1 st time property offenses processed through courts on an annual basis	Court data – annual reports Client data

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Number of active justice committees	Regional Justice Coordinator Activity Reports
Documentation of Justice Committee training	Justice Committee Activity Record
RCMP Monthly Report Forms	Need to be integrated with community justice committee reports
Minutes of community justice committees	System to coordinate not yet established
Identification of Justice Committee and local RCMP training needs and activities	Justice Committee and Regional Justice Coordinator identify in monthly reports. RCMP identifies
Participant ratings of usefulness of training	Some workshop satisfaction forms developed – others need to be developed in relation to workshop goals
Data related to linkages between justice committees, women's groups and government agencies	Depends on reporting activities of victim coordinator – not yet established
Development of standardized work plans and financial reporting systems (quarterly and final)	To be developed in conjunction with CJD, RJC Input from the Department of Justice
Information on contribution agreements	RJC reports – no defined format at this time
Additional diversion data (wider scope of offenders and offenses)	Justice Committee Activity Record Regional Justice Coordinator Activity Record
Protocols Required	Reporting Format Required
Protocols to clarify diversion of new target groups and offense types	Reporting Regional Justice Coordinator
Referral protocols: RCMP List of partners and contacts in each community and at territorial level Record of meetings with partners/description of any protocols established	To be prepared by CJD/RCMP To be prepared by Regional Justice Coordinator Regional Justice Coordinator Activity Record
Protocols relating to victim participation	RCMP/RJC
Linkage info: justice committees, women's groups etc	Victim Coordinator, RJC
Devolution policy	CJD will develop (March, 2001)
Other Activities	Reporting Format Required
Newsletter	CJD
Web site	CJD
Annual Report	CJD
Development of alternative processes in school system	RJC
Community Justice Guide	CJD/RCMP
Creation of Interdepartmental Working Group on Healing and Restorative Justice	CJD
Conference: Dene Nations	Summary of Conference Activities by Conference Coordinator
Definition of offender and victim needs, activities and concerns	Conference Reports: RJC Activity Reports

5. Relevant Documents, Studies and Practices- Canadian

5.1. The Criminal Justice System: Significant Challenges – 2002 ⁶

Providing effective information

Sharing of information by criminal justice agencies

Federal government assessments indicate a fragmentation of criminal justice information due to differences in jurisdictional mandates, funding levels, and security concerns as well as a history of agency independence.

The information systems of each criminal justice agency focus on tracking events that relate to its own activities. However, the overall effectiveness of the criminal justice system and the results it generates depend heavily on the exchange of appropriate information among the agencies at each stage in the system. Recent reviews have underlined a lack of the capacity and perhaps the understanding needed to share and use information effectively and at the right time.

Criminal justice agencies use computer-based information systems. Fiscal restraint, especially in recent years, has often meant that upgrades to older federal government information systems were deferred. These deferrals occurred at a time when the criminal justice system was becoming more complex and harder to administer effectively and efficiently. Gaps in the sharing of information have led to difficulties in some highly visible and sensitive cases.

In 1997, the government announced a commitment to "integrate information systems of all partners in the criminal justice system." Solicitor General Canada is the lead department in this integration of justice information. Departmental reports to Parliament by some federal criminal justice agencies call the Integrated Justice Information (IJI) initiative a priority. Initially, the plan covered the five-year period from 1999 to 2004, but delay in funding extended the period to 2005.

The IJI initiative is addressing difficult and complex problems of this kind. Initial government assessments highlighted the situation across agencies and jurisdictions:

- There is no comprehensive, centralized index of crimes and offenders to identify all the information that needs to be connected and exchanged among various agencies.
- There is no common set of data standards to help correlate and compile criminal histories.
- The inability to file documents electronically within and among justice agencies means that the same data must be entered several times in multiple, incompatible systems across jurisdictions, causing delays and increasing the risk of errors with potentially tragic results.

In early 1999, government approved the creation of a Canada Public Safety Information Network (CPSIN) as a basis for a modern Canada-wide network of information, linking criminal justice agencies for public safety. This is an important element of the IJI initiative. The government recommended spending of about \$240 million over four to five years, starting in 1999.

Progress of the Integrated Justice Information initiative

Agencies are trying to overcome systemic, cultural, and technological barriers to sharing information. An array of legislation, regulations, policies and practices govern the exchange of information and particularly the privacy and security of information. For example, there are 6 federal statutes that deal with information management, 11 police acts, and 10 provincial acts on freedom of information and protection of privacy.

⁶ Office of the Auditor General of Canada, *The Criminal Justice System: Significant Challenges*, Chapter 4, April 2002, <http://www.oag-bvg.gc.ca/domino/reports.nsf/html/0204cc.html>

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A September 2000 report by Solicitor General Canada indicated that confusion exists within and among agencies about what information they need to share and why. The report indicated that the agencies have different mandates and information needs, and fiscal constraints have forced each to focus on what clearly belongs within its own mandate.

Solicitor General Canada's March 2001 risk review of the IJI initiative and the Integrated Justice Information Secretariat found the following:

- complexity of co-ordination;
- lack of operational decision-making authority by the Secretariat over component projects and limited leverage to ensure that they support the IJI initiative;
- slow progress in developing a detailed justice policy framework for such issues as information sharing, privacy, and security; and
- lack of the detailed understanding and quantification of benefits to the community as a whole and to each stakeholder organization that are needed to engage commitment, secure resources, and influence priorities.

An October 2001 assessment of the status of the CPSIN's 21 elements found that nine elements were completed or on track, six needed monitoring, and five were at risk; one project for fingerprinting had not yet been resourced. Among elements at risk were the governance framework, the offender tracking identifier, and the integrated police information reporting system.

The IJI initiative is about halfway through its five-year term. Recently, nine federal agencies formally agreed to a charter confirming their commitment to the CPSIN and to sharing information. In the view of the IJI Secretariat, the charter "articulates an unprecedented agreement of nine diverse and independent partners on a very complex and intricate initiative."

Other jurisdictions have not yet been asked to sign the charter. The IJI Secretariat told us that while provinces and territories have been involved in discussions from the onset of the initiative, the first phase of development was focussed deliberately on federal capabilities. The involvement of the provinces and others is still in the preliminary stages. Two provinces are developing their own systems. The IJI Secretariat told us that this was a positive development, and it intends "to leverage the efforts of all governments by providing leadership and required national components to meet the common information-sharing needs."

The charter signed by federal agencies identified issues and risks that they agreed to manage:

- There is an absence of formal, interdepartmental management structures for such a complex initiative; agencies agreed that new ways of doing business need to be supported if the initiative is to be implemented.
- Commitment to the initiative may not be reflected throughout the agencies; each agency agreed to ensure that the initiative is a priority.
- Departments and agencies may ignore national criminal justice information policies, standards, and guidelines; agencies agreed to promote voluntary adherence.
- Multiple new partners may generate conflicting or excessive new requirements; agencies agreed that the growth of the initiative will need to be planned to maximize benefits.

The March 2001 risk assessment noted that the IJI Secretariat should develop a comprehensive understanding of both the cost to implement the vision and the desired benefits. However, the June 2001 progress report does not include any cost information; the IJI Secretariat does not track all federal costs. The Secretariat has indicated that because its partners in other jurisdictions are independent and have their own budgets, it has no information on the costs they may incur.

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While the IJI Secretariat is monitoring the progress of specific tasks, it has not yet assessed whether information sharing and protection of public safety have improved. It told us an assessment would be premature because "the technology and framework must be implemented before electronic information sharing can actually occur and expected results and benefits become evident."

The IJI Secretariat told us, "Overall, the initiative, while complex, is not at substantial risk." It points, for example, to the progress being made on the National Index of Criminal Justice Information, the data standards, and various pilot projects at different locations.

Inconsistent information on the reliability of the Canadian Police Information Centre

The RCMP's Canadian Police Information Centre (CPIC) is the national system for a wide array of information that police and other law enforcement officials depend on to do their work. The information includes criminal histories; fingerprint data; and records of missing persons, stolen vehicles, and offenders on conditional release. A core objective of the CPSIN project is to replace the CPIC system with a national index of criminal justice information. The index would provide national access to essential information on crimes and offenders. In March 1999, the government approved funding of \$114.7 million for this index over four years, starting in 1999-2000.

Approval for the funding was based on representations in early 1999 that the difficulties plaguing the CPIC had especially serious implications for public safety. According to those representations, the system was frail, overburdened, and in urgent need of renewal: in less than a year, breakdowns totalling hundreds of hours had affected various regions. The longest outage was 18 hours, affecting two provinces. The RCMP has estimated that during each eight-hour breakdown, over 100,000 police checks could not be made. The representations emphasized that because of these system failures, police did not have access to critical information about individuals or information on outstanding warrants, conditions of release, and restrictions such as firearms prohibitions and restraining orders. As a result, they were unable to identify crime suspects, assist voluntary agencies in screening out pedophiles from jobs involving contact with children, and perform other essential functions to protect the public. The representations concluded that the cost of failing to address the problems—inadequate information sharing, old technology, and fragmentation of systems—would be high; inaction would risk both community safety and the effective administration of justice.

This information was based in part on a 1999 RCMP study of the CPIC's availability to users. The study found that the CPIC was unavailable to users more than 10 percent of the time, or 880 hours each year, regionally or nationally. Depending on how long the system was down, up to 20,000 law enforcement officers could not access the network in the performance of their duties and the outages prevented three million queries across Canada, putting officers and the public at risk. The study also reported that the outages cost an estimated \$13 million in lost time. In addition, the central computer mainframe was down for a total of about 75 hours, affecting around 20,000 officers and almost one million queries and costing an estimated \$5 million in lost time.

In February 2002, the RCMP informed us that its information was incorrect. Officials told us that the CPIC actually was unavailable only three percent of the time on a national basis and, on a regional basis, only two percent of the time. According to the RCMP, its study had erroneously assumed that outages at specific locations meant outages across the system, for all users, when in fact the majority of these incidents did not have a system-wide impact. The RCMP concluded that its 1999 analysis therefore "provides a total misrepresentation of system availability statistics as the majority of these outages had a local and not a system-wide impact."

This new information was provided to us too late to examine. However, the RCMP advised us that we had rightly pointed out the inconsistencies in its data on the CPIC's availability and that it would evaluate the implications and act accordingly to clarify the situation.

Evidence-based criminal justice

4.131 Building and maintaining an effective criminal justice system requires reliable national information on the nature of crime, on crime trends, and on what actions work. We are concerned that the existing data are not

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adequate to this task and can be misinterpreted if not used with caution. Moreover, we are concerned that the national capability to collect and analyze data on the criminal justice system is inadequate.

4.132 While at least \$10 billion is spent each year on the criminal justice system, the government allocates only about \$5 million a year to Statistics Canada's Canadian Centre for Justice Statistics (CCJS) for the collection of core national data on the system. The CCJS organizes and carries out the work of a federal-provincial-territorial partnership known as the National Justice Statistics Initiative. That initiative is led by the deputy ministers responsible for justice in Canada and the Chief Statistician of Canada. Its objectives are to provide information for decision making, improve the quality of information, and facilitate information sharing. Representatives of the partners in the initiative decide the CCJS priorities.

4.133 The CCJS produces most of its information from data provided by different administrative record systems of participating federal, provincial, territorial and municipal criminal justice agencies. It uses the data to create national information databases, where possible, on crime trends and criminal justice agency activities. In addition, Statistics Canada conducts national surveys to gather information on the fear and perceptions of crime and estimates of self-reported experiences of criminal victimization. Like Statistics Canada itself, the CCJS has no mandate to analyze policy. Most policy analyses are conducted by criminal justice agencies for their own purposes.

4.134 The criminal justice data that are available have major gaps, such as the following:

- There is not enough information on Aboriginal people in the criminal justice system.
- Not enough information is available on restorative justice programs, diversion programs, and victims' programs.
- Not enough information is available on the extent to which Canadians perceive that they have been victims of criminal behaviour.
- Information on organized crime is scarce, including data on the proportion of crime that is committed by criminal organizations.
- The RCMP provides aggregate but not detailed statistics on crime data; full and detailed coverage is expected in 2007.
- There are no data available on crimes investigated by private security personnel without the involvement of public police agencies.
- Military police and some First Nations police do not yet report crime statistics.
- New Brunswick, Manitoba, and British Columbia do not report data on adult court activities; nor do about 140 municipal courts in Quebec.

In addition, the Department of Justice told us that the absence of superior court data from most jurisdictions represents a major gap in the picture we have of how the justice system is functioning.

4.135 Data on individuals as they pass from one criminal justice agency to another are also insufficient.

Improving the national information infrastructure

4.136 The CCJS has developed a network of advisory committees, and it consults with various stakeholders to identify national information requirements. We interviewed representatives of governments, non-government organizations, and academia to ask how the CCJS could be improved.

4.137 Government representatives in the CCJS partnership told us that they find the CCJS responsive and the information it provides useful. But they added that there are many needs that are not met, mostly because of a

lack of funds and partly because of gaps in the data. Those outside government told us that the CCJS is not as responsive as it could be because it is linked so closely to the priorities and interests of its government partners.

4.138 Most of the CCJS budget is already committed to existing projects and not much is left to fund new projects. The most recent planning exercise, for 2002-03, found that the CCJS budget of \$5 million had only an estimated \$150,000 available for additional needed projects.

4.139 This means that no funds are available to collect data that would support detailed analyses of criminal justice issues across the system and over time, for example, such issues as restorative justice and repeat offenders and issues related to such groups as young offenders and Aboriginal peoples. The CCJS estimates that it and its partners would need substantially more funding to achieve significant improvements in national criminal justice information.

5.2. Making It Safe: Women, Restorative Justice and Alternative Dispute - 2000⁷

- What information should be included in the record-keeping system?
 - issues in dispute?
 - length of time to conclude the process?
 - number of meetings?
 - cost to the parties?
 - substance of the agreements?
 - number of clients screened out of process, and why?
 - number of unsuccessful attempts at process, and why?
 - return rate to the process?
 - number of parties who ultimately end up in court?
 - whether lawyers were involved, and if provided by legal aid?
 - who uses the process?
 - other information relevant to particular program?

(Adapted from Goundry et al, 71)

5.3. Factors Affecting Justice Data - 2000⁸

Purpose

- At the National Joint Committee (NJC) meeting in November 1999, a number of statistical presentations were made on youth crime. These presentations lead to a discussion of what factors in the Canadian context may be influencing the crime statistics.
 - For instance, participants discussed what factors may influence changes in the youth crime rate over time.
- The criminal justice system does not act in isolation from other social systems or social conditions.
 - Therefore, data on crime and the justice system need to be interpreted in light of social changes.
 - Justice statistics can be influenced by many things, such as the changing social, economic and demographic characteristics of a population, as well as changes in legislation, policy, resources, etc.
- The purpose of this document is to outline factors that may affect justice-related data, as well as sources of data available from Statistics Canada.
 - It should be noted that this document is a work in progress and, as such, does not necessarily include all possible factors nor all data sources.

⁷ Provincial Association Against Family Violence, Newfoundland and Labrador Making It Safe: Women, Restorative Justice and Alternative Dispute July, 2000, <http://www.nfld.com/~paafv/>

⁸ Canadian Centre for Justice Statistics, S.Trevelan, Discussion Paper Factors Affecting Justice Data, March 25, 2000, <http://qsilver.queensu.ca/rcinet/research/njc-fact.pdf>

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- Furthermore, the document does not examine the relationship between these factors and justice data. It is an initial attempt to provide information on this issue for discussion at the next NJC meeting.

Data from the Canadian Centre for Justice Statistics

- The Canadian Centre for Justice Statistics (CCJS), a division of Statistics Canada, is the focal point of a federal-provincial/territorial enterprise known as the National Justice Statistics Initiative (NJSI).
 - The mandate of the NJSI is: “To provide information to the justice community and the public on the nature and extent of crime and the administration of civil and criminal justice in Canada”. Priorities and programs of the CCJS are guided by the Justice Information Council, which is a committee made up of federal-provincial/territorial Deputy Ministers responsible for the administration of justice in Canada and the Chief Statistician of Canada.
 - The CCJS’ work is guided and assisted by Liaison Officers who represent their respective Deputy Ministers.
- The CCJS, in collaboration with the partners in the Initiative, develops and implements national surveys and special studies covering the major sectors of the justice system – policing, prosecutions, legal aid, courts and corrections. In addition to gathering data, the CCJS examines the impact of various factors on crime statistics.
 - Some examples of this include:
 - Ongoing data verification and review of CCJS reports by jurisdictions in order to provide context or explanations for the findings.
 - Ongoing follow-up with jurisdictions to contextualize the data (e.g., if the number of persons in court increased substantially in one jurisdiction, the CCJS will often contact the jurisdictional representative to discuss what may have caused the change)
 - Routinely take into account the possible influence of legislative or policy changes (e.g., mandatory charging policies regarding spousal violence, gun control legislation, conditional sentencing) and the influence of court decisions (e.g., *Ascov*, *Gladue*).
 - Provide contextual information in reports and *Juristats* (e.g., description of procedures).
 - Development of descriptive reports that provide context to the data collected (e.g., descriptive report on Alternative Measures, descriptive reports on the court system, etc.).
 - Examination of the effects of age and sex differences on crime rates.
 - In a special study on “One-Day Snapshot of Inmates in Canada’s Adult Correctional Facilities”, collection of additional information on inmates (such as education, marital status, risk/needs, etc.) which may provide more descriptive information.
 - Following the collection of data on the use of remand, the CCJS undertook consultations with jurisdictions to gather information on why there have been changes over time.
 - Preparation of a report entitled “Criminal Justice Indicators” (1997) by the CCJS to assess the state of the criminal justice system.
 - This report describes three types of indicators: workload, performance, and environmental indicators.
 - Environmental factors are measures of the social conditions that have been identified by criminologists and other social and legal experts as influencing crime and victimization.
 - Development of a “criminal justice indicators” database which, in addition to justice-related data, provides data from other sources (e.g., Census; Resources, Expenditures and Personnel surveys, etc.).

Factors

- The following provides a list of factors that may impact on justice-related statistics (such as crime, court and corrections data).

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- It lists environmental factors discussed in the “Criminal Justice Indicators” report, as well as additional environmental factors that are not specifically related to data (such as changes in legislation).
- **Demographic Factors**
 - Age and sex breakdown of the population (e.g., changes in the proportion of males aged 15-30 who are considered to be at higher risk for criminality may impact on the crime rate).
 - Rate of population growth in major urban centres and population density (social controls may be weaker, therefore may impact on crime rate).
 - Rates of in-out migration from provinces/territories (social controls may be weaker among transient populations, therefore may impact on crime rate).
 - Proportion of the population comprised of Aboriginal people and changes over time (areas with higher concentrations of Aboriginal people tend to have higher rates of crime and victimization).
 - Proportion of the population comprised of immigrants and refugees and changes over time (rapid increase in minority groups may affect community cohesion; may increase hate-related crimes; may be greater fear of victimization, resulting in increased reporting).
 - Distribution of housing types in the population (may affect rates of property crime).
 - Number of bars in a community (communities with high concentrations of bars are at greater risk of predatory and violent crimes).
- **Economic and Labour Force Factors**
 - Changes in employment rate may impact on crime rate (unemployment can lead to economic need and isolation from community – may lead to higher crime rate; unemployment among young single males may be more specific indicator).
 - Employment stability in the home (unemployment may lead to family stress, financial deprivation, abuse – all of which could impact on crime).
 - Median family income / proportion of low income families / number of families served by welfare / income disparity (economic deprivation can affect success and an increase risk of involvement with criminal justice system).
 - Gross Domestic Product (GDP) (economic booms and recessions can effect various types of offending).
 - Proportion of homeless people (can increase risk of criminality and victimization).
 - Proportion of women in labour force (can improve economic situation; may leave more homes unguarded).
 - Flexible work arrangements (may lessen number of homes unguarded).
 - Number (ratio) of police officers (increases in the number of police officers may cause an increase in the number of reported offences; or may result in decrease in crime rate).
 - Number of judges, lawyers, etc. could impact on the amount of time to go through the system (court backlog).
 - Lack of affordable housing / proportion of houses in need of repairs (indicator of lower income).

Education Factors

- Rates of school completion / premature school leaving / attitudes towards school (leaving school is a predictor of unemployment, low economic status, poor attachment to community, attachment to delinquent peers – could increase crime rate).
- Literacy rates (lower literacy makes it difficult to function in society – could increase risk of involvement in criminal justice system, recidivism, etc.).

Factors Related to Family Functioning and Child Development

- Rates of divorce / proportion of lone-parent families headed by women / rates of children born to single teens (increase in children living in low-income households, stress, instability – can increase risk of involvement in criminal justice system)
- Mother’s pre-natal health / low birth weight babies (poor development puts children at risk of improper physical and mental development, educational failure, poor employment prospects – increased risk of involvement in criminal justice system).
- Anti-social attitudes among youth (correlation with participation in criminal activities).
- Parental behaviours / parenting style (drug/alcohol abuse and criminality of parents result in increase risk of involvement in criminal justice system among youth; inadequate discipline).
- Alcohol/drug use by children (indicate early risk-taking that correlate with later delinquency).
- Self-esteem among children (low self-esteem can be precursor to delinquency).

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- Participation in activities (children who lack constructive ways to spend free time have increased risk of delinquency).

Factors Related to Health, Social and Community Supports

- Number of shelters for battered women (services for victims may impact on rates of wife assault and homicide).
- Number of treatment programs for men who batter (may impact on rates of wife assault and homicide).
- Suicide rates (linked to poor socio-economic conditions).
- Incidence of alcohol/drug abuse in the population (many crimes are committed under the influence or to support addictions).
- Proportion of population suffering from mental illness (former patients at increased risk of involvement with criminal justice system).

Factors Related to Consumer Goods

- Portable consumer goods (may affect opportunity and motivation for property crimes).
- New technologies (lead to new types of crime, such as electronic fraud, spread of child pornography; may affect ability of police to detect certain crimes).
- Motor vehicle ownership (affect availability of motor vehicles for theft and vandalism).
- Security devices (affect on break and enter).
- Proportion of lone-parent families (homes unattended during the day).
- Proportion of population owning firearms (link between availability of firearms and violent crime, injury and death).

Other Factors

- Changes in legislation (e.g., YOA, *Criminal Code*, *Corrections Conditional Release Act*, *Firearms Act*) (e.g., changes in sexual assault offences in mid-1980's affected the number of sexual assault charges; legislation relating to firearms).
- Policy changes (e.g., zero tolerance in schools may impact on the number of youth charged; use of intermittent sentences, temporary absences may impact on number of persons in custody)
- Changes in practices (e.g., individual police forces may decide to focus on specific crimes – such as impaired driving).
- Sentencing practices (e.g., judges decisions, policy, etc. could impact on remand).
- Use of various programs (e.g., alternative measures, crime prevention, alternatives to incarceration) (could impact on crime rate, numbers going to court or prison).
- Public tolerance of certain crimes / changes in reporting behaviour (could affect crime rate).

Sources of Data

- The following provides a list of Statistics Canada surveys that may provide additional information to examine in relation to justice-related data.
- While external sources of data may be available for some factors, these have not been explored.
- **Resource, Expenditures and Personnel (REP) Surveys:** annual or biennial surveys conducted in the areas of police, courts, legal aid and corrections that examine the number of workers in the justice system, resources spent on services, and costs.
- **Transition Home Survey (THS):** annual survey that examines the number of shelters for battered women and the characteristics of those in shelters.
- **Census of Population:** conducted every 5 years to collect information on variables such as sex, age, marital status, Aboriginal status, ethnicity, education, employment, income, home language, etc. In addition, data are provided on dwelling, family and household characteristics.
- **Aboriginal Peoples Survey:** post-censal survey that was carried out for the first time following the 1991 Census of Population. It collects data on Aboriginal peoples who identify with their Aboriginal origins or are Registered Indians. Information includes: language and tradition, disability, health, lifestyle, social issues, mobility, schooling, work and related activities, expenditure and source of income and housing information.
- **National Longitudinal Survey of Children and Youth (NLSCY):** longitudinal survey conducted every two years to examine areas such as health, behaviour in school, family, friends, parenting style, family functioning, self-reported delinquency, etc.
- **General Social Survey (GSS):** conducted every 5 years with different topics. One cycle examines the level of personal risk (i.e., the risk of accidents and criminal victimization) and collects information on

- practices and perceptions pertaining to the risk of accident, criminal victimization and the Canadian justice system.
- **International Crime Victimization Survey (ICVS):** international survey conducted three times to date with the purpose of providing comparable information on the incidence of victimization around the world. Includes information on victimization, types of crimes, household security measures, satisfaction with public safety, policing and sentencing.
 - **School Leavers Survey:** one-time survey (1991) that collected information on the level of education attained, experiences in school, family background, labour market activities, etc. from individuals 18-20 years old who are: school leavers, school continuers, or graduates.
 - **National Population Health Survey (NPHS):** longitudinal household survey conducted every two years. Estimates are produced at a national and provincial level for basic health information such as current health status and utilization of health services plus demographic, economic and household characteristics for all household members.
 - **Labour Force Survey (LFS):** monthly household sample survey that collects data on the labour market activities of the working age population of Canada. It generates a wide range of estimates relating to the employed, unemployed and persons not in the labour force (e.g., class of worker, average hours worked, educational attainment, employment rate, participation rate, personal/family responsibilities, reason for not looking for work, employees, self-employment).
 - **Survey of Work Arrangements:** one-time survey (1995 – supplement to Labour Force Survey) which collected information on work schedules, hours of work, flexible hours, home-based work, as well as employee benefits and wages.
 - **Survey of Family Expenditures (FEX):** biennial household survey that provides estimates of expenditures by households covering their complete budgets for the reference calendar year (e.g., food, shelter, furnishings, health care, transportation, recreation, asset and debt changes, income, characteristics of dwelling, social/demographic characteristics of members and households).
 - **Survey of Consumer Finances (discontinued in 1998):** annual survey conducted to provide data on cross-sectional income for the Canadian population and data on low income in Canada.
 - **System of National Accounts (SNA):** quarterly survey designed to provide nationally comparable statistics on revenue and expenditure on the three levels of governments in Canada.
 - **Restaurants, Caterers and Taverns Survey:** monthly survey that collects sales and receipts data from a sample of restaurants, caterers and taverns in Canada.
 - **Household Facilities and Equipment (HFE) Survey (discontinued in 1996):** annual household survey that provides estimates of household facilities and equipment based on a sample which represents virtually all private households in Canada.
 - **International Adult Literacy Survey (IALS):** occasional survey that provides an assessment of and produces national estimates on the literacy skills of adult Canadians, aged 16 and over, in three domains – document, prose and numeracy. Used to compare literacy across countries.
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5.4. Aboriginal Justice Strategy (AJS) Trends - 2000⁹

- ##### 5.4.1. Parameter and Challenges of the Data
- There are a number of issues to be aware of as one examines this report, issues that provide context to the figures and address the limitations inherent in their representation.
 - This project represents a beginning to better understanding the activities, organizations, trends and issues as they relate to the community-based justice programs in Aboriginal communities.
 - It is a start to better understanding the programs – not the final answer.
 - The figures are, on some levels problematic. This is the result of two factors:
 - First, the fact that many programs are not consistent in their reporting can make many of the specific figures questionable.
 - Second, I was relying upon reports, memorandums of agreements and proposals.
 - As a result, (and this was the intention of the project) the figures offer a general overview.

⁹ Department of Justice Canada, The Aboriginal Justice Strategy: Trends in Program Organization and Activity 1996-1997, 1997-1998 and 1998/1999, Prepared for the Aboriginal Justice Directorate, Department of Justice Canada by Naomi Giff, March 10, 2000 -

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- That being said, this report, however, does offer a valuable snapshot of the organization, and activities of the programs.
 - It describes how they operate, who does what, program delivery models, program delivery options and levels of activity among other things.
 - It is not intended to be – nor can it be – a completely accurate numerical representation.
 - It is also important to keep in mind that if a program participates in a particular activity, but that participation is not noted (such as training information not included for a particular program) that is the result of non-reporting on the part of the program.
 - All of these figures represented the programs that report on that particular variable.
 - Consequently, figures are not based on all the programs, but only on the ones that reported upon any particular variable.
 - The terminology used by the programs can be problematic.
 - Many programs use terms interchangeably and that makes understanding what they do and how they do it sometimes difficult.
 - Consistency is difficult because the activities that the programs engage in, what they report on and how they report upon it, it is different between programs and regions.
 - Some programs may engage in activities, but those activities may not be reflected in the referral rates because of one of two reasons:
 - First, because the nature of the activity is not conducive to being included with referral rates (such as holding workshops on Women Find), or
 - Second, because the program did not report the figures.
 - There is one more program type here than you may be familiar with.
 - Besides the four traditional program types I have added a program type, called ‘policy/resource’.
 - This fifth program type captures those programs that act as a resource to communities, through training, workshops or policy development.
 - A number of programs do not clearly identify mediation activities in non-criminal matters (civil, family etc.)
 - Although, I have tried to identify them as best as I can, it is possible that there are some that are not represented.
 - Many projects spoke of the problems encountered and the time wasted on paperwork to meet two sets of **reporting requirements**: those required by federal government and those required by the provincial/territorial government.
 - More cooperation at the inter-governmental level is required.
 - There are **common gaps in reporting** by projects, gaps that need to be filled to have a more detailed and relevant ‘snapshot’ of a project organization and activity across Canada.
 - Specifically lacking is victim information (the focus is on the offender, which is a common phenomena in alternative community-based justice systems).
 - Offender follow-up and completion rates are absent.
 - There are also gaps in volunteer information.
 - While problems associated with mobilization, recruitment and burnout are addressed, information on who the volunteers are is absent.
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5.5. Planning/Evaluating Community Projects - 1998¹⁰

Methods Of Gathering Information For Justice Projects

There are several different sources of information available to you. These include:¹¹

¹⁰ Solicitor General Canada, Rick Linden University of Manitoba and Don Clairmont Dalhousie University, Making It Work: Planning And Evaluating Community Corrections & Healing Projects In Aboriginal Communities, 1998
<http://www.sgc.gc.ca/epub/Abocor/e199805b/e199805b.htm>

¹¹Boles, Anita B. and John C. Patterson. 1997. *Improving Community Response to Crime Victims*. Thousand Oaks, Calif.: Sage Publications *cited in* Solicitor General Canada, Rick Linden University of Manitoba and Don Clairmont Dalhousie University, Making It Work: Planning And Evaluating Community Corrections & Healing Projects In Aboriginal Communities, 1998

Research Framework for a Review of Community Justice in Yukon

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Source of Data	Purpose of data	Process of gathering the information	Product you might wish to obtain from each
<p>Police, court, and corrections statistics Criminal justice agencies keep a range of statistical data on things like crime occurrences, institutional admissions, and caseloads. For example, local police departments or detachments keep detailed statistics on crimes reported to the police. Statistics Canada publishes yearly statistics on crimes reported to police in all Canadian communities that can be used to compare crime trends over time among different communities. Corrections departments collect information on prison admissions and probation and parole caseloads. You should also try to assess the availability of programs available for Aboriginal people in the correctional system. Corrections data may distinguish between Aboriginal and non-Aboriginal offenders and may be particularly useful in developing new community corrections programs for Aboriginal offenders.</p>	<p>To understand the nature of crime and justice in your community. How much and what type of crime is committed in your community? How many people are incarcerated or on probation or parole?</p>	<p>Meet with police and correctional officials to put together the statistics about crimes reported to the police and the caseloads of the correctional system.</p>	<p>A statistical profile of crime and/or the criminal justice process in your community.</p>
<p>Social agency data Many social agencies have information that is a valuable supplement to criminal justice system data. For example, child and family services, women's shelters, detoxification centres, and sexual assault centres all have information that is of great interest to people planning restorative justice programs. These agencies all deal with people who may be victims and who may benefit from participation in restorative justice programs. The victims who come to the attention of social agencies are typically from vulnerable groups including women and children, so it is very important that you consult these agencies.</p>	<p>To supplement justice system data about crime by collecting information from social agencies whose mandate includes dealing with crime victims.</p>	<p>Meet with social agency personnel to obtain their statistical information and to discuss with them victimization issues that will help your program planning.</p>	<p>Better information about the nature and consequences of crime victimization.</p>
<p>Community consultation through surveys, focus, and community meetings Community members can be consulted in several ways including community surveys, focus groups, and community meetings. Consultation with community members is important, as it will give you sound information about the community's perceptions of its problems. It will also help obtain public support for your programs, as people are more likely to</p>	<p>To obtain feedback from community members, including crime victims and offenders, about their perceptions of community problems, their experiences with criminal justice agencies, and their needs.</p>	<p>Design and administer a community survey; select individuals and conduct focus groups; or organize and conduct community meetings. Analyse the results.</p>	<p>Community members' perceptions of the community's crime and justice problems and needs. Consultation with victims will provide information on the experiences of crime victims and their</p>

<http://www.sgc.gc.ca/epub/Abocor/e199805b/e199805b.htm>

Research Framework for a Review of Community Justice in Yukon

Community Justice – Data

Source of Data	Purpose of data	Process of gathering the information	Product you might wish to obtain from each
<p>support and to participate in programs if they have been consulted beforehand. Experience has shown that if you implement programs without consulting those who will be affected, those programs will not likely succeed. Crime and justice statistics give you a picture of crime in the community, but you should also talk with community members to get a more complete picture of your community's crime and justice problems.</p> <p>Restorative justice programs are designed to restore the role of the victim in the justice process, so it is particularly important to talk with people who have been victims of crime. You might wish to talk with victims individually, or to meet with several victims at once in focus groups. A special effort should be made to consult with people who may be especially vulnerable including women, youth, and the elderly. You may also wish to talk with offenders to ensure that the programs you develop will help to meet their needs. This is particularly important because the offender's participation in some types of restorative justice programs is usually voluntary.</p>			<p>perceptions of how they have been treated by the justice system. Interviews with offenders can add to your knowledge about patterns of crime as well as the motivations and needs of those who commit these crimes.</p>
<p>Surveys of key people in the community, including elected officials, elders, traditional teachers, offenders, and justice personnel</p> <p>A good way to obtain the views of the community about crime issues is by interviewing people with a broad knowledge of the community and local issues. Community leaders can familiarize you with general community trends and issues, crime problems, resource availability, and current activities in the justice system. In addition, they can help identify community agencies and community groups that might be able to help with restorative justice activities. The key persons to be interviewed will vary from community to community, but they might include band councilors, women's groups, elders, traditional teachers, clan leaders, church leaders, school officials, police, welfare and child and family service workers, judges, probation and parole officers, and youth leaders.</p>	<p>To learn about community issues and trends, current justice activities, and resources that might be available for your program.</p>	<p>Identify key persons who may have information that can assist your planning and carry out interviews with these people.</p>	<p>An informed assessment of the community's crime and justice problems and needs can be used with the material you have obtained through consultation with other community members to give you an understanding of the community's justice needs and resources.</p>

Community Justice – Data

Source of Data	Purpose of data	Process of gathering the information	Product you might wish to obtain from each
<p>Community analysis In addition to crime statistics and information from members of the community, planners also need information about the physical and social characteristics of the community. Factors such as neighbourhood characteristics, housing conditions, population density, age, gender, socio-economic class, family and community stability, youth activities, resource availability, and the general economic climate can all have an impact on criminal justice problems as well as on the best solutions to those problems.</p>	<p>To learn about the social and economic conditions of the community. Knowledge of the dynamics of a community and its strengths and weaknesses is a necessary step in your community needs assessment.</p>	<p>Use all available sources of community information. Some will be obtained in community and community leader surveys. Other sources of these data include Statistics Canada publications, band officials, municipal planners, community groups, and your own knowledge of your community.</p>	<p>An analysis of community characteristics that may affect criminal justice problems and programs.</p>
<p>Inventory of justice and related services An inventory of justice and related services is a list of agencies and programs along with contact names, a statement of the nature of the services provided, and a specification of the target clients. The inventory has many functions. It can be used by those who must find programs and services to refer victims and others with justice-related problems. Existing agencies can also be very useful as homes for new programs and services. Also, when combined with the information you have collected about the community and its problems, the inventory is a necessary part of a community needs assessment.</p>	<p>To become aware of all crime and justice resources currently being used in the community.</p>	<p>Develop a list of services and agencies that provide justice and related services.</p>	<p>A list of agencies, programs, and organizations that provide justice and related services.</p>

Once the project is defined a determination must be made of the information needed for planning, implementation, and evaluation. There are several different sources of information - all these sources will not all be used for an individual project. Most critical is the types of information needed to analyze the community's problems to develop programs to help deal with these problems.

5.6. Criminal Justice Indicators - 1997¹²

Executive Summary

- Since the mid-1960s, the public sector has been engaged in the development of indicators to monitor the health of social systems.
 - o This report represents a first step toward establishing indicators that collectively are intended to assess the state of the criminal justice system.
 - o It describes three types of indicators: workload, performance, and environmental indicators.

¹² Canadian Centre for Justice Statistics, Criminal Justice Indicators, June, 1997

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- Workload indicators are sector-specific measures of the amount of activity or workload that takes place in various components of the justice system.
 - Examples include the volume of crimes reported to the police, the number of cases dealt with in adult and youth court, and the number of admissions to federal and provincial institutions.
- Performance indicators are measures of the efficiency and effectiveness of components of the justice system.
 - Since performance measures are most useful when placed in the context of goals or outcomes of the criminal justice system, five commonly-cited goals of the system have been identified and indicators identified for each one.
 - These include (1) promoting public order and safety, (2) holding offenders accountable and responsible for their crimes and assisting in their rehabilitation, (3) fostering a high degree of public trust, confidence and respect for the justice system, (4) promoting social equity and access to the justice system for all citizens, and (5) responding to the needs of crime victims.
 - Some examples of performance indicators are time elapsed between first court appearance and court disposition, the cost of administering the criminal justice system, public satisfaction with the various sectors of the justice system, and citizens' perceptions of their personal safety.
- Environmental factors are measures of the social conditions that have been identified by criminologists and other social and legal experts as influencing crime and victimization.
 - They offer useful contextual information within which to analyze workload and performance indicators and to assess the connections to crime rates at the community or national level.
 - Environmental factors range from conventional measures like poverty, unemployment and literacy to less conventional measures like housing cost and type, the extent of flexible work arrangements, behavioural problems of children at school, pre-natal care, and the availability of shelters for battered women.
- The final section of the report addresses suggestions by members of the justice community to assess the feasibility of creating a criminal justice index.
 - The report concludes that the advantages of the use of a composite criminal justice index would not be sufficient to outweigh the identified problems in its creation.
 - In its place, the report recommends the use of high-level prime indicators that consist of the more important workload, performance and environmental indicators. These prime indicators are as follows:
- **I. Prime Workload and Volume Indicators**
 - The number of calls to police for service and changes over time.
 - The number of criminal incidents known to the police and changes over time.
 - The number of persons charged and changes over time.
 - The number of people served by alternative measures, mediation, dispute resolution and diversionary programs and changes over time.
 - The number of cases dealt with in court and changes over time.
 - The number of admissions to correctional facilities and changes over time.
 - The number of admissions to community dispositions and changes over time.
- **II. Prime Performance Indicators**
 - The number of incidents cleared by the laying of a charge and cleared otherwise and changes over time.
 - The number of criminal incidents reported to crime victim surveys and changes over time.
 - Canadians' perceptions of their personal safety in their neighbourhoods.
 - Rates of recidivism, including re-charging, re-conviction, and re-admission to correctional facilities.
 - Unduplicated count of convicted offenders.
 - The type and length of sentences ordered in court and changes over time.
 - Overall incarceration rate compared to other Western countries.
 - The number of applications for legal aid and approval rate.
 - Race or ethnicity of victims of crime, persons charged, persons appearing in court, and admitted to correctional programs.
 - The overall cost of administering the criminal justice system and changes over time.
 - Average case processing time from the time of first appearance through to court disposition.

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- Public satisfaction with the police, courts, correctional system, parole and the law.
- Number of sentences involving restitution and compensation for victims and restraining orders for offenders.
- **III. Prime Environmental Factors**
 - The overall unemployment rate and the unemployment rate for young males.
 - The number of individuals, families and children with incomes below the low income cut-offs.
 - The Gross Domestic Product (GDP).
 - Rates of premature school leaving.
 - The divorce rate, and the number of families headed by lone parents.
 - Rates of children born to single teenagers.
 - Number of out-of-home placements, and number of children in contact with child welfare authorities for abuse and neglect.
 - Rates of alcohol and drug abuse in the population.
 - Number of children with emotional and behavioural disorders.
 - Rates of population growth in major urban centres and population density.
- It is recommended that these summary measures be used to gauge the state of crime and justice in Canada.

INTRODUCTION

- Since the mid-1960s, the public sector has been engaged in the development of indicators to monitor the health of social systems.
 - Social indicators are representations or proxy measure of a particular social phenomenon.
 - The social concerns most often identified with the criminal justice system include
 - promoting public order and safety,
 - holding offenders accountable and responsible for their crimes,
 - assisting in their rehabilitation, fostering a high degree of public trust, confidence and respect for the justice system,
 - promoting social equity and access to the justice system for all citizens, and responding to the needs of crime victims.
 - In the context of the criminal justice system, social indicators are intended to tell us something about how the system is functioning and to monitor trends over time.

Desirable Attributes of Social Indicators

- The key to the development of any system of indicators is to select those that will best approximate the phenomenon under study. Validity is therefore the most important selection criterion.
- Other important selection criteria can be summarized as follows:
 - the number of indicators should be comprehensive but limited to prevent information overload and to facilitate data management and the comparison of results.
 - Too few indicators would be inadequate to give a broad and reasonably full view of the concern being measured, whereas too many would be unwieldy and irrelevant.
 - indicators should be relatively inexpensive, readily available and published at regular intervals.
 - indicators should be meaningful in that they are descriptive of prevailing social conditions that can be remedied by public policy.
 - indicators should be sensitive to changes over time and reveal the special circumstances of different population groupings (e.g. women, youth, visible minorities, Aboriginal persons, *etc.*)
 - The test of any indicator is how well it reveals changes in the phenomenon it is measuring.
 - Ideally, an indicator will allow one to judge whether an improvement or a deterioration has taken place with respect to a given concern.
 - indicators should be available at different levels of aggregation and disaggregation (e.g. urban/rural, province, region, *etc.*) in order to be relevant to policy-makers.

Benefits of Criminal Justice Indicators

- The development of criminal justice indicators has many potential benefits.
 - From a public perspective, indicators increase awareness about the activities of the criminal justice system and provide a public accounting of its activities.
 - Second, because they are intended to monitor trends over time, indicators can serve as a “red flag” for authorities by highlighting emerging problems such as increasing numbers of parole violations or increasing rates of violent crimes committed by young offenders.

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- Indicators can also assist in the policy-making and planning processes because they serve as convenient benchmarks when used in conjunction with short-term, medium-term and long-term goals.
- Additionally, indicators can serve as a useful tool to evaluate policies implemented to deal with identified problems.

Limitations of Criminal Justice Indicators

- While criminal justice indicators have many potential benefits, they also have limitations which must be taken into account.
 - There are, for example, weaknesses in methods of data collection.
 - Duplicated accounting of offenders is one such example.
 - At present, information with respect to the number of distinct offenders being processed throughout the criminal justice system is limited.
 - One offender may be responsible for a number of criminal incidents, yet incidents are typically counted and presented as though they have all been committed by different offenders.¹³¹
 - This shortcoming makes it difficult to obtain an accurate picture of crime and recidivism in Canada.
- Second, indicators can point to problems but they cannot prescribe solutions.
 - The indicator alone does not bring sufficient knowledge of a problem for policy prescription, but it does establish awareness of an area where more intensive investigation may be warranted.
 - Indicators also cannot always make cause-and-effect linkages between different kinds of measures.
 - The only quantified relationships are comparisons over time, between groups or between geographical regions.
 - For example, indicators of police expenditures cannot explain why a province with a high level of resources committed to policing also has a high rate of crime.
 - Factors other than police expenditures may be playing a role in the high rate of crime, yet the nature and extent of those factors is unclear.
- Third, the interpretation of data generated by an indicator may be problematic.
 - For example, while an increasing crime rate is conventionally regarded as a negative indicator of the criminal justice system, it may in fact reflect greater reporting of crime and therefore greater public participation and confidence in the system.
 - Or, it may indicate improvements in the ability of police to detect and respond to certain crimes.
 - The comparability of data across jurisdictions may also be difficult.
 - For example, different approaches to policing may yield different crime rates depending on whether the police respond formally or informally to certain crimes or offenders.
- And, finally, data may be unavailable for some very important indicators.
 - The availability and use of alternative dispute resolution or mediation programs, the number of homeless people in the population, the incidence of physical, emotional and sexual abuse of children, the changing tolerance of citizens toward certain types of crime, and the role of the media in shaping public perceptions of crime-- these are indicators for which no data are currently available.

The Purpose of this Report

- This report represents a first step toward establishing indicators that collectively are intended to measure the functioning of the criminal justice system.
 - A longer term strategy could examine other important areas, such as the area of civil justice.
 - The report describes three types of indicators: workload, performance, and environmental indicators.
 - Each indicator has been selected, for the most part, in accordance with the above-noted criteria.
 - It should be noted that important indicators for which there are no data available, or for which data have not been compiled, have also been incorporated into the tables.
 - Workload indicators are sector-specific measures of the amount of activity or workload that takes place in various components of the justice system.

¹³ One exception is the Youth Court Survey which can identify unique individuals within a given year.

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- Examples include the volume of crimes reported to the police, the number of cases dealt with in adult and youth court, and the number of admissions to federal and provincial institutions.
- Performance indicators are measures of the efficiency and effectiveness of components of the justice system.
 - Since performance measures are most useful when placed in the context of goals or outcomes of the criminal justice system, five commonly-cited goals of the system have been identified and performance measures listed for each goal.
 - Some examples of performance indicators are time elapsed between first court appearance and court disposition, the cost of administering the criminal justice system, public satisfaction with the various sectors of the justice system, and citizens' perceptions of their personal safety.
- Environmental indicators are measures of the social conditions that have been identified by criminologists and other social and legal experts as influencing crime and victimization.
 - They offer useful contextual information within which to analyze workload and performance indicators and to assess the connections to crime rates at the community or national level.
 - The indicators range from conventional measures like poverty, unemployment and literacy to less conventional measures like housing cost and type, the extent of flexible work arrangements, behavioural problems of children at school, pre-natal care, and the availability of shelters for battered women.
 - Additional environmental factors can have an effect on the workload and performance of elements of the criminal justice system, but are not addressed in this report.
 - These include changes in legislation, policies or practices set by individual police forces, public tolerance of certain crimes, and sentencing practices.
- The final section of the report addresses suggestions by members of the justice community to assess the feasibility of creating a social justice index.
 - The report concludes that the advantages of the use of a composite social justice index would not be sufficient to outweigh the problems identified in its creation.
 - In its place, the report recommends the use of high-level prime indicators that consist of the more important workload, performance and environmental indicators.
 - These prime indicators are listed at the end of sections II, III and IV of the report and are consolidated in section VI.
 - It is recommended that these summary measures be used to gauge the state of crime and justice in Canada.
 - It is important to note at this juncture that the data sources for these indicators are largely confined to Statistics Canada data.
 - While external sources of data may be available for some of the indicators listed in this report, it is beyond the scope of this project at this early stage to canvass those sources.

WORKLOAD INDICATORS

- Workload indicators include some of the most basic and widely-used measures in the criminal justice system.
 - They describe the amount of activity that takes place throughout the various components of the system, and are often interpreted as reflecting the level of criminal activity in society and how this level changes over time.
 - They are important to policy makers because of their potential to influence public opinion of the effectiveness of the justice system and perceptions of public safety.
 - They are frequently used by policy makers and planners, together with performance indicators, to chart changes in the nature and extent of crime and the workload of the justice system.
 - There are a number of cautions and limitations associated with workload indicators.
 - First, while most of these indicators, such as the volume of cases processed through the court system, can be interpreted in a straight-forward manner, others, such as the number of crimes recorded by the police, are more ambiguous.
 - A number of factors, apart from the ability of the police to detect crimes, can affect the crime rate.

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- Some examples include changes in social tolerance for certain crimes and the willingness of victims to report crimes to the police, changes in legislation, and changes in departmental policies as to how police will respond to certain crimes.
- Second, some surveys are not yet capturing Canada-wide information.
 - The applicability of some indicators to some geographic areas will be uncertain because of non-response of particular items by some jurisdictions.
 - The Adult Criminal Court Survey, for example, covers 30% to 90% of provincial adult courts, depending on the reference period, and excludes superior courts which try many of the most serious cases.
 - Although provincial courts cover approximately 80% of all criminal cases, the lack of superior court data could lead to bias and inappropriate comparisons across jurisdictions with respect to sentencing.
- A third limitation relates to sample surveys, such as the victimization component of the General Social Survey, in which the reliability of certain data elements at smaller geographic areas may be in doubt.
 - Potential workload indicators, and the rationale and data sources associated with each, are summarized in this section under four broad areas related to the workload of the police, the courts, the correctional system, and diversionary and victim-serving agencies.
 - A recommendation is made at the end of this section for seven high-level prime workload indicators.

1. Workload of the Police

Indicator	Level of aggregation	Data Source	Rationale
Number of calls for service to police	Type of incident	Available from police CAD systems but not yet on a standardized basis	Changes in the number of calls for service is a measure of the changing workload of the police over time that is untapped by UCR statistics.
Time spent on community policing and crime prevention	Type of activity	Data not available	These activities contribute significantly to the workload of police and are untapped by traditional measures.
Number (and rate) of criminal incidents known to the police	Type of crime	UCR Survey (monthly, annually since 1962)	Changes in the number and type of criminal incidents recorded by police is a measure of the changing workload of the police over time.
Number (and rate) of persons charged Number of incidents cleared by charges laid and cleared in other ways	Type of crime, sex of person charged, adult/youth	UCR Survey (monthly, annually since 1962)	Changes in the number of persons charged is a measure of the changes in the number of suspects processed by the police over time.

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II. Workload of Alternative Measures and Victim Service Agencies

Indicator	Level of aggregation	Data Source	Rationale
Number (and rate) of criminal incidents reported to crime victim surveys	3 violent and 5 property crime types Sexual assault, dating violence, wife assault	General Social Survey, 1988, 1993 Violence Against Women Survey, 1993	Crime victimization surveys estimate the incidence of certain types of victimizations, and include both incidents that are reported to the police and those that are not reported. This gives an indication of the potential workload of victim service agencies.
Number of victim service agencies and number of victims served	Type of agency	Data available through provincial funding agencies	The number of victim service agencies is a measure of the availability of services that address the consequences of crime. The number of victims served is a measure of the workload of these agencies (and a conservative measure of the demand for these services).
Number of people served by alternative measures, mediation, dispute resolution and diversionary programs	Type of offence, sex and age of offenders	Limited data available from UCR II coding (beginning 1997) "cleared otherwise through referral to a diversionary program." Data not yet available	This is a supplement to police charging data and an indicator of the changing workload of diversionary programs over time.

III. Workload of the Courts

Indicator	Level of aggregation	Data Source	Rationale
Number of files reviewed by crown prosecutors in pre/post charge screening process	Type of offence	Data availability to be explored	This is a measure of the workload of prosecutors that is not captured by criminal court case information.
Number of cases and charges dealt with or opened in adult and youth courts Number of appearances per case	Criminal Code section and other federal statutes	Adult Criminal Court Survey (annual since 1990; incomplete coverage) Youth Court Survey (annual since 1984)	Changes in the number of cases processed through adult and youth courts, and the number of appearances per case, are measures of the changing workload of the court system over time.
Number of cases to trial, with a guilty plea, dismissed or withdrawn	Criminal Code section and other federal statutes	Adult Criminal Court Survey (annual since 1990; incomplete coverage) Youth Court Survey (annual since 1984)	Trial cases result in a much higher workload for the courts than other types of decisions.
Number of appearances (or average number per case) in adult criminal court	Criminal Code section and other federal statutes	Adult Criminal Court Survey (annual since 1990; incomplete coverage)	Number of appearances in adult court is an alternative measure of workload as many cases result in more than one court appearance.

Number of legal aid sponsored defences	Type of crime	Data unavailable	The number of legal aid sponsored defences is a measure of the workload of court personnel that is not captured by criminal court case information.
Number of unique persons dealt with in adult and youth courts	Criminal Code section and other federal statutes; age and sex of offender	Youth Court Survey (annual since 1984) Data unavailable for adults	A count of unique persons avoids double counting offenders who appear in more than one case.

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IV. Workload of the Correctional System

Indicator	Level of aggregation	Data Source	Rationale
Number of admissions to adult and youth correctional facilities and average daily count	Type of admission, offence type, length of sentence Secure custody, open custody, remand/ temporary detention (for young offenders)	Adult Corrections Survey (annual since 1978) Youth Custody and Community Services Survey (annual since fiscal 1995/96) Youth Key Indicator Report (annual since fiscal 1990-91)	Changes in the number of admissions to correctional facilities is a measure of the changing workload of these institutions over time. Average daily count is a snapshot indicator that evens out fluctuations in the inmate population over time.
Number of adult and youth admissions to probation and other community dispositions, and average count	Type of crime and type of disposition	Adult Corrections Survey (annual since 1978) Youth Custody and Community Services Survey (annual since fiscal 1995/96)	Changes in the number of admissions to community dispositions is a measure of the changing workload of the supervising agencies over time.
Number of breaches/violations of community disposition orders and action taken	Original offence	Data unavailable	Breaches/violations of community supervision orders adds to the workload of correctional personnel.

Number of national and provincial parole board reviews and decisions	Parole granted, denied, revoked terminated, suspended	Adult Corrections Survey for NPB decisions (annual since 1978) Data unavailable for provincial parole decisions	This is a measure of changes in the workload of parole boards over time.
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Recommendations for Prime Workload Indicators

- The following brief list of workload indicators are sufficiently comprehensive to stand as measures reflecting the changing level of activity taking place throughout the criminal justice system.

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- The central criteria used to select these prime workload indicators are their utility and validity.

Indicator	Rationale	Data Source	Data Gaps
1. Number of calls for service to police	Changes in the number of calls for service is a measure of the changing workload of the police over time that is untapped by UCR statistics.	Available from police CAD systems	Work is currently underway to standardize these data among police forces
2. The number of criminal incidents known to the police and changes over time	Changes in the number and type of criminal incidents recorded by police is a measure of the changing workload of police over time.	UCR Survey By serious and high volume crime types	
3. The number of persons charged and changes over time	The number of persons dealt with by police is an indicator of the changing workload of police over time.	UCR Survey	
4. The number of people served by alternative measures, mediation and dispute resolution and diversionary programs and changes over time	This is a supplement to police charging data and an indicator of the changing workload of diversionary programs over time.	Limited data available from UCR II coding (beginning 1997) “cleared otherwise through referral to a diversionary program.”	Data not yet available from other sources.

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Indicator	Rationale	Data Source	Data Gaps
1. Number of calls for service to police	Changes in the number of calls for service is a measure of the changing workload of the police over time that is untapped by UCR statistics.	Available from police CAD systems	Work is currently underway to standardize these data among police forces
2. The number of criminal incidents known to the police and changes over time	Changes in the number and type of criminal incidents recorded by police is a measure of the changing workload of police over time.	UCR Survey By serious and high volume crime types	
3. The number of persons charged and changes over time	The number of persons dealt with by police is an indicator of the changing workload of police over time.	UCR Survey	
4. The number of people served by alternative measures, mediation and dispute resolution and diversionary programs and changes over time	This is a supplement to police charging data and an indicator of the changing workload of diversionary programs over time.	Limited data available from UCR II coding (beginning 1997) “cleared otherwise through referral to a diversionary program.”	Data not yet available from other sources.

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<p>5. The number of cases dealt with in court and changes over time.</p> <p>Number of appearances per case.</p>	<p>Changes in the number of cases processed through adult and youth courts is a measure of the changing workload of the court system.</p>	<p>Adult Criminal Court Survey</p> <p>Youth Court Survey</p>	<p>ACCS excludes Superior Court data, and does not have full geographic coverage</p>
<p>6. The number and type of admissions to correctional facilities, average counts, and changes over time</p>	<p>Changes in the number of admissions to correctional facilities is a measure of the changing workload of these institutions.</p>	<p>Key Indicator Reports (adult and youth)</p>	
<p>7. The number of admissions to community dispositions and changes over time (including parole)</p>	<p>Changes in the number of admissions to community dispositions is a measure of the changing workload of supervising agencies.</p>	<p>Adult Corrections Survey</p> <p>Youth Custody and Community Services Survey</p>	

PERFORMANCE INDICATORS

- Performance indicators are measures of the efficiency and effectiveness of components of the criminal justice system that can be used to assess how the system is performing.
 - Performance indicators are commonly understood as either *process*-oriented, or as oriented toward *outcomes* of the various components of the system.
 - In this report, indicators of performance, efficiency and effectiveness are conceptualized as the latter, as *outcomes* or *products* of the system.
 - Performance indicators can serve a useful purpose to criminal justice policy-makers and planners.
 - For example, by measuring the outcomes of the various components of the criminal justice system, performance indicators can provide a “snapshot” of the state of the system.
 - They are indicators that can provide a means of determining whether the criminal justice system is meeting its goals and objectives or achieving its intended results.
 - Performance measures can also provide a public accounting of the criminal justice system, and can assist in the planning process by providing convenient benchmarks for assessing short-term, medium-term, and long-term goals (e.g. to improve efficiencies or reduce time-to-trial). In addition, performance measures can assist in the development of policy by helping to identify what is working satisfactorily and where improvements could be made.
 - While performance indicators can serve a valuable function, some also have inherent disadvantages.
 - For example, data may be unavailable for such broad-based indicators as those that measure activity throughout all components of the criminal justice system, from the time an offence is committed to when a sentence is completed.
 - Others that are often considered important measures of performance may be ambiguous.
 - An example of this is the rate of crime reported to the police.
 - While increasing crime rates are generally interpreted as a failure of the justice system to prevent crime and protect society, it may also reflect an increased willingness on the part of victims to report crimes, or improvements in the ability of police to detect crimes and enforce the law.
 - Other important indicators may not be available or may be available only for a period of time or for certain geographic areas.

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- The available performance measures therefore may not capture the totality of the work the criminal justice system performs.
- Efforts to document performance are most advantageous when presented within generally accepted goals and objectives of the criminal justice system.
 - For the purposes of this report, these can be broadly stated as follows:
 - to promote the safety of individuals and communities by maintaining law and order,
 - reducing and preventing crime, and creating an environment in which citizens and communities feel safe
 - to promote offender accountability, responsibility and rehabilitation
 - to promote equality and address the diverse needs of Canadians by ensuring access to justice services
 - to foster public trust and confidence in the criminal justice system and respect for the law
 - to respond to the needs of victims by promoting their involvement with the criminal justice system
- Indicators that are useful for assessing the performance of various sectors of the criminal justice system are organized around these five general goals.

Goal 1: to promote the safety of individuals and communities by maintaining law and order, reducing and preventing crime, and creating an environment in which citizens and communities feel safe

- It is a responsibility of the criminal justice system to actively promote the safety and well-being of individuals and communities so that citizens can live without fear of crime and victimization.
 - Indicators that can help assess the ability of the justice system to achieve this goal include changes in the crime rate and charging rates over time, particularly as they relate to the most vulnerable members of society, reported and unreported crime, tracking high-risk offenders, as well as monitoring public attitudes toward crime and safety.

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Indicator	Level of Aggregation	Data Source	Type of Outcome
Number (and rate) of criminal incidents known to the police	Type of crime (most serious crime type within an incident)	UCR Survey (monthly, annually since 1962)	Charting changes in reported crime over time is one indicator of the changing level of crime in communities. Attention should be given to the most serious types of crimes, eg. homicide, serial or pattern offences.
The number of children and women reporting sexual assault and family violence to police	Type of crime, age and sex of victims, relationship to offender	Revised UCR Survey (nonrandom sample of 46% of criminal incidents. Annual since 1992)	Information about the victims of crime is available only for a sample of incidents. For many types of crimes with high nonreporting rates (such as child sexual abuse), reliable estimates are not available. Because of incomplete coverage, it is not yet possible to calculate change over time.
Number (and rate) of criminal incidents reported to crime victim surveys	3 violent and 5 property crime types Sexual assault, dating violence, wife assault	General Social Survey, 1988, 1993 Violence Against Women Survey, 1993	Crime victimization surveys estimate the incidence of certain types of victimizations, and include both incidents that are reported to the police and those that are not reported.

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Number of incidents cleared by the laying of a charge and cleared otherwise	Most serious charge within an incident; by sex, adult and youth Total cleared and detailed breakdown	UCR II since 1997 “Cleared otherwise” has been expanded to include “referral to a diversionary program”	Detailed clearance information indicates actions taken by police to solve crimes and either lay charges or divert offenders.
Proportion of incidents that are, and are not, reported to the police	3 violent and 5 property crime types	General Social Survey, 1988, 1993	By reporting crimes to the police, citizens can help police solve crimes and apprehend offenders, and can help to prevent crimes. A high rate of nonreporting of <i>serious</i> crimes may indicate a lack of confidence in the criminal justice system.
Reasons for not reporting incidents to the police	3 violent and 5 property crime types	General Social Survey, 1988, 1993	Knowing the reasons citizens fail to report serious crimes can help police increase the willingness to report.
Tracking high-risk and high-volume offenders	Type of offence; pattern of offending (eg. serial offences, pedophiles)	Criminal justice tracking systems (under development) Dangerous Offender Warrants	Efforts to deal effectively with the most dangerous offenders and with repeat offenders will have the greatest effect on public safety and crime prevention
Public perceptions of the level of crime in communities		General Social Survey, 1988, 1993	These are important indicators for monitoring public attitudes toward crime and safety.

Rate of reported crime and victimization in Canada compared to other western countries	Type of crime (eg. homicide)	International Crime Survey, UN Crime Survey (international comparisons should be made with caution)	This will help assess the safety of Canadians compared to other countries.
Citizens’ perceptions of their personal safety in their neighbourhoods and other milieu		General Social Survey, 1988, 1993	These are important indicators for monitoring public attitudes toward crime and safety.
Other dimensions of public attitudes toward crime and safety		General Social Survey, 1988, 1993 Public opinion surveys	Additional public opinion surveys could help assess public attitudes.

Goal 2: to promote offender accountability, responsibility and rehabilitation

- Courts have the responsibility to try accused persons fairly and to impose just sentences on guilty persons that will promote accountability, responsibility and rehabilitation.

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- This includes the use of traditional and non- traditional responses such as community- based alternatives, treatment, and the use of incarceration as appropriate.
- Prisons and community corrections agencies are charged with overseeing the sentences imposed by the court.
- The following outcome measures can assist in assessing how the justice system is achieving these goals.

Indicator	Level of Aggregation	Data Source	Type of Outcome
The number of cases using alternative measures, mediation and dispute resolution programs	Incidents cleared by referring accused to a diversion program (by sex and age of accused and type of offence)	UCR II (since 1997) Data not yet available regarding specific types of alternative measures/ diversion used.	Community-based alternatives to the criminal justice system can be effective (and cost-effective) ways to promote offender accountability and rehabilitation. Charting changes in the use of alternative measures, mediation and dispute resolution programs over time will help assess how this goal is being met.
The success rate of alternative measures, mediation and dispute resolution		Data unavailable	Data are needed to assess the efficacy of various alternatives to the criminal justice system and changes over time.

Type of sentences handed down in adult and youth courts, including community sanctions and incarceration	By most serious charge at conviction	Adult Criminal Court Survey (annual since 1990; incomplete coverage) Youth Court Survey (annual since 1984)	This will indicate the proportion of cases in adult and youth court that result in community-based alternatives to incarceration.
Conviction rates in adult and youth courts	By type of offence By guilty plea and found guilty separately	Adult Criminal Court Survey (annual since 1990; incomplete coverage) Youth Court Survey (annual since 1984)	This will help to assess the number of offenders being held accountable for criminal offences in the courts each year.
Average length of prison sentences (open and closed custody in young offender system)	By most serious charge at conviction	Adult Criminal Court Survey (annual since 1990; incomplete coverage) Youth Court Survey (annual since 1984)	This indicator will help assess the types of offences for which incarceration is ordered, and the average length of these sentences.
Average length of probation and other community supervision orders	By most serious charge at conviction	Adult Criminal Court Survey (annual since 1990; incomplete coverage) Youth Court Survey (annual since 1984)	This will help assess the types of offences for which probation and community service is ordered, and the average length of these orders.

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Average amount of fines, restitution and victim surcharge ordered in adult and youth courts	By most serious charge at conviction	Adult Criminal Court Survey (annual since 1990; incomplete coverage) Youth Court Survey (annual since 1984)	This will help assess the types of offences for which fines and restitution are ordered, and the average amount of these orders.
Incarceration rates (custodial sentences as a proportion of total convictions)	By most serious charge at conviction	Adult Criminal Court Survey (annual since 1990; incomplete coverage) Youth Court Survey (annual since 1984)	This indicator will help assess the frequency with which incarceration is ordered relative to other types of sanctions.
Incarceration rate and median sentence length compared to other countries	By most serious charge at conviction	Adult Correctional Services Survey (annual since 1978) Data from other countries	This will help assess the use of incarceration as a criminal sanction relative to other countries around the world. (Data must be interpreted cautiously because of variations in definitions and age cut-offs).
Recidivism of offenders at the level of police, courts and correctional institutions	By most serious charge at conviction	Youth Court Survey (annual since 1984) Corrections Recidivism Project (under development) Data unavailable from other sources	Recidivism is one indicator of the failure of the justice system to rehabilitate; however, many other factors and social agencies must also be taken into account.

Unduplicated count of convicted offenders	Type of offence, sex, age of offenders	Youth Court Survey. Data unavailable from other sources. Record linkage has potential as coverage of UCR II and ACCS grows.	This would allow an assessment of the ability of the criminal justice system to reduce the number of offenders.
Non-payment of court-ordered fines	By most serious charge at conviction	Adult Correctional Services Survey (annual since 1978) Unavailable from other sources	This provides an indication of the inability of offenders to pay court-ordered fines.
Number of escapes, violations of probation orders parole and temporary absence passes	Escorted and unescorted temporary absence passes	Adult Correctional Services Survey (annual since 1978) Data unavailable for escapes and probation	Violations of probation, parole and temporary absences are other indicators of the failure of the justice system to rehabilitate, and a lack of respect for the criminal justice process.
Number of non-natural deaths in prisons; number of criminal charges against inmates	Cause of death Type of charge	Adult Correctional Services Survey	This is an indicator of the ability of correctional administrators to provide a secure and rehabilitative environment for inmates.

Goal 3: to promote equality and address the diverse needs of Canadians by ensuring access to justice services

- Equality of access to justice services is a fundamental right of Canadian citizens.
 - The criminal justice system must work to ensure equality of access to those who are disadvantaged by reason of poverty, ethnicity, language, gender and disability.
- The following outcome measures can help assess equality of access to legal representation and other components of the justice system.

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Indicator	Level of Aggregation	Data Source	Type of Outcome
Number of applications for legal aid and approval rate	By province Criminal and civil matters	Legal Aid Survey (annual since 1981)	The number of applications made for legal aid is a conservative indicator of economic need of those involved in the justice system. Some accused in genuine economic need will not apply and some will be denied because they don't meet the criteria. Approval rate is another conservative indicator of equality of access to legal representation. Validity is affected by significant variation in eligibility across provinces.
Number of court cases requiring translation		Data unavailable	Accused or victims required translation is an indicator of access for non-english or french speaking people.
Gender and ethnic representation of police departments and courts	Gender, type of ethnicity	Police Administration Survey for gender. Data unavailable for ethnicity. Data unavailable for courts.	This is a measure of the extent to which components of the criminal justice system reflect the make up of Canadian society.
Multi-cultural sensitivity training for police and court personnel	Size of police force, court district	Data unavailable	This is a measure of attempts by the justice system to promote equality and respond to the diversity of Canadian society.

Race or ethnicity of victims of crime, persons charged, persons appearing in court, and persons admitted to correctional programs		Adult Corrections Survey (annual since 1978) (number of Aboriginal people admitted to prison and probation) Other data are unavailable	This would provide an indicator of the need for the justice system to respond to the special cultural and linguistic needs of immigrants and Aboriginal people. Also an indicator of over-representation of certain groups in the justice system.
Disability of victims of crime, persons charged, persons appearing in court, and persons admitted to correctional facilities		Data on disability of victims and offenders are currently unavailable	This would provide an indicator of the need for the justice system to respond to the special needs of people with disabilities.
Income and employment status of victims and offenders		General Social Survey (1988; 1993) Data on income of offenders is unavailable	This would provide an indicator of the number and proportion of victims and offenders who are economically disadvantaged.

Gender of victims and offenders		General Social Survey (1988; 1993) Violence Against Women Survey, 1993 Revised UCR Survey (nonrandom sample of 46% of criminal incidents. Annual since 1992)	This provides an indicator of the need for the justice system to respond to the special needs of female victims and offenders.
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Goal 4: to foster public trust and confidence in the criminal justice system and respect for the law

- Public trust and confidence in the justice system is essential to ensure continued public participation and a consensus around societal values.
 - One component of this is public accountability and cost- efficiency, another is the efficiency of the system in processing cases.
 - The following outcome measures may provide useful indicators of ways to foster and measure public trust and confidence in the justice system.

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Indicator	Level of Aggregation	Data Source	Type of Outcome
Total cost of administering the criminal justice system (and as a proportion of all government spending)	Policing, courts, adult and youth corrections; current and constant \$	Police Administration Survey, Courts REP Survey, Adult Corrections Survey, Prosecutions Survey, Statistics Canada's Consolidated Financial Management System	This will indicate public money spent on justice services compared to other services, such as health and education. Rising costs of justice services are a source of public concern.
Number (and per capita number) of police officers and other police personnel		Police Administration Survey (annual since 1986)	This indicator monitors the changing rate of police personnel on a per capita basis over time.
Total cost and per capita cost of policing		Police Administration Survey (annual since 1986)	This monitors the cost of policing as a function of public accountability.

Total cost and per capita cost of the court system	Adult and youth courts, criminal and civil courts combined	Courts REP Survey	This indicator monitors the cost of administering the court system as a function of public accountability.
Total cost and per capita cost for prisons and community corrections (adults only)	Current and constant \$	Adult Corrections Survey (annual since 1978)	This indicator monitors the cost of administering prisons and community corrections as a function of public accountability.
Total cost and per capita cost of victim services	Type of crime	Data unavailable	This would provide a partial indication of public spending on repairing the consequences of crime to victims.
Total and average cost per case for processing throughout the system	Type of crime, number of court appearances	Data unavailable	Data are needed to assess the cost of processing cases through the system, from charging to completion of sentence.
Average time lapsed from date of first court appearance through to court disposition	Most serious type of offence in the incident	Adult Criminal Court Survey (annual since 1990; incomplete coverage) Youth Court Survey (annual since 1984)	This is an indicator of the efficiency of the criminal court system which is a factor in fostering public trust and confidence.
Average age of pending cases in adult criminal court and magnitude of the backlog	By Criminal Code section	Adult Criminal Court Survey (annual since 1990; incomplete coverage)	Delays in court processing and court backlog are sources of public dissatisfaction with the justice system.
Public satisfaction with the performance of the police	Victims and non-victims	General Social Survey, 1988, 1993	These are indicators of public trust and confidence in the police by victims and by citizens in general.

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Public satisfaction with the criminal courts	Victims and non-victims	General Social Survey, 1988, 1993	These are indicators of public trust and confidence in the criminal courts.
Public perception of the appropriateness of sentences handed down by the courts	Victims and non-victims	General Social Survey, 1988, 1993	These are indicators of public trust and confidence in decisions made by the judiciary and in legislation that establishes minimum and maximum penalties.
Public satisfaction with the correctional system and with parole	Victims and non-victims	Data could be made available through GSS and opinion polls	These are indicators of public trust and confidence in the ability of the correctional system to rehabilitate and enhance public safety.
Other dimensions of public trust and confidence in the law and the justice system	Victims and non-victims	Data could be made available through GSS and opinion polls	Additional public opinion surveys could help assess public attitudes, trust and confidence in various other aspects of law and the criminal justice system.
Complaints against the police and how they were resolved	Type of complaint and type of resolution	Data unavailable	This would provide context for the results of questions assessing public perception and satisfaction with the police.

Goal 5: to respond to the needs of victims by promoting their involvement with the criminal justice system

- Each component of the criminal justice system has a responsibility to respond to the needs of victims in order to ensure their continued participation and confidence in the system.
 - This means ensuring that victims are kept informed about the progress of each case and involved in the court process, including through the use of victim impact statements, and that restitution and compensation to victims are ordered wherever appropriate.

Indicator	Level of Aggregation	Data Source	Type of Outcome
Providing information to victims about the progress of their case	Type of crime	Data unavailable	A common complaint of crime victims is that they are not kept informed about the progress of their case. Data are needed to assess where improvements in this area could be made.
Number of court cases using victim impact information	Type of crime	Data unavailable	The use of victim impact information signifies direct input by victims into the sentencing process and the outcome of the case.
Number of sentences involving restitution and compensation for victims, and victim surcharge	Type of crime	Adult Criminal Court Survey (annual since 1990; incomplete coverage) Youth Court Survey (annual since 1984)	This is an indicator that victims are being compensated for loss or damages suffered as the result of a crime. It is also a measure of recognition by judges of victims issues as a factor in sentencing.

Number and average amount of fine surcharges	Type of crime	Data unavailable	The money from fine surcharges is used to supplement services to crime victims.
Number of cases with judicial recognizance orders and number of violations	Type of crime, victim/offender relationship Outcome of violations	Data available from ACCS only for outcome of violations	This is an indicator of the extent to which victims' fears about intimidation and harassment are dealt with by the courts.
Number and type of victim service agencies available	Provincial and sub-provincial area	Data available from provincial funding agencies	This is an indicator of the level of support for victims of crime.

Recommendations for Prime Performance Indicators

- The following list of performance indicators are recommended as general overview measures that can help assess the efficiencies and effectiveness of various justice sectors in meeting the five stated goals.
 - The central criteria used to select these primary performance indicators are their utility and validity.

Goal 1:

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- To promote the safety of individuals and communities by maintaining law and order, reducing and preventing crime, and creating an environment in which citizens and communities feel safe.

Indicator	Rationale	Data Source	Data Gaps
1. Number of incidents cleared by the laying of a charge and cleared otherwise	Detailed clearance information indicates actions taken by police to solve crimes and either lay charges or divert offenders.	UCR II since 1997 By serious and high volume crime types	Not yet available over time. UCR II does not yet have full geographic coverage.
2. The number of criminal incidents reported to crime victim surveys and changes over time	Victimization surveys estimate the incidence of certain types of crimes, and include both incidents that were reported to the police and those that were not reported. Over time, victimization rates indicate the ability of the justice system to deter crime.	General Social Survey	Certain crimes, eg. family violence and child abuse, are not well-captured. Level of geographic disaggregation is limited.
3. Canadians' perceptions of their personal safety in their neighbourhoods and other milieu	This is important for monitoring feelings of safety among the public.	General Social Survey	Level of geographic disaggregation is limited.

Goal 2:

To promote offender accountability, responsibility and rehabilitation.

Indicator	Rationale	Data Source	Data Gaps
4. Rates of recidivism, including re-charging, re-conviction, and re-admission to correctional facilities and other sanctions Time between completion of sentence and re-offending	Recidivism is one indicator of the failure of the justice system to rehabilitate; however, many other factors and social agencies must also be taken into account.	Youth Court Survey Corrections Recidivism Project (under development)	Data unavailable from other sources. Record linkage has potential as coverage of UCR II and ACCS grows.
5. Unduplicated count of convicted offenders by offence type	This would allow an assessment of the ability of the criminal justice system to reduce the number of offenders.	Youth Court Survey	Data unavailable from other sources. Record linkage has potential as coverage of UCR II and ACCS grows.
6. The type and length of sentences ordered in court and changes over time	This will help assess the degree to which community-based alternatives to incarceration are being used.	Adult Criminal Court Survey Youth Court Survey By crime type	ACCS excludes Superior Court data, and does not have full geographic coverage
7. Overall incarceration rate compared to other Western countries Median sentence length	This will help assess the use of incarceration as a criminal sanction relative to other countries around the world.	Adult Correctional Services Survey United Nations Crime Survey	International comparisons should be made cautiously

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Goal 3:

To promote equality and address the diverse needs of Canadians by ensuring access to justice services.

Indicator	Rationale	Data Source	Data Gaps
8. Number of applications for legal aid and approval rate	The number of applications for legal aid is a conservative indicator of economic need of those involved in the justice system. Approval rate is a conservative indicator of equality of access to legal representation.	Legal Aid Survey	Validity is affected by significant variation in eligibility across provinces.
9. Race or ethnicity of victims of crime, persons charged, persons appearing in court, and admitted to correctional programs	This would provide an indicator of the need for the justice system to respond to the special cultural and linguistic needs of immigrants and Aboriginal people. Also an indicator of over-representation of certain groups in the justice system.	Adult Corrections Survey (number of Aboriginal people admitted to incarceration and probation)	Data quality issues re: the collection of race and ethnicity data have restricted progress in this area.

Goal 4:

To foster public trust and confidence in the criminal justice system and respect for the law.

Indicator	Rationale	Data Source	Data Gaps
10. The overall cost of administering the sectors of the criminal justice system and changes over time Also per capital cost, or in relation to GDP	This will indicate the amount of public money spent on justice services over time. Rising costs of justice services are a source of public concern.	Police Administration Survey, Courts REP Survey, Adult Corrections Survey, Prosecutions Survey, Statistics Canada's Consolidated Financial Management System	Data are needed to assess the unit cost per case by crime type for each of the justice sectors. Cost of administering the court system cannot be disaggregated by criminal and civil courts.
11. Average case processing time from the time of first appearance through to court disposition by offence type	This is an indicator of the efficiency of the criminal court system which is a factor in fostering public trust and confidence.	Adult Criminal Court Survey Youth Court Survey	ACCS excludes Superior Court data, and does not have full geographic coverage
12. Public and victim satisfaction with the police, courts, correctional system, parole and the law	These are important indicators for monitoring public satisfaction with all aspects of the criminal justice system.	General Social Survey	Data not yet readily available on dimensions of corrections, parole and the law.

Goal 5:

To respond to the needs of victims by promoting their involvement with the criminal justice system.

Community Justice – Data

Indicator	Rationale	Data Source	Data Gaps
13. Number of sentences involving restitution and compensation for victims and judicial recognizance orders for offenders	<p>This is an indicator that victims are being compensated for loss or damages suffered as the result of a crime.</p> <p>The use of judicial recognizance orders indicates the extent to which victims' fears about intimidation and harassment are dealt with by the courts.</p>	<p>Adult Criminal Court Survey</p> <p>Youth Court Survey</p> <p>By crime type</p> <p>Criminal Injuries Compensation Programs</p>	<p>No data currently available about judicial recognizance orders</p> <p>ACCS excludes Superior Court data, and does not have full geographic coverage</p>

ENVIRONMENTAL FACTORS

- The criminal justice system does not act in isolation from other social systems or social conditions.
 - The changes in workload and performance indicators that occur over time, and the differences in these indicators in various areas of the country, should be interpreted in light of other social changes.
 - Environmental factors are statistical measures that can be used to describe changing social, economic, and demographic characteristics of a population.
 - They offer useful contextual information within which to analyze workload and performance indicators and to assess the connections to crime and the justice system at the community or national level.
 - Connections to crime and the justice system can be assessed either indirectly or directly.
 - In an indirect fashion, trends in crime rates and other functioning of the justice system can be compared to changes in groups “at risk” of crime or victimization in the population, such as males age 15 to 30.
 - For example, the recent decline in the rate of violent crime reported to the police can be compared to, and perhaps partly explained by, the decline in the number of high risk young males in the population.
 - Ecological correlations can be undertaken to assess the connection between the rate of young males and the crime rate at the community level.
 - The direct approach entails including both crime and socio-demographic data on the same survey and examining the correlation between certain characteristics of the population or households and experiences of crime.
 - Ongoing and upcoming Statistics Canada surveys offer the opportunity to explore these possibilities in greater depth.
 - Within the criminological community, there does not exist any one paradigm that is accepted as the definitive explanation for crime and delinquency.
 - Most experts would agree, however, that the risk of deviance and victimization varies according to certain circumstances, personality factors, and social conditions in which people find themselves.
 - By pinpointing the various factors that contribute to crime, we can more fully understand the phenomenon and its relationship to other social problems.
 - This knowledge also helps in targeting crime prevention programs to address the social correlates of crime, and other policies designed to react to crime and offenders.

What are the correlates of crime?

- Explanations for crime causation generally fall into two camps: one focuses on the prior experiences and motivations of the actor (positivist theories), the other on the environmental conditions that are necessary for crimes to occur (classical theories).
 - Examples of positivist theories include those centering on biological or genetic predisposition, mental illness, alcoholism and drug abuse, and personality and behavioural disorders.
 - By contrast, classical theories are concerned with opportunity, social disorganization, social control, and social learning.

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- According to the latter perspective, crime is a normal reaction to abnormal conditions in a person's environment.
- More recently, theorists have aimed at integrating the two perspectives for more general theories of behaviour.

Economic disadvantage

- Many attempts to explain crime have focused on the link between delinquency and economic status.
 - Some interpret the high rate of lower income people in arrest and court statistics as evidence of discrimination by the powerful (police and judges) against the less powerful.
 - Others have looked for explanation in factors related to community and culture.
 - For example, strain theory maintains that while everyone in society is encouraged to aspire to the same goals of success, all members of society do not have the same opportunity to achieve these goals through legitimate means.
 - Crime is a relatively easy route to acquiring goods that are unattainable through legitimate ways.
 - The disadvantaged include the poor, ethnic minorities and recent immigrants who do not have the same ease of access to higher education, connections, inheritance, or other means through which to acquire socially desirable achievements (Sacco and Kennedy, 1994:48).
 - Alternatively, acts of delinquency may signify a rejection of the middle-class value system among youth who feel excluded from the mainstream of society.
- Studies relating crime to unemployment are inconclusive, however.
 - While lack of employment can frustrate an individual's aspirations to success, crime can also lead to unemployment if it results in a spoiled reputation.
 - The stigma associated with the label of "criminal" decreases the likelihood of future legitimate opportunities for success, such as employment, and increases the risk of continuing illegal activities.
 - On the other hand, criminality and unemployment may be linked because they both result from the same underlying factors (Sacco and Kennedy, 1994:50).

Learning to be criminal

- The social learning perspective views criminal behaviour as a product of exposure to norms and beliefs that support law-breaking.
 - This may involve membership in a subculture that endorses criminal values.
 - The "subculture of violence" thesis maintains that, within certain groups, violence is an expected and acceptable reaction to certain types of transgressions.
 - Viewed by outsiders, these transgressions may be perceived as minor or trivial.
 - However, within the group they can be understood in light of the need for members to save face and defend their honour and status within the group.
 - There is little shame entailed in using violence in these circumstances - in fact, it is required in order to maintain the respect of other members.
 - Violent behaviour can also be learned responses to frustration, or techniques learned for achieving goals, through mainstream society which normalizes violence in the mass media (Reiss and Roth, 1993; Sacco and Kennedy, 1994: 58).
 - For example, there are those who lay the blame for youth violence on easy access and widespread exposure to violence in television, movies, and video games.
 - There is also broad cultural support in mainstream norms and beliefs that violence against women is acceptable under certain conditions and circumstances.
 - This is reflected in mass media and pornographic representations of women as willing or deserving victims of sexual violence and assaults by husbands.

Social control

- Social control theories focus on the ways in which formal and informal social controls influence law breaking.
 - The police, courts and other authorities constitute formal social control, while informal types include respectability, status, reputation, and concern about the good opinion of others. Deviance is explained by an absence of social control.
 - Informal social control varies directly with social integration.

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- Socially integrated people are those who are embedded in family, community, religious and employment networks.
- They tend to have multiple connections and attachments to significant others who are conformists, and to conventional pursuits, such as work, education and leisure activities.
- The quality of a young person's ties to parents, teachers, community leaders and conforming peers are important sources of informal control that help discourage criminal behaviour (Sacco and Kennedy, 1994:64).
- Divorce and the resulting instability of family life are primary factors that can affect the strength of a young person's attachments.
- Strong attachments to others mean the young person and their leisure time are more effectively monitored. Individuals who have weak bonds to conventional society are more likely to engage in law-breaking behaviour because they are less likely to feel pain or discomfort as a result of either formal sanctions or the disapproval of others.
- If they are without close ties to others, they will be less affected by a negative response to delinquency, and less concerned with a spoiled reputation that might affect their chances for success in the future.
- Hagan, et al (1985) offer an explanation for the vast over-representation of young males in crime by emphasizing the way in which connections to parents can influence offending.
- Because girls are under closer parental control, especially by mothers, they are less likely to have opportunities to offend.
 - Girls have also been socialized to seek non-aggressive and non-confrontational alternatives to violence in conflict situations, and to conform to the expectations of others.
 - By contrast, boys are freer to take risks, and are encouraged by cultural norms to be daring and aggressive.
 - Often this results in various types of law-breaking, such as assaults, drunk driving, and using and selling drugs.
 - Young men also have expectations about appropriate roles for men which includes defending oneself against threats to status and reputation that frequently involves the use of violence.
 - Social control theory also offers an explanation for the over-involvement of young people in crime: younger people are less concerned than older adults with spoiled reputation.
 - Bonds to sources of informal social control, such as job stability, commitment to work, and marriage are relatively weak in adolescence and develop and strengthen in adulthood.
 - As adults, social connections and valued attachments to others related to family and work could be jeopardized by involvement with the justice system, and so delinquency drops off later in life (Sampson and Laub, 1990).
 - It is young men with weak bonds to education or workplace who are at greater risk of offending since they are unconcerned with either current or future reputation.
 - In other words, they have little to lose.

Social disorganization

At the community level, a number of factors can weaken social bonds and may have an effect on rates of crime and delinquency. Highly stratified, densely populated and heterogeneous communities can enhance feelings of isolation and contribute to social breakdown. In communities with rapid migration and immigration, friendship and family ties are often weak or missing with the result that informal social controls are weakened. This phenomenon is exacerbated for recent immigrants, especially non-English or French speaking immigrants, who may have difficulty adapting, finding employment and integrating into mainstream culture.

Rapid immigration can also lead to interracial conflicts that result from misunderstandings about differing values and customs. Physical and psychic boundaries can develop around ethnic communities with "turf warfare" in the form of open violence often erupting among youths. While strong identification with one's cultural group enhances feelings of belonging that helps control delinquency within the community, it can exacerbate the cultural distance felt toward other groups. Distance and misunderstanding can extend to police and other officials who are often accused of reacting in a discriminatory manner toward minorities.

"Social disorganization" is a term used to describe the inability of communities to identify and achieve common goals and solve common problems (Sacco and Kennedy, 1994:67). Characteristics of disorganized

communities include high population turnover, economic disadvantage among residents, and racial and ethnic diversity. Under these conditions, community participation is low, friendship networks are weaker than in more homogenous neighbourhoods, and informal social controls will be less effective in constraining deviance. Rapid social change and disorganization tends to undermine the social control inherent in the traditional social order.

Opportunities for crime

But the commission of a crime requires more than a potential offender. According to routine activity theory, the occurrence of a criminal act requires the interaction of three things: a motivated offender, a suitable or vulnerable target, and the absence of capable guardians that offer protection to persons or property (Cohen and Felson, 1979). Variations in levels of crime from one community to another, or over time, are related to variations in the convergence of these three factors in time and space rather than simply the number of people who are motivated to commit crimes.

Opportunity to commit crimes is a function of lifestyle of both victims and offenders. Lifestyle refers to the ways in which people distribute their time and energies across work, recreation and family responsibilities and is affected by certain personal characteristics, such as marital status, age, employment status, and income. It is not difficult to see that a young unmarried male enjoys a very different lifestyle than a middle-aged woman with children in terms of how time is spent, where, and with whom. The young single male has a much less structured lifestyle with fewer social constraints and more leisure time to spend in the company of strangers and in potentially risky situations. As a result, he is more accessible both as a target and as a perpetrator of certain types of crimes.

Changes in the routine activities of people can significantly alter the availability of targets, the levels of guardianship and the rates at which they converge with motivated offenders. Consider certain trends: as women become more involved in paid employment outside the home, remain in school longer and delay marriage, families have grown smaller and homes are more likely to be unoccupied during the day (absence of capable guardians). Greater affluence and the rapid rise in affordable high-tech equipment, such as computers, televisions, VCRs and stereo equipment means an increase in lightweight property that is easy to steal and easy to sell (increase in suitable, vulnerable targets). The shift in routine activities away from the home has also meant increasing vulnerability of people to dangers outside the home.

In sum, it should be noted that, like other complex social problems, crime does not result from a single cause and there is debate among the experts about the relative importance of each of the factors mentioned above. The remainder of this section lists statistical proxies for environmental indicators that have theoretical relevance to crime and criminality. Some factors overlap and some may even appear contradictory, but all have potential relevance to the interpretation of workload and performance measures. The following tables list environmental indicators available through official sources, together with the theoretical link between each variable and crime and the functioning of the justice system (rationale), and the source and availability of each variable. These environmental factors are organized under seven general headings: (1) demographic; (2) economic and labour force; (3) education; (4) family functioning and child development; (5) health, social and community support; (6) consumer goods; and, (7) Aboriginal communities.

Ideally, an environmental factor should be measurable over time and allow for a number of significant disaggregations. It should be emphasized that the data sources cited in this report do not meet these criteria in all instances. Most of the sources are available on an ongoing basis, such as the Labour Force Survey which is published monthly. Some however, are based on one-time or snap-shot surveys, such as the Aboriginal Peoples Survey. Similarly, some of the data sources are available only every four or five years. Some of the data may only be available for some provinces, or major population centres. The result is that it may not be possible to collect information expediently or correlate the data at the geographic level desired. It should also be noted that the majority of data sources listed are Statistics Canada sources, but other sources are cited where Statistics Canada data are not available.

I. Demographic Factors

Demographic factors are important for charting changes in the population, in particular groups that are at highest risk of offending, or that might affect community stability. These factors are also necessary for the development of criminal justice programs for various segments of the population, and for employment equity requirements.

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Factor	Rationale	Data Source
Basic age and sex breakdown of the population, for example, the number of young, single males in the population	Males 15-30 are considered to be the most "crime prone" sex and age group. The size of this group and changes over time may influence other demographic shifts and crime rates.	Census (national, provincial and sub-provincial levels), post-censal estimates
Rate of population growth in major urban centres and population density	In densely populated urban neighbourhoods, especially those with rapid in/out migration, friendship and family ties and other informal social controls are weakened. Housing and population density are often indications of economic disadvantage and poorer quality of life.	Census (national, provincial and sub-provincial levels)
Rates of provincial in/out migration	Transient populations are less likely to develop social support networks and ties to the community. The result is often weakened informal social control over residents.	Census

The number of ethnic minorities, women, disabled people and Aboriginal people in the population	These data are needed in order to assist criminal justice agencies to comply with Employment Equity legislation and policies and to assess the representativeness of criminal justice employees. It is also useful to calculate rates of crime and victimization.	Census (national, provincial and sub-provincial levels)
Type of housing	Rental housing and multi-family dwellings are subject to higher rates of property crimes than owned or single-family dwellings. The distribution of housing types in the population might affect rates of property crime.	Census (national, provincial and sub-provincial levels) General Social Survey, 1988; 1993
Affordable housing	Lack of affordable housing is one indicator of economic deprivation.	Census (national, provincial and sub-provincial levels)
The number (or proportion) of housing in need of repairs or sub-standard	Sub-standard housing is an indicator of lower income status and financial distress.	Census (national, provincial and sub-provincial levels)
Number of bars/taverns in a community; number of seats per population.	Communities with high concentrations of bars and taverns are at greater risk of predatory and violent crimes .	Survey of Restaurants, Caterers and Taverns (national, provincial level)

II. Economic and Labour Force Factors

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There have been significant changes in both the composition of the paid labour force and the nature of the work performed, some of which may affect opportunities and motivation for offending.

Factor	Rationale	Data Source
Overall unemployment rate; also for males and females	Unemployment can lead to economic need and isolation from community and from the values and goals of community, both of which are correlates of crime.	Labour Force Survey (national, provincial and sub-provincial level, Yukon)
Rate of unemployment among young single males	Unemployment among the most "crime prone" demographic group means more idle time, fewer financial resources, and detachment from community and from the goals and values of the community.	Labour Force Survey (national, provincial and sub-provincial level, Yukon)
Employment stability in the home	Parental unemployment may lead to family stress, financial deprivation, instability, spousal assault and child abuse, and may affect the ability of parents to monitor adolescent children.	National Longitudinal Survey of Children (national, provincial level) Labour Force Survey
Median family income	Provides a general indicator of average family wealth.	Census, Survey of Consumer Finances (national, some provincial and sub-provincial levels)

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Proportion of families (including lone parent families) and children with incomes below the low-income cut-offs	Provides an indicator of economic status and financial deprivation among Canadian families. Deprivation can affect access to societal goals of success and can increase risk of involvement with the criminal justice system.	Census, Survey of Consumer Finances (national, some provincial and sub-provincial levels)
The number of families and children served by welfare	Provides an indicator of economic deprivation.	Municipal and provincial welfare agencies
The incidence of low income among unattached individuals (aged 15+)	Provides an indicator of economic deprivation among young people who have fewer informal controls associated with marriage and family responsibilities.	Survey of Consumer Finances
Income disparity	A widening gap between high and low income families increases feelings of relative deprivation which may heighten motivation for crime.	Family Expenditure Survey (national, provincial and sub-provincial levels)
The Gross Domestic Product (GDP)	This is indicated economic booms and recessions, both of which can effect various types of offending.	National Accounts
Rates of business failures, foreclosures, and personal and business bankruptcies	These are indicators of economic pressures that could be related to various types of crimes.	Data sources to be investigated

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The number (or proportion) of homeless people in the population	Homelessness increases the risk of both criminality and victimization.	Data unavailable
Number (or proportion) of paid jobs that are seasonal, short-term or part-time, especially involuntary part-time	Low-paying seasonal, short-term or part-time jobs lead to frequent periods of unemployment, low income, instability and idle time.	Labour Force Survey
The number (or proportion) of women in the paid labour force	This trend has improved the economic situation of many women and many families, while at the same time leaving more homes unguarded.	Labour Force Survey
Occupational distribution of men and women in the paid labour force	Although women are entering the labour force in record numbers, the vast majority are employed in low-paid service-sector jobs, many of which are part-time jobs.	Labour Force Survey
Flexible work arrangements	Computer technology has increased the flexibility of work arrangements allowing growing numbers of people to spend some or all of the work day at home. This results in increased guardianship over household property which may affect certain property crimes such as break and enter and theft.	Survey of Work Arrangements, 1991 (national, provincial level)

III. Education Factors

Academic performance, early school leaving and illiteracy have all been cited as some of the most salient factors affecting both future economic and social success and the risk of involvement with the criminal justice system.

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Factor	Rationale	Data Source
Rates of premature school leaving; post-secondary school attendance rates, other training	Poor school performance and non-completion are predictors of unemployment, low economic status, poor attachment to community, and attachment to delinquent peers	School Leavers Survey, 1991; 1995 (national, excluding Yukon and NWT)
Absenteeism from school	Children who are frequently absent from school fall behind, become frustrated, and are at greater risk of dropping out	National Longitudinal Survey of Children
Children's attitudes towards school, perceptions of the importance of good grades, feelings of acceptance, and feelings of safety	Research indicates that a negative attitude towards school may be associated with poor performance and subsequent withdrawal	National Longitudinal Survey of Children
Rates of high school, college and university completion	High school, college and university graduates have greater prospects for success in the labour force and higher income.	Census

Re-training programs for high school drop-outs and completion rates in those programs	Re-training programs for high school drop outs are crucial for the acquisition of job skills that will lead to meaningful employment.	Adult Education and Training Survey, 1990, 1992, 1994
Literacy rates	High levels of literacy are required to participate in an increasingly information-based economy.	International Adult Literacy Survey, 1994 (national) Survey of Literacy Skills Used in Daily Activities, 1989 (national, provincial)

IV. Factors Related to Family Functioning and Child Development

- The family is an important agent of informal social control in the life of a child.
 - The following characteristics of a child's home environment may affect the likelihood of victimization and offending, both in childhood and later as youths and adults.

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Factor	Rationale	Data Source
<p>Rates of separation and divorce</p> <p>The number (or proportion) of lone-parent families headed by women</p>	<p>The recent rise in the divorce rate and subsequent formation of lone-parent families headed by women has lead to a rise in the number of children living in low-income households. These children are at risk of financial deprivation, and accompanying stress and instability as a result of the upheaval that often follows separation and divorce.</p>	<p>Census (national, provincial and sub-provincial levels)</p>
<p>Rates of re-marriage</p>	<p>Re-marriage can mean improved economic stability for children; however, it also puts them at increased risk of abuse by step-parents.</p>	<p>Statistics Canada, Health Statistics Division (national)</p>
<p>Mother's pre-natal health and number of low birth weight babies</p>	<p>Inadequate pre-natal care often results in low birth weight (or other complications such as Fetal Alcohol Syndrome) which puts children at risk of improper physical and mental development, educational failure and poor employment prospects. Children with poor development are also at risk of abuse by parents.</p>	<p>National Longitudinal Survey of Children</p>

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Rates of children born to single teen-agers	Children of single teen-agers are at risk of abuse from immature mothers, and male friends of mothers, and at risk of being raised in low-income households.	Statistics Canada, Health Statistics Division
The number (or proportion) of non-custodial parents who default on child support payments	Failure to make child support payments contributes significantly to child poverty.	No national data available yet. The National Maintenance Enforcement Survey (in development) will be the first of its kind.
Number of pre-school programs for high-risk children and number of children served	This is an indicator of the availability of such programs and therefore a conservative indicator of the number of socially disadvantaged children in a community.	Data unavailable
Level of supervision and parental control over children	The level of supervision parents exercise over children may help to discourage offending.	National Longitudinal Survey of Children
Communication and problem solving among family members	The development of a strong family unit where children are able to openly discuss problems with parents (and siblings) reduces susceptibility to peer pressure and criminality.	National Longitudinal Survey of Children

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Affective involvement with children	Parental affection is an important component of teaching empathy to young children and the development of healthy social skills.	National Longitudinal Survey of Children
Anti-social attitudes among children and youth	Anti-social attitudes tend to correlate with participation in criminal activities.	National Longitudinal Survey of Children
Parental behaviours	Drug and alcohol abuse and criminality on the part of parents results in poor role models and inadequate supervision over children.	National Longitudinal Survey of Children Canada's Alcohol and Other Drugs Survey, 1994 (national, provincial level)
Parenting style (positive and consistent interaction, hostile or ineffective parenting)	Inappropriate disciplinary methods (lack of consistency, punitiveness, lack of controls) can lead to poor personal control in children, impulsivity and a tendency to delinquency.	National Longitudinal Survey of Children
Satisfaction with the neighbourhood as a place to raise children, including extent of danger, other problems, and social cohesion	A child's social environment will have an impact on the development of pro-social values, feelings of safety, and positive friendships within the community.	National Longitudinal Survey of Children General Social Survey (national, some provincial)

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<p>Availability of family and social supports for parents</p>	<p>Social and family supports can increase informal social control, and can influence the development of positive friendships, involvement in outside activities, and assistance for families in distress.</p>	<p>National Longitudinal Survey of Children General Social Survey (national, some provincial)</p>
<p>Temperament of young children (degree of difficulty child presents to parents)</p> <p>Also conduct disorder, hyperactivity, emotional disorder, anxiety, aggression, inattention, Fetal Alcohol Syndrome, and antisocial behaviour</p>	<p>Behavioural problems in young children can affect the child's relationships to parents, teachers and peers, and can be linked to delinquency in later years. Positive relationships with other children and adults can help reduce the risk of delinquency.</p>	<p>National Longitudinal Survey of Children</p>
<p>Significant changes in the child's family (for example, divorce)</p>	<p>Stability of family life is known to have important implications for child development.</p>	<p>National Longitudinal Survey of Children</p>
<p>Number of out-of-home placements and number of children in contact with child welfare authorities for abuse and neglect</p>	<p>Abuse and neglect, and frequent changes in a child's primary caregiver, can negatively effect a child's development and the risk of delinquency.</p>	<p>Provincial Child and Family Services Information (Not comparable among provinces)</p>
<p>Child care arrangements and affordability</p>	<p>The quality and consistency of child care are important factors in child development.</p> <p>Affordable child care enables women to work outside the home, reduce their reliance on government assistance, and improve the economic well-being of their families.</p>	<p>National Longitudinal Survey of Children National Child Care Survey, 1988 (national, some provincial levels)</p>

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Extent of smoking, use of alcohol, drugs and other solvents by children, and usage by friends	These behaviours indicate early law-breaking and risk-taking that correlate with later delinquency.	National Longitudinal Survey of Children (10 and 11 year olds); Youth Smoking Survey, 1994 (15 to 19 year olds) (national, some provincial levels)
Measures of self-esteem among children	Low self-esteem can be a precursor to delinquency.	National Longitudinal Survey of Children
Participation of children in sports, arts or music, Guides or Scouts, jobs, reading for pleasure, computer and video games, and television watching	Children who lack constructive ways to spend free time, or who are loners with no positive outside activities, have an increased risk of delinquency.	National Longitudinal Survey of Children
Quality and frequency of children's interactions with peers and adults	Positive relationships with others can increase self-esteem and informal control and can reduce the risk of delinquency.	National Longitudinal Survey of Children
Number of dual wage earner families	Dual wage earner families tend to fare better economically. But parents may have difficulty finding time to supervise their children's activities, including school work.	Survey of Consumer Finances

V. Factors Related to Health, Social and Community Supports

Certain measures of the health of the population, as well as the availability of social and community supports, may be linked to increases in crime and victimization.

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Number of drug and alcohol treatment programs and number of clientele	This is an indicator of the availability of such programs and therefore a conservative estimate of the number of people in need of treatment.	Data sources will be explored
The number (or proportion) of the population suffering from mental illness	De-institutionalization, coupled with a lack of community resources for the mentally ill, places former patients at increased risk of involvement with the criminal justice system.	National Population Health Survey (national, provincial level) Mental Health Statistics, Health Canada
Number of family, community, and other social support systems for young people and adults	Strong family and social support systems may encourage community involvement, cohesion and informal social control.	National Population Health Survey; General Social Survey
Rates of attendance in religious services	Reduced rates of church attendance may be seen as signifying a break with traditional moral values and community cohesion.	General Social Survey

VI. Factors Related to Consumer Goods

Rapid increases in the availability of expensive consumer goods can be an enticement to property crimes motivated by economic gain. New technologies are also making possible new types of crime and will require police to acquire new skills in order to detect and react to these crimes.

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Factor	Rationale	Data Source
Ownership of portable consumer goods	Increases in ownership of electronic equipment, such as video and computer equipment, in households, schools and businesses, may affect the opportunity and the motivation for property crimes. Opportunity and motivation increases the more property is left unguarded, as in cases where both men and women are working outside the home.	Household Facilities and Equipment Survey (national, provincial and sub-provincial level)
New technologies	New types of technologies are leading to new types of crimes, such as electronic fraud and the spread of child pornography. The complexity of these technologies also affects the ability of police to detect certain crimes, and will require police to acquire new skills.	Household Facilities and Equipment Survey (national, provincial and sub-provincial level)
Rates of motor vehicle ownership	Rates of vehicle ownership affects the availability of motor vehicles for theft and vandalism.	Household Facilities and Equipment Survey (national, provincial and sub-provincial level)

Rates of ownership of security devices in the home	The growing use of burglar alarms and other security devices may have an effect on rates of break and enter.	General Social Survey, 1988; 1993
The number (or proportion) of lone-parent families	The growth in lone-parent families leads to increasing numbers of homes left unattended during the day as the lone parent goes out to work.	Census
The number (or proportion) of the population owning firearms	The link between the availability of firearms and violent crime, injury and death has been established. The availability of firearms affects both the probability and severity of a violent event.	International Crime Victimization Survey, 1989, 1992, 1996 1991 Firearm Ownership Survey (Angus Reid for Justice Canada) Upcoming Firearm Registry (Justice Canada)

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<p>Number (or proportion) of the population comprised of Aboriginal people and change over time</p>	<p>Aboriginal people are a socially disadvantaged group and are over-represented in all sectors of the criminal justice system. Areas with high concentrations of Aboriginal people tend to have higher than average rates of crime and victimization.</p>	<p>Census (national, provincial and sub-provincial levels)</p>
<p>Number (or proportion) of the population comprised of immigrants and refugees and change over time</p>	<p>A rapid increase in minority groups may affect community cohesion, especially in tough economic times and may also lead to tensions, intolerance, racism and outbreaks of gang-related violence and other hate-related crimes.</p> <p>Some immigrants may commit crimes not knowing that their behaviour is illegal. Custom may approve certain acts that are criminal under Canadian law (e.g. female genital mutilation).</p> <p>This information is also important for the development and implementation of culturally sensitive social and justice services for immigrants and refugees, as well as for the planning of training programs for police and court workers.</p> <p>Minority groups have been shown to have a greater fear of victimization.</p>	<p>1996 Census (national, provincial and sub-provincial levels)</p> <p>Upcoming National Longitudinal Survey of Recent Immigrants</p>

VII. Aboriginal Communities

Crime and incarceration rates are noticeably higher among Aboriginal people and, consequently, in areas of the country with large Aboriginal populations. This disproportionate involvement of Aboriginal people in the criminal justice system is linked to their disadvantaged social and economic status. While these conditions have been documented for the general population above, a separate category for Aboriginal communities identifies distinct data sources of information for this group.

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Factor	Rationale	Data Source
The number (or proportion) of housing in need of repair or sub-standard (where needs are not adequately met) or are on a waiting list for housing	The incidence of housing in need of repair, sub-standard housing and wait-listed housing reflects financial deprivation within Aboriginal Communities.	Aboriginal Peoples Survey, 1991 (national, some provincial and territorial levels)
The number (or proportion) of Aboriginal persons reporting drug and/or alcohol abuse as a problem in their community	A high incidence of alcohol and drug abuse increases social disorganization and crime, and puts children at a higher risk of abuse and neglect.	Aboriginal Peoples Survey, 1991
The number (or proportion) of Aboriginal persons reporting family violence as a problem in their community	Family violence both signifies and contributes to social breakdown and delinquency.	Aboriginal Peoples Survey, 1991
The number (or proportion) of Aboriginal persons reporting unemployment as a problem in their community	A high incidence of unemployment results in economic need, stress, alcohol and drug abuse and increased risk of family violence.	Aboriginal Peoples Survey, 1991

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The number (or proportion) of Aboriginal persons reporting unemployment as a problem in their community	A high incidence of unemployment results in economic need, stress, alcohol and drug abuse and increased risk of family violence.	Aboriginal Peoples Survey, 1991

Recommendations for Prime Environmental Factors

The selection of a short list of “prime” environmental indicators is inherently subjective. Those that are chosen depends to a great extent on the context and the aims of particular research or policy questions. The following list of prime environmental factors are presented as one sub-group around which there is some consensus on the part of criminologists and other social and legal experts as being significant factors in the analysis of crime trends. In different contexts, researchers may decide upon others. These are presented on conjunction with the major theories on crime discussed earlier in this chapter.

Theory: Economic disadvantage

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Theory: Learning to be criminal

Indicator	Rationale	Data Source	Data Gaps
4. Rates of premature school leaving, school retention, post-secondary attendance, other training	Poor school performance and non-completion are predictors of unemployment, poor attachment to community, attachment to delinquent peers, low economic status, all of which predict criminal involvement.	School Leavers Survey	

Theory: Social control

Indicator	Rationale	Data Source	Data Gaps
5. The divorce rate, and the number of families headed by lone parents	Over half of lone parents are supporting children on incomes under the low income cut-offs. The stresses associated with divorce can negatively affect the ability of the lone parent to adequately supervise children.	Census	
6. Rates of children born to single teenagers	Children of single teen-agers are at risk of abuse from immature mothers, and male friends of mothers, and at risk of being raised in low-income households.	Statistics Canada, Health Statistics Division	

7. Number of out-of-home placements, and number of children in contact with child welfare authorities for abuse and neglect	These are indicators of abuse and neglect, and also of frequent changes in a child's primary caregiver. These factors can negatively effect the child's ability to form close attachments and can increase the risk of running away and criminal involvement.		Data available from Provincial Child and Family Service Agencies are not comparable
8. Rates of alcohol and drug abuse in the population	Many crimes are committed to support alcohol and drug addictions, or while under the influence of alcohol or drugs. Alcoholism and drug abuse among parents also negatively affects their ability to adequately nurture and supervise their children.	General Social Survey Canada's Alcohol and Other Drugs Survey	Other: Alcoholism and Drug Addiction Research Foundation
9. Number of children with various types of emotional and behavioural disorders	Emotional and behavioural disorders in children can affect the child's relationships to parents, teachers and peers, and can be linked to dropping out, poor employment prospects, and delinquency.	National Longitudinal Survey of Children	

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Theory: Social disorganization

Indicator	Rationale	Data Source	Data Gaps
10. Rate of population growth in major urban centres and population density	In densely populated urban areas, especially those with rapid in/out migration, friendship and family ties and other informal social controls are weakened. Housing and population density are often indications of economic disadvantage and poorer quality of life.	Census (national, provincial and sub-provincial levels), post-censal estimates	

V. EXAMINING THE FEASIBILITY OF A CRIMINAL JUSTICE INDEX

I. Introduction

It has been suggested by persons in the justice community that a criminal justice index would be useful for summarizing the “health of the justice system” or the “quality of justice rendered” into a single number to be calculated at regular time intervals. Variations in this single index over time would then be interpreted either positively or negatively depending on the direction of the change. Such a criminal justice index would be created by the integration of several separate factors which measure the degree of wellness of different parts of the justice system.

The purpose of this section of the report is to summarize the nature of indices, and to document the inherent problems in developing such a single index using justice data. Single-number scales have commonly been devised to summarize economic activity in a useful way. These economic indices include a nation’s gross domestic product (GDP), the Consumer Price Index, (CPI), and the Dow Jones Indicator, for example. These indices are acknowledged to have been developed using sound methodology and are accepted as meaningful not only in the sectors for which they were developed but more widely in the general population. The factors summarize the current level of activity and can show the level of change with consecutive measures over time.

For example, the GDP is the money value of all the goods and services produced in the country during one year. The GDP is principally used to compare national output from one year to the next within and between countries. It is considered the most comprehensive single barometer of a nation’s overall economic well-being. The GDP is also used to compare the contribution to the economy of various sectors (consumer, business, government) and of various industries (automobile, health, construction, etc.). The GDP is an expensive index to calculate because of the amount and variety of data required to produce it.

II. Social Indices -- Premise and Problems

The premise and promise of a single-number index is that it summarizes a combination of other indicators in order to succinctly describe the present state of the particular system under study. Independent volume and performance indicators have been developed and successfully used in the policing, courts and corrections sectors of the justice system, and it is theoretically possible that some of these indicators could be combined into a single, composite index of the “health” of the justice system. However, several substantial methodological problems would interfere with the reliability and utility of the resulting index.

In all probability, the most serious problem which would have to be overcome in the creation of a criminal justice index would be the lack of a common denominator for the different indicators to be combined. Unlike economic indices which are based on the unit of “the dollar,” there is no common denominator which can be used to express the most important indicators from the different sectors of the justice system. For example, indicators are presently defined in terms of incidents of crime, persons charged, weeks of time (for a case to be resolved), dollars, and levels of fear on the part of the citizenry. The integration of these different units would pose a very serious problem.

A related difficulty arises because data from different sources would be amalgamated into a single index, and data from different sources and surveys have different levels of statistical reliability associated with them. The

combination of these indicators of varying reliability would produce an index with serious problems. An associated difficulty is that of validity. The degree to which the individual indicators actually measure the desired concept is rarely perfect. Combining these individual indicators into a single index could introduce considerable uncertainty as to what the resulting index values actually mean.

It would be critical that the calculation and the contents of a criminal justice index remain constant over time, because it would be with the passage of time and the obvious association of changes in the index to changes in the real world that the confidence in the index would develop. This would suggest that a considerable amount of analysis be invested at the front end of the project to guarantee that the design of the index was sound.

The design of the composite index would require considerable consultation with the user community. This consultation would focus not only on the contents of the index, (i.e., the identity of the individual indicators which would be merged to produce the index), but also on the weights which would be attached to each of these separate indicators. The weighting of the separate indicators is a critical step in order to balance the effects of the different influences, and considerable analysis and discussion would be necessary to resolve conflicts in priority between such things as public safety and justice system costs.

Another area of difficulty with the use of a composite index is that of the interpretation which is attached to changes in the index values. A change in the value of the index would lead, in all probability, to immediate questions concerning the cause of the change, i.e., to the identity of the individual indicator which produced the change. A more problematic case could arise: it is possible that significant changes could occur in a number of the individual indicators with no change in the value of the composite indicator because the changes cancel each other out. In this case, the index would indicate a stable situation even while there were significant changes occurring in the individual indicators.

III. Conclusions

The use of a single index as a measure of the “health of the justice system” is methodologically difficult and would likely have more opponents than proponents. The weighting of separate indicators is very subjective and would pose problems due to the lack of a common denominator among the key indicators from the different sectors of the criminal justice system. Even if a composite index could be developed, there would remain the problems of interpretation and the meaning of change in the index numbers over time. In summary, it would appear that the advantages of the use of a composite criminal justice index would not be sufficient to outweigh the identified problems in its creation.

VI. RECOMMENDATIONS FOR PRIME INDICATORS

Given the problems which have been identified, it would seem to be preferable, in the short and medium term, to concentrate on the identification and development of a relatively small number of important indicators from each sector of the justice community. Using this set of indicators, one could quickly obtain an overview of the current status and recent changes in the criminal justice system as a whole within the context of other social conditions. The use of individual volume and performance indicators would also remove the problems in the interpretation of the composite index.

I. Prime Workload and Volume Indicators

1. The number of calls to police for service and changes over time.
2. The number of criminal incidents known to the police and changes over time.
3. The number of persons charged and changes over time.
4. The number of people served by alternative measures, mediation, dispute resolution and diversionary programs and changes over time.
5. The number of cases dealt with in court and changes over time.
6. The number of admissions to correctional facilities and changes over time.
7. The number of admissions to community dispositions and changes over time.

II. Prime Performance Indicators

1. The number of incidents cleared by the laying of a charge and cleared otherwise and changes over time.
2. The number of criminal incidents reported to crime victim surveys and changes over time.
3. Canadians’ perceptions of their personal safety in their neighbourhoods.
4. Rates of recidivism, including re-charging, re-conviction, and re-admission to correctionalfacilities.
5. Unduplicated count of convicted offenders.

6. The type and length of sentences ordered in court and changes over time.
7. Overall incarceration rate compared to other Western countries.
8. The number of applications for legal aid and approval rate.
9. Race or ethnicity of victims of crime, persons charged, persons appearing in court, and admitted to correctional programs.
10. The overall cost of administering the criminal justice system and changes over time.
11. Average case processing time from the time of first appearance through to court disposition.
12. Public satisfaction with the police, courts, correctional system, parole and the law.
13. Number of sentences involving restitution and compensation for victims and restraining orders for offenders.

III. Prime Environmental Factors

1. The overall unemployment rate and the unemployment rate for young males.
 2. The number of individuals, families and children with incomes below the low income cut-offs.
 3. The Gross Domestic Product (GDP).
 4. Rates of premature school leaving.
 5. The divorce rate, and the number of families headed by lone parents.
 6. Rates of children born to single teenagers.
 7. Number of out-of-home placements, and number of children in contact with child welfare authorities for abuse and neglect.
 8. Rates of alcohol and drug abuse in the population.
 9. Number of children with emotional and behavioural disorders.
 10. Rates of population growth in major urban centres and population density.
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5.7. Evaluating the quality of justice -1995¹⁴

Long Term Measures of Justness

- Part of the justification for this alternative approach may be an implicit hypothesis that, in the *long-term*, just systems lead to lower rates of violence.
- More important, however, is the hypothesis that a just system of responding to individual disruptions results in greater long-term community harmony and cooperation.
 - o In other words, the goal or pay-off will not be found in lower crime rates or recidivism but in a more self-respecting, self-confident, and productive society made up of individuals who feel valued and rejected.
- This is clearly not the kind of result that can be tested (if at all) within a few years after the implementation of an alternative legal system.
- At best, the long-term goals may be evident a generation or two hence.

Short Term Measures of Justness

- What measures might be devised, in the shorter-term that address justness rather than deterrence? Individual communities' values and expectations can only be captured by subjective measure that test the perceived just-ness of institutions in the minds of all participants, than the alternatives. Hence:
 - **Victims** should feel that their pain and anger are acknowledged, and more effectively addressed.

¹⁴ Russel Lawrence Barsh, Associate Professor, [Native American Studies, University of Lethbridge](http://www.usask.ca/nativelaw/jah.html). Professor Barsh is U.N. representative for the Mikmaq Grand Council of Nova Scotia in association with the Four Directions Council, a non-governmental organization in consultative status with the Economic and Social Council of the United Nations. Evaluating the quality of justice, <http://www.usask.ca/nativelaw/jah.html> Justice as Healing Spring 1995 http://www.usask.ca/nativelaw/jah_barsh3.html

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- **Accused persons** must feel that they are treated fairly and with respect, and must be more willing to comply with decisions.
 - If the direct participants feel well-served, it is reasonable for us to predict that decisions will last, beyond the time-horizon of our research measurements.
- **People in the community** as a whole should feel that, as victims, or accused persons, they would be treated more fairly and more respectfully - a broad expectation of just treatment among those who are presently only potential participants.
 - We should also expect to find a positive evaluation of the legal order by community members who are, for the present, merely observers rather than participants.
 - If this community at large senses that there is greater justice, this observation is *consistent* with greater long-term community harmony and cooperation.
 - **Decision-makers** must feel that they are able to understand the needs of the parties, and respond more appropriately than would be possible in mainstream adjudication.