National Crime
Prevention Centre

Centre national
de prévention du crime

Safer Communities

A Parliamentarian's Crime Prevention Handbook

Canada

SAFER COMMUNITIES

A PARLIAMENTARIAN'S CRIME PREVENTION HANDBOOK

ISBN 0-662-26730-3
Cat. no. JB-6/1998E
This text is also available in alternate media.

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Safer Communities: A Parliamentarian's Crime Prevention Handbook was produced with the input and financial assistance of the following:

Correctional Service of Canada
Department of Canadian Heritage
Department of Justice Canada
Department of the Solicitor General
Health Canada
Human Resources Development Canada
Statistics Canada
National Parole Board

In addition, the former National Crime Prevention Council Secretariat provided financial support and advice for the Handbook.

The Challenge . . .

"The most important challenge in crime prevention is to convince people that they have more power than they think they have, where prevention is concerned. We have to get past people's defeatism.

"This can be accomplished by re-creating a sense of belonging, a sense of community life. Mobilizing the community is important. We have to inform people: 'There are problems, but there are also solutions, and there are results.'

"We have to convince policy makers that crime prevention is cost-effective and that it is an investment in the future."

Serges Bruneau
Tandem
City of Montreal

The Role . . .

"Whether it's a municipal politician, a provincial politican, or a federal politician, we can't just expect them to be able to look after the problems themselves. We in the community are the ones who really know what the problems are and what's needed at the community level. That's one reason why we need to work closer together.

"This is one area where you will find individuals who've worked for years, with loads of experience based on a lifetime commitment, to making their community a safe and healthy place to live.

"That's why we look to politicians not so much as leaders in crime prevention but as partners. As a resource. I'm not talking just about money necessarily, even though it helps — it could be something as simple as recognizing those in their community committed to crime prevention, or as complex as facilitating a meeting of frustrated community groups. For us, that's the kind of support we need."

Sergeant Murdock MacLeod
Ottawa-Carleton Regional Police Service

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Introduction

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INTRODUCTION

Canadians are concerned about crime, crime prevention and ways to create a safer society. Parliamentarians are increasingly being called on to respond to the call for safer communities by helping Canadians to identify issues and solve crime problems occuring in their communities. To support Parliamentarians in their efforts, *Safer Communities: A Parliamentarian's Crime Prevention Handbook,* second edition, was developed in partnership with the Department of Justice Canada, the former National Crime Prevention Council (1994–97), the new National Crime Prevention Centre, the Department of the Solicitor General, the Correctional Service of Canada, the National Parole Board, Health Canada, Human Resources Development Canada, Statistics Canada and the Department of Canadian Heritage.

This second edition of the Handbook provides updated information on community safety issues and approaches. It draws on advice, information and lessons learned about crime prevention and community safety from a variety of sources — police analysts, researchers, statisticians, community leaders and community-based crime prevention practitioners.

A Range of Strategies to Prevent Crime

Crime prevention involves more than apprehending, identifying and punishing offenders. Of course this aspect is necessary to help protect society and ensure that there are meaningful consequences for committing crimes. However, not all offences are detected, not all offenders are brought to justice, and not all offenders change their behaviour as a result of being convicted and sentenced. To effectively prevent crime, it is also essential to address the underlying causes of crime — including the variety of social conditions and life circumstances that, combined, contribute to crime problems.

The Handbook presents a range of information on the root causes of crime and how they can be addressed. It shows how Canada's police, courts and corrections services are changing to incorporate and complement social development approaches to crime prevention. The Handbook also highlights the multidisciplinary approach that is now being taken to crime-related problems. It illustrates how a variety of agencies from the justice, social and health sectors are working in collaboration with members of the community to solve problems.

This updated version of *Safer Communities: A Parliamentarian's Crime Prevention Manual* is divided into the following sections:

The General Overview outlines Canada's crime rates and the costs of crime in Canada, and discusses the concept of a balanced approach to crime prevention.

The National Strategy on Community Safety and Crime Prevention presents information on the federal government's recent crime prevention strategy to help mobilize Canadians around crime prevention initiatives. It explores the groundwork carried out by the former National Crime Prevention Council (1994–97) during Phase I, outlines the elements of Phase II, and reviews complementary national initiatives.

Priority Issues highlights selected groups in Canadian society that are vulnerable to crime and victimization and focuses on the crime prevention issues that affect them.

Community Stories includes profiles of successful grass-roots crime prevention activities taking place in various Canadian communities.

Facts and Figures covers a range of relevant topics in a series of quick reference fact sheets.

Communications Aids contains material that Parliamentarians can use to produce householders, write speeches or create communications products.

The Resources section provides a preliminary list of relevant organizations and documents, along with a checklist for exploring initiatives taking place in specific communities.

General Overview

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GENERAL OVERVIEW

Crime is a problem that exists in every country in the world. In fact, since World War II, almost every major industrialized country has experienced increased rates of crime. The costs of crime to individual countries run in the billions of dollars annually, but the bottom line is that crime hurts people. It inflicts loss, injury and emotional trauma on individuals and changes the face of communities.

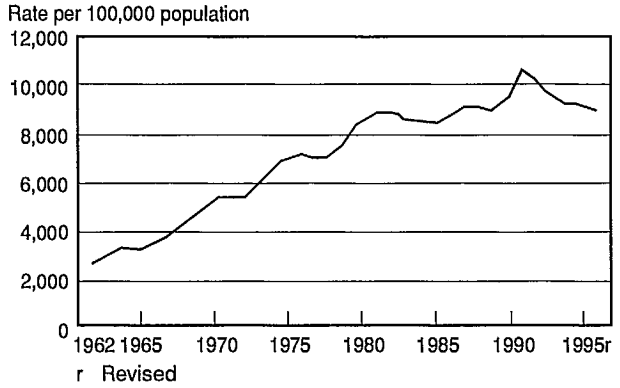
Crime in Canada

The facts about victimization

Research suggests that the risk of Canadians becoming victims of crime has not increased since the late 1980s. The most recent General Social Survey (GSS), conducted in 1993, revealed that victimization rates were about the same as reported in the previous GSS in 1988. Police-reported crime rates also suggest that risk rates have not increased.

The 1993 GSS also found that almost one Canadian in four (24 percent) was a victim of at least one crime during the survey period. Other surveys have found similar results. A national Angus Reid/CTV News poll, conducted between May 28 and June 2, 1997, found that one in four (25 percent) of those surveyed said they were victims of a crime in the previous two years. In 1994, the result was the same, whereas in 1990 it was found that one in five respondents (20 percent) said they were victims of crime.

Crime rate, Canada, 1962–1996



Source: *Uniform Crime Reporting Survey*, Canadian Centre for Justice Statistics, Statistics Canada.

Canada's crime rate is decreasing

The crime rate reported by police decreased by 2 percent in 1996[1] for the fifth consecutive year-to-year decline, according to the Canadian Centre for Justice Statistics (CCJS). This puts the crime rate at a level similar to that of 1986. Since 1992, crime rates have declined significantly, and this is true for both violent and property crime. In fact, over the past five years, the crime rate has decreased by a total of 15.1 percent.

The majority of reported crimes committed in Canada are property offences. Of the 2.9 million federal statute incidents reported to the police in 1996, 2.6 million were *Criminal Code* incidents (excluding traffic crime). Of these, 59 percent were property crimes, 11 percent were violent crimes, and 30 percent were other *Criminal Code* offences, such as prostitution, arson and mischief. Of the remaining violations,

1. Canadian Centre for Justice Statistics, "Canadian Crime Statistics, 1996," *Juristat* 17 (8), p. 1. (At the time of printing, the 1997 crime statistics were not available.)

Crime rates are also falling in the United States and in England and Wales

	1992	1993	1994	1995	1996
	Year-to-year percent change in rate				
Canada[1]	-3%	-5%	-4%	-2%	-2%
United States[2]	-3%	-2%	-1%	-1%	-3%
England and Wales[3]	+5%	-2%	-5%	-3%	-2%

1. Based on Total Criminal Code rate.
2. Based on U.S. Index rates. U.S. Department of Justice, Federal Bureau of Investigation. 1996 data are preliminary.
3. Based on rate of total notifiable offences. The Home Office, Research and Statistics Department, London.

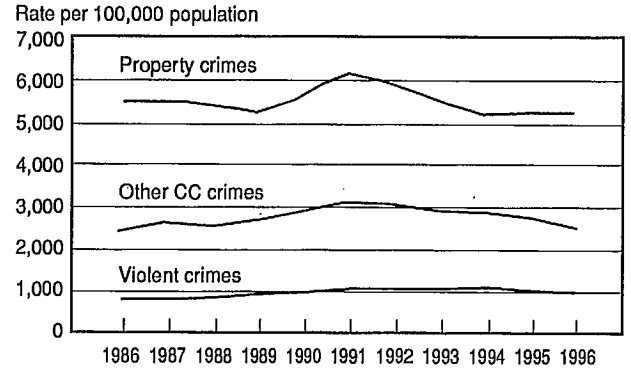
162,000 pertained to *Criminal Code* traffic incidents, 65,000 to drug incidents and 31,000 to incidents relating to the *Excise Act*, the *Immigration Act* and the *Canada Shipping Act*.[2]

The overall decline in the 1996 Canadian crime rate was mirrored in the United States as well as in England and Wales. The Uniform Crime Reporting (UCR) data released by the U.S. Federal Bureau of Investigation for 1996 showed the fifth consecutive yearly decline for total crime, violent crime and property crime. By way of comparison with Canada's 2 percent decrease in 1996, the U.S. crime rate fell 3 percent, and the crime rate in England and Wales decreased by 2 percent.

Violent crime is decreasing

Violent crime includes homicide, attempted murder, assault, sexual assault, other sexual offences, abduction and robbery. Canada's violent crime rate fell 2.2 percent in 1996, which represents the fourth consecutive annual decrease. Prior to 1992, when the rate began decreasing, the violent crime rate had been increasing for 15 years straight. From the late 1970s to the early 1990s, the violent crime rate more than doubled, mainly due to a large increase in Level I assaults (in which injury to the victim is relatively minor), which also account for six in ten violent crimes.

Violent, property and other *Criminal Code* incidents, 1986–1996



Source: *Uniform Crime Reporting Survey*, Canadian Centre for Justice Statistics, Statistics Canada.

Homicide is the most serious type of violent crime and is often considered to be the most accurate indicator of the degree of violence of a community. Therefore, it is important to note that Canada's homicide rate has declined in recent years. Homicide accounted for 0.02 percent of the almost 3 million *Criminal Code* incidents reported to police in 1996. Although the homicide rate increased by 6 percent in 1996, it has been gradually decreasing overall since 1975, and is now 30 percent lower than it was in 1975.

There is a public perception that youth crime, especially violent crime, is increasing. Media reports of youth gangs, violence in schools and homicides tend to create the impression that the situation has reached crisis proportions. While research does not support this perception, there is no denying that youth crime is nonetheless a cause for concern.

There is, among those young people accused of committing a crime, a small minority who repetitively engage in serious offences against property and persons. Not surprisingly, it is these violent and repeat offenders that generate the most public anxiety.

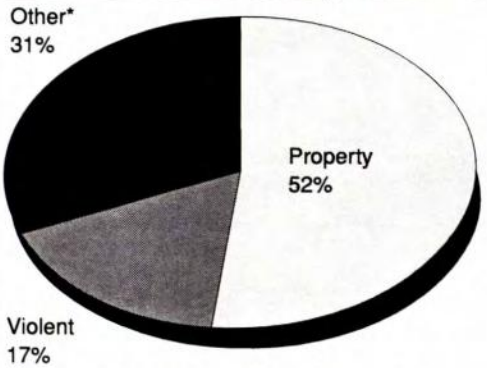
Crimes committed by youth

Statistical information reveals that most youth crime is committed by young males, and that most crimes are not violent. The majority are property offences. In fact, data collected in 1996 reveal that only 17 percent of the young people who violated

2. Ibid, p. 3.

the *Criminal Code* or other federal statutes were charged with a violent offence. Of these, only a minority of the charges related to homicide, attempted murder and aggravated assault.

The nature of youth crime in Canada, 1996



* Other includes other Criminal Code, drugs, other federal statute offenses.

Source: Canadian Centre for Justice Statistics

Most violent crimes committed by youth are against their peers, usually acquaintances, and not against adults or strangers. The most common victims of youth violence are girlfriends, boyfriends, other young people, family members and members of ethnocultural groups or sexual minorities (gays, lesbians, bisexuals).

Interpreting the statistics on violent crime

With respect to violent crime, however, statisticians caution that the present relatively high figures, despite the decreasing trend, may be partly due to changes in the reporting practices of citizens and police. Whether or not a crime is reported to the police can depend on factors such as the victim's perception of an officer's ability to help, the perceived seriousness of the crime and whether or not the crime is a private matter. Incidents may also go unreported if the victim feels that the situation can be resolved without police involvement.

In general, police-reported crime data are said to reflect crimes that are serious enough to involve the police. There are instances, however, in which seriousness is not the only criterion determining whether or not the crime is reported to the police. For example, the 1993 Violence Against Women Survey found that 45 percent of women assaulted by their partners to the extent that they feared for their lives never once reported an incident to the police. Many of these women did not contact the police because they feared the perpetrator or felt ashamed or embarrassed.

Hate- and bias-motivated crimes are also known to be underreported. Experts in crime analysis suggest that only a small percentage (in the vicinity of 10 percent) of hate crimes or harassment are ever reported to any source.

Another factor that affects the reporting of crimes is the public level of tolerance for certain behaviours. If the level of tolerance decreases, for example, through increased education, the level of reporting may increase. Moreover, changes in legislation, policies and police enforcement practices can affect statistics. For instance, an amendment to the *Criminal Code* that creates a new offence or broadens the definition of an existing one will cause an increase in the police-reported crime statistics.

Over the past decade, hate- and bias-motivated crime, sexual assault, violence against women and child abuse have been the targets of legislation, public education and media attention. Citizens and police have been encouraged, and in some cases required, to report and record offences. While the worst cases of violent crime have always had a high rate of reporting, it may be that violent crimes within the family are now reported more often because of the increasing levels of public awareness about them and the growing realization that they do constitute crimes.

It is important to emphasize that the fact that a particular crime rate is or is not changing does not indicate whether it was unacceptably high in the first place. While the situation may not be as dire as some may suggest, Canada's crime rate clearly illustrates the need for action to make communities safer places in which to live.

Working with numbers

The Canadian Centre for Justice Statistics (CCJS), in cooperation with the policing community, collects police-reported crime statistics through the Uniform Crime Reporting Survey. The Survey was designed to produce an indicator of the incidence of crime in Canada and its characteristics. The CCJS regularly releases crime statistics through its bulletin entitled *Juristat*.

Because a significant proportion of some types of criminal incidents are not reported to the police, Statistics Canada conducted national victimization surveys as part of the General Social Survey (GSS) in 1988 and again in 1993 to complement officially recorded crime data. Victimization surveys measure the extent to which criminal incidents are not reported to the police, why victims decide not to report, the consequences of crime upon its victims, feelings of safety and public perceptions about the level of crime. For example, the 1993 GSS estimated that 90 percent of sexual assaults, 68 percent of other assaults and 53 percent of robberies in that year were not reported to the police.

Victimization data, such as those provided in the GSS, do have limitations, since they rely on the survey respondents' truthfulness and accuracy of recollection. Respondents may, for example, fail to mention an incident because they have forgotten, are embarrassed about it or consider it unimportant. Respondents can also inflate statistics if they report an event as having occurred during the survey reference period, when in fact it occurred before or after that period.

Further, these types of surveys do not include any form of third-party assessment, which could make a difference in the reporting of an event. For example, a respondent who was involved in a bar fight may see himself as the victim of assault, whereas a police officer attending the call may have recorded the individual as the offender. Victimization surveys can address only certain crimes, and do not take into consideration crimes that do not have a clear-cut victim (such as prostitution, drug dealing or impaired driving), crimes in which a business, corporation or school is the victim, and crimes in which the victim is dead (homicide). Further, children are generally not included in these types of surveys.

The Costs of Crime

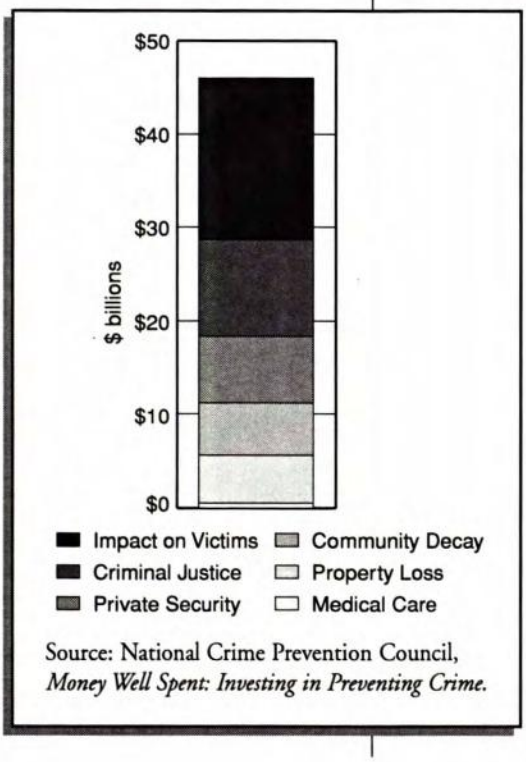
The social and economic costs of crime are devastating. There is no way to fully quantify the physical, emotional and psychological damage that crime can cause its victims. Victims who lose a child or family member to violent crime suffer an unspeakable loss, and those who have been physically or sexually abused may suffer lifelong trauma.

The fear and apprehension that crime generates in communities undermine people's quality of life. They restrict people's sense of freedom and breed distrust and intolerance. The fear of crime can lead people to secure themselves behind locked doors and protective systems and to harbour suspicions against people who are unknown to them.

Reacting to crime — apprehending, sentencing, incarcerating and rehabilitating offenders — costs taxpayers almost $10 billion a year, which represents about $340 per Canadian. However, this amount is only a small portion of the total costs associated with crime. It does not include, for example, the cost of property loss, security services, insurance fraud and crime-related hospitalization.

While certain aspects of the costs of crime are somewhat quantifiable, the human costs of crime can never be fully determined. For example, how can a price tag be placed on the lost productivity crime causes or on the effect it has on an individual's personal aspirations and sense of security and well-being?

Total cost of crime in Canada
(N=$46 billion)



Source: National Crime Prevention Council, *Money Well Spent: Investing in Preventing Crime.*

Crime also exacts a cost in terms of the economic development of communities. In communities hard hit by crime, housing prices drop, and people who can afford to do so move to other neighbourhoods. Industries bypass high crime areas, because they lack the labour force and physical conditions needed to operate. As the tax base disappears, infrastructure deteriorates, and economic and social development grinds to a standstill or starts moving backwards. The dollar value of these economic costs is difficult to measure.

In developing a national crime prevention strategy, the National Crime Prevention Council undertook research into the cost of crime, by examining the cost to Canadians and Canadian society, and reviewing various data, methodologies and literature. The Council also made use of a formula developed by a panel of experts that reports to *Business Week*. This formula uses the actual costs associated with the criminal justice system to calculate the total annual cost of crime, including the costs associated with pain and suffering. Based on this research, the Council determined that the total costs of crime in Canada are about $46 billion annually.[3]

Conversely, an ability to prevent crime and its associated problems and to build safe, caring communities brings many advantages — such as the better use of public funds, improved quality of life, increased economic development and more security for people in their daily lives.

3. National Crime Prevention Council, *Money Well Spent: Investing in Preventing Crime* (Ottawa, 1996), p. 14.

The cost of incarceration

- In 1995-96, the cost of operating federal and provincial adult correctional services amounted to $1.92 billion, or the equivalent of about $65 for each person in Canada.
- It costs about $50,375 per year to keep a person in a federal penitentiary.[4]
- Spending on adult corrections has been stable since 1991-92. However, on a constant dollar basis, costs have increased 19 percent since 1988-89.

Incarceration and crime prevention

Many Canadians believe that offenders are not dealt with harshly enough. However, the United States has the highest rate of incarceration in the industrialized world, and we have only to look south of the border to witness the failure of imprisonment as a means of crime prevention.

The U.S. prison population has doubled in the past 10 years, and now stands at the record level of six prisoners per 1,000 citizens.[5] And yet, every hour, approximately 200 Americans become victims of violence.[6] As the Twelfth Report of the Standing Committee on Justice and the Solicitor General stated: "If locking up those who violate the law contributed to safer societies then the United States should be the safest country in the world."[7]

In fact, Canada's crime and incarceration rates are more similar to those of the United Kingdom and France. Like Canada, these countries balance conventional methods of control with crime prevention and community safety strategies that address the underlying factors that contribute to crime.

4. Federal penitentiaries incarcerate offenders sentenced to two years or more; provincial prisons incarcerate offenders sentenced to two years less a day.
5. *Corrections Population Growth*, 1997, Annex B 1.
6. *Preventing Crime Makes the World More Sustainable.* A reference document on the International Centre for the Prevention of Crime, Montreal, Quebec. Information on this subject can also be found in *The Human Development Report*, 1994, United Nations Development Programme, New York.
7. Standing Committee on Justice and the Solicitor General, *Crime Prevention in Canada: Toward a National Strategy.* Twelfth Report of the Standing Committee on Justice and the Solicitor General (Ottawa, February 1993). Also referred to as the *Horner Report.*

What Canadians say

Canadians are concerned about crime. The 1997 Angus Reid/CTV News poll showed that crime is a community issue currently on the minds of many Canadians. When asked to name the most important problems or concerns in their community, an average of 22 percent of Canadians named crime and related issues "top-of-mind." The results ranged from a low of 10 percent in Atlantic Canada and Quebec, and rose from east to west, peaking at 42 percent in British Columbia.

Crime is a community issue currently on the minds of many Canadians.

According to the 1993 GSS, carried out by the CCJS, more than one quarter of Canadians (27 percent) indicated they did not feel safe walking alone at night in their own neighbourhoods. Further, the 1997 Angus Reid/CTV News poll found that one in five (21 percent) Canadians surveyed said they fear being a victim of crime in their own community (5 percent harbour "a great deal" of fear and 16 percent, "a fair amount of fear").

According to research, Canadians perceive an increase in the amount of crime in their community. The 1993 GSS revealed that almost half (46 percent) of Canadians believed that crime in their neighbourhoods had increased over the past five years. The 1997 Angus Reid/CTV News poll found that almost six in ten (59 percent) Canadians perceive an increase in the amount of crime in their community over the past five years. In comparison with earlier Angus Reid polls, the proportion of Canadians with this perception is down slightly from the 68 percent who had estimated an increase in 1994 and is in line with the public's 1990 perception (57 percent).

Yet, for many Canadians safety from crime is a key part of their national identity. A poll conducted by Ekos Research in November 1996 found that, to 88 percent of its respondents, "feeling safe in most public places" was very important in giving them a sense of belonging in Canada. "Feeling safe" was ranked above other elements such as parks, sports heroes, the flag and Canadian music.

A Balanced Approach to Crime Prevention

When crime happens, it can be said that two main factors are at play[8] — an offender with the motivation to commit a criminal act and a situation that provides an opportunity for the crime to be committed. It follows that two possible measures for preventing crime are ensuring that fewer people become offenders and reducing the opportunities for crimes to be committed. These approaches are known, respectively, as crime prevention through social development and opportunity reduction. Both are necessary, and work to complement each other. Together they constitute a balanced approach to crime prevention.

Reducing the opportunities for crime

Commonly known measures to prevent crime are those that aim to reduce the opportunities for crime to occur. They involve actions by communities or individuals to decrease their likelihood of becoming victims of public violence and property crime. These target hardening measures include installing better locks and alarms;

8. Department of Justice Canada, Research and Statistics Section, *Building a Safer Canada: A Community-based Crime Prevention Manual*, (Ottawa, 1996), p. 1.

organizing Neighbourhood Watch and Block Parent programs; and modifying urban design, by improving street lighting, for example.

While these measures can be somewhat effective, they are not intended to address the long-term root causes of crime. Alone, they are rarely of sufficient breadth to do more than shift crime from one home to another, from one office to another, or from one person to another. It is necessary to combine opportunity reduction measures with the social development approach.

Targeting the roots of crime

Crime prevention through social development works to create safer communities by addressing the roots of crime, and not just the symptoms. It aims to directly address the factors that are known to increase the likelihood of a person becoming an offender.

The roots of crime are complex and multilayered. A combination of factors, including poverty, physical and sexual abuse, child abuse and trauma, low self-esteem, inadequate schooling and housing, unemployment, inequality, and dysfunctional families, have been found to contribute to the making of a criminal. Long-term crime prevention aims to change the likelihood of people becoming criminals by altering conditions that can cause childhood neglect and disadvantage. Such measures might include programs focusing on positive parenting, drug and alcohol abuse, unemployment and literacy.

It is, however, important to note that most people who may be considered to be at risk do not turn to a life of crime, and not all criminals come from disadvantaged backgrounds. Nonetheless, it has been proven that these types of conditions are contributing factors, and that most important are the values embraced by individuals and communities.

Head start programs

The importance of early intervention with children at risk is acknowledged throughout the crime prevention community in Canada. Preschool or "head start" programs, which aim to improve the mental and social skills of high-risk children, are operating in many parts of Canada. These programs are generally accompanied by complementary parenting programs. Two examples of these programs, Aboriginal Head Start and Moncton Head Start, are profiled in the "Community Stories" section of this handbook.

Over the long term, nurturing healthy childhood development is seen as one of the most cost-effective crime prevention measures available.

Research indicates that, over the long term, nurturing healthy childhood development is seen as one of the most cost-effective crime prevention measures available. For example, a highly regarded American study in child development — the Perry Preschool Project[9] — indicates that children born into poverty who attend a targeted day-care prevention program have half as many criminal arrests, are less dependent on welfare, are more likely to complete high school, and have higher earnings than those who do not participate. It was found that taxpayers saved $7.16 for each dollar invested in the program. Preschool participants absorbed fewer resources because they were less likely to come into conflict with the law.

9. L.J. Schweinhart, H.V. Barnes and D.P. Weikart, *Significant Benefits: The High/Scope Perry Preschool Study Through Age 27.* (Ypsilanti, MI: High/Scope, 1993).

The Canadian public supports a focus on children as a means to prevent crime. An overwhelming majority of respondents (80 percent) to a 1997 Environics poll said that they favour placing a great deal of emphasis on programs giving children a better start in life in order to prevent them from becoming offenders. A further 17 percent said they favoured some such similar emphasis.

Canada's National Crime Prevention Council also placed an emphasis on children and youth. It developed three models[10] (focusing on children — prenatal to 6 years of age and age 6 to 12 — and on youths aged 12 to 18) to help identify the risks that children face through the various developmental stages and social settings in their lives. Information about these potential risks can be used in creating effective community crime prevention initiatives that target children.

Communities Against Crime

Communities are key to preventing crime and creating a safer Canada. In order for government efforts to be effective, communities must be involved as active and respected partners. Communities are in the best position to know what is most appropriate for their particular areas, and in many cases, are already active in working for change. In fact, the chances of any prevention program being successful depend largely on the particular community's cohesiveness, motivation and sense of empowerment.

In every part of Canada, there are individuals and groups working on making communities safer. Community leadership and participation in the practice of crime prevention are key to building safer communities. Communities can make a difference.

Mobilizing for action

According to the Standing Committee on Justice and the Solicitor General, the principles of a comprehensive response to crime, known as the "safer communities" approach,[11] include the following:

- The community is the focal point of effective crime prevention.
- The community needs to identify and respond to short- and long-term needs.
- Crime prevention efforts should bring together individuals from a range of sectors in order to tackle crime.
- Strategies for preventing crime should be supported by the whole community.

Since the sources of crime and other social problems are to be found in communities, community involvement is key to addressing these problems. Each community is different, with its own set of problems and circumstances, and crime prevention approaches have to be tailored to reflect these particular conditions. The Department

10. The "Priority Issues" section of this handbook provides a more detailed explanation of these models.
11. Standing Committee on Justice and the Solicitor General, *Crime Prevention in Canada*, p. 12.

of Justice Canada has produced a step-by-step guide, *Building a Safer Canada: A Community-based Crime Prevention Manual*, that outlines how communities can develop detailed plans for community safety and crime prevention programs.

The problem-solving approach promoted in the manual presumes that crimes are not just random occurrences, but that they occur in patterned ways.[12] For example, some children are more likely to become involved in delinquency than others, and crimes are more likely to happen in some places than in others. Knowledge of these patterns can help prevent future occurrences of crime.

There are four phases in the model for planning crime prevention programs.

- Phase one involves collecting information to identify, describe and analyse community problems.
- The second phase is to develop an action plan, through determining the level of intervention, setting goals and objectives, and selecting participants and strategies that will be implemented.
- The third phase is the implementation of the program, in which participants' roles are determined and the necessary support is obtained from the agencies to be involved in the program.
- The fourth and final phase entails the monitoring and evaluation of the program to determine its impact and to fine-tune the approach used.

12. Department of Justice Canada, *Building a Safer Canada*, p. 1.

National Strategy on Community Safety and Crime Prevention

3

THE NATIONAL STRATEGY ON COMMUNITY SAFETY AND CRIME PREVENTION

Crime prevention works when it takes root at the community level. It is the people who live and work in a community who are the "experts" on their area's problems, strengths and needs. Yet, for communities to develop innovative solutions to create a safer society, they need to form partnerships. They also need the information, tools, training and resources necessary to get crime prevention projects off the ground. The National Strategy on Community Safety and Crime Prevention is aimed at developing community-based responses to crime, with a particular emphasis on children and youth, Aboriginal people and women. It is designed to enhance the knowledge and expertise of communities with respect to crime prevention, and fostering partnerships and collaboration.

Phase I of the National Strategy was announced by the Minister of Justice and the Solicitor General in 1994. With a budget of $3 million per year, the Strategy provided a framework for a range of federal initiatives and various crime prevention activities undertaken by the Department of Justice and Solicitor General Canada. As part of Phase I, a National Crime Prevention Council was created and given a three-year mandate.

The National Strategy also provided a framework for increased federal, provincial and territorial cooperation on community safety and crime prevention. This collaboration helped to determine areas of joint interest and common goals and continues to serve as a basis for identifying priorities at the community level.

Phase II of the Strategy will enable the federal government to broaden its partnerships and support communities in designing and implementing innovative and sustainable ways of preventing crime.

This section provides information on Phase II of the National Strategy. It follows with a background on the foundation laid by the National Crime Prevention Council. Some of the related national initiatives that complement the Strategy are also outlined in this section.

Mobilizing for Action (Phase II)

The National Strategy on Community Safety and Crime Prevention Phase II moves the national crime prevention agenda forward by supporting the efforts of Canadians to create safer communities. The Strategy recognizes that creating safer communities depends on strong crime prevention efforts, as well as traditional legal responses. It identifies concrete steps to engage a wide range of crime prevention partners from a

variety of disciplines. These partners include provincial and territorial governments, municipal governments, non-governmental organizations (NGOs), crime prevention practitioners, academics and the private sector.

Phase II builds on the experience of Phase I, including the important groundwork laid by the National Crime Prevention Council in establishing crime prevention models and community mobilization strategies, and in fostering dialogue on crime prevention among all levels of government, communities and sectors.

The National Strategy objectives

The National Strategy aims:

- to promote the integrated action of key governmental and non-governmental partners to reduce crime and victimization;
- to assist communities in developing and implementing community-based solutions to problems that contribute to crime and victimization, particularly as they affect children, youth, women and Aboriginal people; and
- to increase public awareness of and support for effective approaches to crime prevention.

Priority populations

The following are priorities for the National Strategy on Community Safety and Crime Prevention:

- ***Investing in Children and Youth***

The best way to deal with the underlying causes of crime and victimization, and to thereby contribute to a safer society, is to provide children and their families with supports and resources. Risk factors associated with youth crime include fetal alcohol syndrome, child abuse and poor parenting.

- ***Investing in Aboriginal People and Communities***

Many Aboriginal communities experience disproportionately high rates of violence, victimization and poverty. Funding under the Safer Communities Initiative will complement *Gathering Strength — Canada's Aboriginal Action Plan*, contributing to improvements in health and public safety, and investment in people and economic development.

- ***Investing in Women's Personal Security***

Violence has a significant impact on the quality of women's lives. Studies have reported that one half of Canadian women have experienced at least one incident of violence since the age of 16. Fear of crime is a particularly important issue for women because it restricts their freedom to participate fully in society. Initiatives are required to improve women's personal security and to reduce victimization and fear of crime.[1]

1. For more information on these groups, see the "Priority Issues" section of the Handbook.

Funding

Focusing on sustainable change, Phase II increases federal funding for crime prevention to $32 million per year. This represents 1 percent of the federal costs of operating the criminal justice system in Canada (police, courts, and corrections), and fulfils the Liberal Party's commitment in *Securing Our Future Together, the Liberal Plan 1997* to increase funding for community-based crime prevention initiatives to a level of $30 million per year and provide $2 million per year to establish a public-private body to help prevent crime.

The components of Phase II

The National Strategy on Community Safety and Crime Prevention Phase II is comprised of three components:

- the Safer Communities Initiative, designed to enhance crime prevention efforts in communities across Canada;
- the Promotion and Public Education Program, designed to enhance Canadians' awareness of crime prevention; and
- the Private Sector/Non-Profit Body on Crime Prevention, created to enable the federal government and private sector to work in partnership to prevent crime and raise public awareness of crime prevention issues.

The federal government is working closely with provinces, territories and other partners to determine the principles and criteria under which each component will operate.

The newly created National Crime Prevention Centre within the Department of Justice is responsible for implementing the National Strategy, in partnership with Solicitor General Canada.

The Safer Communities Initiative

The Safer Communities Initiative is the main vehicle through which the federal government will assist Canadians to undertake crime prevention activities in their communities. Communities may be defined by geography, as in the case of neighbourhoods or towns, or by shared goals and experience. The Initiative consists of three elements: the Community Mobilization Program, the Crime Prevention Investment Fund, and the Crime Prevention Partnership Program.

Community Mobilization Program

This program will provide financial support to community-based crime prevention activities that incorporate partnership building and contribute to an integrated approach to building community safety. Communities vary greatly in their interest and capacity to address crime prevention issues, and the program takes this into account. Some communities, for example, may be lacking the infrastructure to organize and develop a crime prevention plan. Other communities may already have solid plans in place, but require funding to implement them. The Community Mobilization Program will aim to provide support to communities at various stages to help them develop comprehensive and sustainable approaches to crime prevention

Each community will have to identify its assets and needs in order to prevent crime effectively over the short to long term. Communities will also have to mobilize a variety of players, including those providing services in areas such as housing, social services, public health, policing, community sport and recreation, schools, socio-cultural organizations and other community organizations, such as those serving women, children and business. Communities may need support to undertake some activities, including the assessment of their assets, capacity and needs; planning; training; the dissemination of information; skills building; conflict resolution; consensus building; and evaluation of crime prevention initiatives. These activities will be based on collaborative approaches that have clear objectives and measurable results.

The Community Mobilization Program is not intended to duplicate or replace the excellent work that is already going on in communities across Canada. Rather, it is intended to build on the government, voluntary and private sector initiatives, by investing in the strengths of people and communities from coast-to-coast.

The Community Mobilization Program is geared toward sustainable community development and places a strong emphasis on partnership building. It is anticipated that projects will become self-sustaining over time, with the funding support of other partners.

Crime Prevention Investment Fund

As observed by the National Crime Prevention Council, in order to make crime prevention investments that will yield the best possible returns, it is critical to have information on the costs, benefits and overall effectiveness of community crime prevention programs in Canada. Consequently, the Crime Prevention Investment Fund will identify and support the development of promising and innovative crime prevention programs and approaches in diverse communities. Selected programs will be rigorously evaluated. The intent is to determine the characteristics of successful programs as well as the extent to which they can be replicated in other settings across the country.

The Fund will facilitate the sharing of information on quality crime prevention programs that are community-based, promote multi-sectoral partnerships, have long-term sustainability, and are cost-effective. The Fund will also promote savings in the longer term, by fostering the development of new programs as well as improvements to existing programs and services.

Crime Prevention Partnership Program

Canada's approach to crime prevention can be strengthened by supporting and encouraging the involvement of national and international non-governmental organizations in community crime prevention efforts. The extensive networks of national organizations can help communities prevent crime, share information and encourage community mobilization. In addition, by developing crime prevention tools needed by many communities, significant savings can be realized in terms of both human and financial costs.

The Crime Prevention Partnership Program aims to support the involvement of organizations that can contribute to community crime prevention activities through the development of information, tools and resources that facilitate community participation in all phases of crime prevention (e.g., needs assessment, development of plans, implementation and evaluation) and that can be applied across Canada.

Promotion and Public Education Program

The Promotion and Public Education Program is designed to provide Canadians with comprehensive information on crime prevention. It will also aim to educate the public about the various approaches that can be used to prevent crime, about crime rates and the causes of crime, and about alternatives to incarceration. In addition, efforts will be made to inform the business and corporate community about the role they can play in creating a safer society.

To help create dialogue about crime prevention, a National Clearinghouse on Crime Prevention will be established. The Clearinghouse will both receive information from and provide information to the public. It will serve as a national resource centre for individuals and organizations seeking information about how to prevent crime effectively.

The Private Sector/Non-Profit Body on Crime Prevention

The private sector has become increasingly concerned about crime prevention. Crime rates affect community stability, which in turn affects quality of life and investment opportunities. Under Phase II of the National Strategy, a private sector, non-profit body will be created to work at the national level to raise public awareness of crime prevention issues. It will also undertake specific crime prevention projects aimed at increasing public understanding of the range and value of crime prevention activities and enlisting their interest, support and participation.

The non-profit body will emphasize reducing the opportunities for crime to be committed. This approach is one that can be applied to the prevention of car theft, insurance fraud, computer crime and so on. In addition, the non-profit body may provide advice on crime prevention and promote promising models (e.g., workplace voluntarism), which have been successful in encouraging businesses and their employees to participate in activities to benefit their communities.

A Strong Foundation (Phase I)

From 1994 to 1997, the National Crime Prevention Council succeeded in laying a solid foundation for mobilizing Canadians to take action at the grass-roots level to prevent crime.

The National Crime Prevention Council

The National Crime Prevention Council was comprised of 25 volunteer members[2] from a range of professional backgrounds, reflecting the diversity and interests of Canadian society. From academics to police officers to public health workers, the Council's membership also struck a balance between academic experts and front-line workers. This combination proved to be valuable as the Council undertook to articulate a way of translating crime prevention theory into strategies for action. They did this by developing three crime prevention models that could be applied at the grass-roots level in communities across the country. The Council emphasized a social development approach to crime prevention, focusing on children and youth, and aimed to offset the trend toward increased spending on punitive measures.

During the course of its three-year mandate (1994–1997), the National Crime Prevention Council succeeded in developing a series of workable and accessible crime prevention models, producing an economic analysis of the comparative benefits of crime prevention for Canada and formulating a framework for community mobilization. The Council also produced a range of key documents,[3] created a database of community crime prevention programs considered to be making a difference, helped promote dialogue among individuals and groups working in the field of crime prevention, and worked toward building effective, ongoing relations with provincial and territorial governments.

Focusing on children and youth

All three of the Council's crime prevention models focus on children and youth and take a social development approach to crime prevention.[4] The models identify the crucial links between childhood experience and criminal behaviour. Examining children and youth from prenatal to age 6, 6 to 12 and 12 to 18, the three models provide concrete goals and means for preventing crime and victimization. They are meant to serve as a foundation on which communities can build their own unique visions of how to address crime prevention at a local level.

Economic analysis

The Council undertook an economic analysis of the cost-effectiveness of a social development approach to crime prevention, which was published in September 1996. The report, entitled *Money Well Spent: Investing in Preventing Crime*, provides an estimate of the annual cost of crime in Canada, reviews some of the literature on effective social development programs undertaken in Canada and elsewhere, and

2. Short biographical descriptions of the Council members can be found at the end of this section.
3. For a list of National Crime Prevention Council publications, see the "Selected Bibliography and Further Reading" section of this handbook.
4. For more information on crime prevention through social development, see the "General Overview" section of this handbook.

illustrates the cost-benefit aspect of investing in healthy children and strong communities. Stating that these programs are a wise financial commitment, invariably providing a dividend many times the initial investment, the report concludes that high quality social programs return an important social dividend to individuals, families and communities.

Community mobilization

The Council developed a framework for community mobilization, published in June 1997 in the report entitled *Mobilizing for Action.* It presents an approach to community-based problem solving and identifies the three basic tools that communities need to succeed in problem solving. These tools are knowledge, skills and resources. Knowledge refers to the information needs of the community. Skills refer to the collective ability to accomplish the tasks involved in community mobilization. Resources refer to needs in terms of human and financial resources. The report concludes that the primary role of the various partners in a national crime prevention strategy should be to provide these tools to communities.

National Initiatives

The federal government is undertaking a wide range of initiatives that complement the National Strategy on Community Safety and Crime Prevention. These initiatives complement not only traditional legal responses but also community crime prevention efforts. Many focus on specific elements related to community safety. The following are some examples of these initiatives.

Investing in children

Federal, provincial and territorial governments have agreed to address, in a cooperative way, the problems of low-income families with children and are working to build the National Child Benefit system. One of the first steps in building this system is the investment the Government is making in the Canada Child Tax Benefit. This benefit will combine the current child tax benefits for families with children and the Working Income Supplement for low-income working families in order to enhance the benefit received by all low-income families.

The federal, provincial and territorial governments agreed in January 1997 to work together to develop the National Children's Agenda, a comprehensive strategy to improve the well-being of Canada's children.

Other initiatives that focus on children include the following:

- The Canada Prenatal Nutrition Program, which provides annual funding to community organizations working to decrease the incidence of low birth weight babies among high-risk groups of women.

- The Community Action Program for Children focuses on children under age 6 and allows more community organizations to work with families to foster sound child development.

- Aboriginal Head Start is an early child development program that prepares young Aboriginal, Métis and Inuit children for school by providing quality learning environments and social supports to their families. It involves their parents in cultural, health promotion, education and nutrition programs. More than 90 off-reserve Aboriginal head start programs are in operation in urban centres and large Northern communities, and the program is to be expanded to encompass First Nations children on reserves.

- The Family Supplement is a supplementary benefit based on family size, paid weekly to low-income Employment Insurance recipients with children.

- The Centres of Excellence for Children's Well-Being will be established with the overall purpose of enhancing our understanding of, and responsiveness to, the physical and mental health needs of children and the critical factors for healthy child development.

  The centres will collect and analyse health information and data; conduct research on key child health and development issues; provide policy advice to governments and health and social service organizations; generate information and communicate it to a wide range of audiences; and build networks of individuals and groups involved in children's well-being — locally, nationally and internationally.

Opportunities for young Canadians

The level of unemployment among young Canadians is unacceptably high. The Government of Canada's immediate challenge is to ensure that young Canadians have access to education, can make a successful transition to the world of work, and that young people who found it difficult getting started in the workplace get a second chance. Through partnerships with other governments, the private sector, communities and individual Canadians, the Government is committed to helping equip young people for the future. This is being achieved by means of internship programs and enhanced funding of student summer placements, among other initiatives. In partnership with provincial and territorial governments and the private sector, a Canada-wide mentorship program is also being developed.

To help young Canadians who need a second chance, the Government is developing and expanding community-based programs for youth with the greatest difficulty making the transition to the world of work because of low education and skills. These Youth Service Canada programs provide youth with the opportunity to participate in community service projects that can contribute to a safer society. They also include establishing multi-purpose Aboriginal youth centres that will provide targeted, social and cultural support in addition to increasing work and learning opportunities for urban Aboriginal youth.

In addition, because investments in education, knowledge and innovation are investments in the future, the Government of Canada has established the Canada Millennium Scholarship Fund. An initial endowment of $2.5 billion will be managed by the Canadian Millennium Scholarship Foundation. The Foundation will provide scholarships to more than 100,000 Canadians annually, beginning in the year 2000.

Family violence initiative

The primary focus of this initiative is on preventing and responding to violence against women and children in the home. The initiative seeks to improve the response of the health, social service and criminal justice systems to the issue of family violence through a multidisciplinary, multisectoral and intergovernmental approach.

Aboriginal justice

In April 1996, the Minister of Justice announced the Aboriginal Justice Strategy. Over a five-year period, it will help build the foundation for justice programs administered by Aboriginal people. In partnership with communities and provincial and territorial governments, the federal government shares the cost of setting up Aboriginal justice programs. Funding is available for diversion, greater community participation in sentencing, mediation and arbitration in civil disputes, and justice of the peace courts. The community-based justice processes developed under the Strategy will reflect Aboriginal culture and values but will function within the mainstream justice system. Also part of the Aboriginal Justice Strategy is the Aboriginal Justice Learning Network, which links Aboriginal and non-Aboriginal experts on the justice system and Aboriginal cultures to support everyone involved in Aboriginal justice programs.

The Aboriginal Shield Program, sponsored by the RCMP, is a training program for police officers, community and youth workers, teachers and addiction counsellors that aims to address the need for culturally appropriate drug and alcohol prevention programs for Aboriginal youth.

Under the First Nations Policing Policy, administered by the Department of the Solicitor General since 1992, tripartite (federal and provincial/territorial governments and First Nations) agreements are negotiated to develop police services that meet the particular needs of each community. The purpose of the policy is to contribute to the improvement of social order, public security and personal safety in First Nations communities, including that of women, children and other vulnerable groups.

The *Firearms Act* and regulations

Strengthening Canada's gun control laws is a major part of the Government's commitment to its Safe Homes, Safe Streets agenda. Bill C-68, passed by Parliament in December 1995, enacted changes to Canada's firearm laws. Among these changes were amendments to the *Criminal Code* to provide stiffer penalties for those who use firearms to commit a crime. Bill C-68 also created the *Firearms Act* to keep firearms out of the hands of those who are likely to misuse them. The mandatory minimum penalties for firearm crimes came into effect in January 1996. The *Firearms Act*, and the regulations created to support the Act, take effect on October 1, 1998.

The federal action plan on hate crime and bias activity

The Federal Action Plan involves 19 federal departments and agencies, led by the departments of Canadian Heritage, Justice and Solicitor General, in collaborative efforts to counter hate crime and bias activity in Canadian communities. The plan aims to incorporate initiatives in the areas of research, public education and social development.

Media violence strategy

The Department of Canadian Heritage acts as the lead department on media violence issues and coordinates the activities of seven departments and agencies working against violence in the media and therefore against violence in society. The Media Violence Strategy has three long-term objectives: to reduce media violence, to use the media as a positive force to foster long-term attitudinal and behavioural change toward societal violence, and to promote media education for children, parents and all viewers.

The National Crime Prevention Council (1994 to 1997)

Chair

Ross Hastings
Ottawa, Ontario

Associate professor of Criminology at the University of Ottawa, Ross Hastings has extensive involvement in the crime prevention and community safety fields, working at the municipal, provincial and community levels. A main focus of his work has been on crime prevention, community policing and criminal justice policy. He has been actively involved in many government projects, including the development of the National Strategy on Community Safety and Crime Prevention. In addition, he has worked in designing, implementing and evaluating prevention and community policing programs with a number of government and police organizations.

Vice-chair

Johanne Vallée
Laval, Quebec

From the beginning of her career in 1983, Ms. Vallée has taken a keen interest in crime prevention, particularly citizen involvement and the roles of various community organizations in prevention activities. Ms. Vallée joined the *Association des services de réhabilitation sociale du Québec* in 1985. This association comprises more than 50 community organizations working in the field of criminal justice and concerned with helping people who have come into conflict with the law. Since 1987, she has served as director general of the Association. She was also a member of a fact-finding committee that examined the conditions of women in detention, a member of Quebec's Round Table on Crime Prevention, and a member of the Canadian delegation to the United Nations Congress on the Prevention of Crime and the Treatment of Offenders. She has served on the board of directors of Montreal's Elizabeth Fry Society and of the Canadian Criminal Justice Association.

Members

Jestina Blake-Hill
Regina, Saskatchewan

From Regina, Saskatchewan, Jestina Blake-Hill is particularly concerned about issues such as systemic racism, systemic bias in sentencing, community-police relations and violence against women. Ms. Blake-Hill is past president of the Congress of Black Women of Canada.

Claudette Bradshaw
Moncton, New Brunswick

Bringing a social development perspective to crime prevention, Claudette Bradshaw is the former executive director of Moncton Head Start, a program for disadvantaged preschoolers and their parents. She became a Member of Parliament in June 1997.

Serges Bruneau
Montreal, Quebec

Serges Bruneau is an advocate of crime prevention through social development and community-based efforts. Formally a member of Quebec's Round Table on Crime Prevention, Serges Bruneau is currently coordinator of Tandem, a Montreal organization that deals with municipal community safety issues.

Antoine Chapdelaine
Quebec City, Quebec
A public health physician in Quebec City, Antoine Chapdelaine has been involved in health promotion and injury control issues. He has served on the Canadian Advisory Council on Firearms and has a strong interest in the prevention of non-intentional and intentional injuries, including those related to violence and crime.

Priscilla de Villiers
Burlington, Ontario
Priscilla de Villiers is an advocate for victims' rights, public safety and the prevention of crime. She has formed the organization CAVEAT (Canadians Against Violence Everywhere Advocating Its Termination), which is headquartered in Burlington, Ontario.

Sandi Gleason
Whitehorse, Yukon
Sandi Gleason works in the area of Aboriginal justice, which includes the Comprehensive Working Committee on Child Sex Offenders, and family violence and community justice initiatives. She is the manager of Justice Programs for the Council of Yukon Indians.

Vinh Ha
Vancouver, British Columbia
A youth working with his peers in Vancouver to address the needs of street youth, Vinh Ha is developing activities to prevent the formation of criminal gangs.

Neal Jessop
Windsor, Ontario
Neal Jessop is a police officer in Windsor, Ontario, who has worked with victims of crime organizations. In 1991, he was elected president of the Canadian Police Association.

Rebecca Kudloo
Baker Lake, Northwest Territories
Rebecca Kudloo is Keewatin Division Board of Education Coordinator, Eastern Arctic vice-president for the Status of Women Council of the Northwest Territories and is active in community health and victim issues. She also co-founded Mianiqsijit, a community-based project developed to resolve issues on child sexual abuse.

Dr. Maralyn MacKay
Winnipeg, Manitoba
A practising psychiatrist and lecturer at the University of Manitoba, Maralyn MacKay is a member of the Manitoba Board of Review, which reviews not-guilty pleas arising from insanity. She has also appeared before committees on behalf of the Canadian Psychiatrists' Association on criminal justice matters.

Ian McLellan
North York, Ontario
A high school principal in North York, Ontario, Ian McLellan has a particular interest in addressing the needs of high risk and troubled students. He is active nationally as vice-president of the Canadian Association of Principals, and provincially, serving as 1990-91 chair of the Ontario Secondary School Principal's Council.

Doug McNally
Edmonton, Alberta
From 1990 to 1995, Doug McNally was chief of the Edmonton Police Service, where he developed a reputation for maintaining and enhancing the service's commitment to community policing. In 1995, he became the executive director of the Edmonton Community Foundation. In addition to this position, he also chairs the board for Success by Six, a United Way project intended to help prepare children for success by the time they reach grade one.

John O'Leary
Toronto, Ontario
John O'Leary has been a driving force in the Canadian Literacy Movement throughout his 17-year career as an educator. President of Toronto's Frontier College, Canada's original literacy organization, he has applied his expertise to help develop national programs that link literacy with environmental, health, social justice and Aboriginal rights issues. Mr. O'Leary was also a member of the federal government's Task Force on Social Policy Reform.

Peter O'Neill
Toronto, Ontario
Peter O'Neill has worked for CTV Television Network Ltd. since 1968 and has been director of Public Affairs, Strategic Planning and Corporate Secretary since 1993. He is chair of the Societal Issues and Trends Committee of the Canadian Association of Broadcasters, a member of the Strategic Leadership Forum and the Institute of Chartered Secretaries and Administrators and is on the management committee of the Society of Management Accountants of Ontario.

Kim Pate
Ottawa, Ontario
Kim Pate is the executive director of the Canadian Association of Elizabeth Fry Societies. A teacher and lawyer, she has extensive experience working in program, service and policy development and implementation, as well as legislative formulation at all levels. Her expertise includes social, educational and criminal justice reform and addressing issues of individual and systemic discrimination on the basis of gender, race, ethnicity, class, income, age, ability and sexual orientation.

Patti Pearcey
Vancouver, British Columbia
Patti Pearcey has worked actively in the legal and criminal justice field for a number of years, both in the area of research and as a community activist. She was a founding director of the People's Law School, the first public legal education organization in Canada. Ms. Pearcey was a founder and coordinator of the B.C. Coalition for Safer Communities, an organization that promotes community action coupled with

social policy and legislative reform to support crime reduction. Ms. Pearcey is co-chair of the Vancouver Safety Commission, a member of the Provincial Advisory Committee for Safer Communities and a member of the Board of Directors of the International Centre for the Prevention of Crime.

Joan Pennel
St John's, Newfoundland
An associate professor of Social Work at Memorial University in St. John's, Newfoundland, Joan Pennel has been active in the areas of violence against women, child abuse and child neglect. She was the co-principal investigator of a project at Memorial University to test a family group conferencing approach to resolving family violence. Her research and publications have been in the areas of violence against women and children, alternative models of organization and feminist social work education. Community-based action is one of her strong interests.

Ann Sherman
Charlottetown, Prince Edward Island
Executive Director of Community Legal Information in Prince Edward Island, Ann Sherman has several years of crime prevention experience, focusing on family violence and young offenders issues in that province. In addition to chairing the Board of the P.E.I. Association for Newcomers to Canada, Ms. Sherman is an active member of several committees and associations. She has been vice-president, Atlantic, of the United Nations Association in Canada; chair of the Interagency Committee on Family Violence (P.E.I.); and president of the Public Legal Education of Canada. Ms. Sherman is co-chair of the Victim Services Advisory Committee (P.E.I.) and a member of the Atlantic Provinces Crime Prevention Coordinating Committee.

Arn Snyder
Ottawa, Ontario
Arn Snyder has over 24 years' progressive experience as a police officer of the Ottawa-Carleton Regional Police Service in the field of law enforcement, with extensive management and community development experience. His expertise is in the fields of human resources management, employment equity, health and safety, criminal justice issues, law enforcement and conflict resolution.

Richard E. Tremblay
Montreal, Quebec
Richard Tremblay is working for the *Groupe de recherche sur l'inadaptation psychosociale chez l'enfant* at the Université de Montréal. His fields of interest are troubled childhood, child development, parent-child relations, family, prevention, aggressiveness, delinquency and drug abuse. He also has an impressive list of publications to his name.

Roberta Way-Clark
Halifax, Nova Scotia
Roberta Way-Clark is involved in advocacy and information for seniors in Atlantic Canada, through a television series and a recently published book on the abuse of older adults, entitled *Battered and Betrayed.* Ms. Way-Clark was formerly the director of care for the Caregiver, Gerontology Department, Mount Saint Vincent University, Halifax. She is president of the advisory board for the Mount's Caregiver

Resource Library, former chair of the Elder Abuse Committee of Canadian Pensioners Concerned, vice-chair of the Nova Scotia Centre on Aging's Community and University Consultation Project, and a former committee member of Nova Scotia and the National Alzheimer's Society. She also served on the Board of Nova Scotia Primal Care.

The following members served partial terms on the Council.

George Anderson
George Anderson has occupied several senior positions with the Canadian Mortgage and Housing Corporation, including president and chief executive officer from 1986 to 1992. In 1992, he was appointed president and chief executive officer of the Insurance Bureau of Canada. Mr. Anderson chairs the Toronto Civic Employees Pension Fund, the Advisory Board of Dynatek Automation Systems Inc., is a member of the Ontario Business Advisory Council and is a former director of the Canada Safety Council. He is also the second Canadian ever to receive the distinction of being selected as Business Communicator of the Year by the International Association of Business Communicators.

Kelly Crichton
Kelly Crichton has had an eclectic career with CBC for more than 25 years, beginning with CBC Radio in 1970. She has worked on Radio "Matinée," been senior producer of "As It Happens" and created, produced and hosted a Northern issues current affairs program called "Focus North." She later joined CBC-TV's National News team, and in 1985, coordinated the coverage of world events from London, as CBC News European Bureau Producer. In 1988, she became senior producer of the National, and in 1989, executive producer of "The Fifth Estate," one of CBC's highest-rated and award-winning shows.

Michelle Haineault
Michelle Haineault is a member of the Dene First Nations in La Loche, an isolated community in northern Saskatchewan. She is attending Dene High School in that community and is very involved and interested in youth-related activities, especially those that have an educational component that concerns Aboriginal people.

Diane Lemieux
Diane Lemieux has been actively involved as coordinator and spokesperson in the Quebec Coalition of Sexual Assault Centres since 1986, and is the Quebec representative of the Canadian Association of Sexual Assault Centres. She is president of the Quebec government's working group on sexual aggression and has served as member on the federal government's Canadian Committee on Violence Against Women. Ms. Lemieux is also a member of the Quebec government's Council on Health and Well-being. In 1991, she became the first recipient of the *Prix de la Justice de Québec.*

Dick Weiler
The late Mr. Weiler was active in policy and program development in crime prevention and social development for several years, both as a policy associate of the Canadian Council on Social Development and as a private consultant. He was the president of the Ottawa's YMCA/YWCA for many years and served as the chair of the Ottawa Crime Prevention Council.

Priority Issues

PRIORITY ISSUES

This section considers crime prevention in terms of some key issues. It focuses on children and the importance of early prevention, Aboriginal people, youth and what can be done to prevent youth crime, and family violence.

Focus on: Children

The importance of early prevention

Ensuring the healthy development of children is vital to the future of any society. Providing children with secure and supportive environments in which to grow and develop is an important key to creating safer communities.

Unfortunately, some children grow up in environments that may put them at risk of eventually coming into conflict with the law. Programs that respond to the needs of these children, however, can help to protect them against negative influences, encourage pro-social behaviour and avoid behaviours that lead to criminal activity.

Providing children with secure and supportive environments in which to grow and develop is an important key to creating safer communities.

Research shows that a majority of crimes are committed by a minority of male offenders. Studies have shown that offenders with long criminal histories tend to have begun offending when they were very young, often with their offending becoming progressively more serious. These offenders are also likely to exhibit aggressive and disruptive behaviour at a young age.

In other words, the root of criminal behaviour in adults can often be traced back to childhood experiences. In fact, long-term studies,[1] including those of Professor Richard Tremblay of the University of Montreal, have shown that elementary school children who exhibit antisocial and aggressive behaviour have a higher risk of becoming delinquent adolescents and that chronic delinquency often precedes criminal behaviour.

1. R.E. Tremblay, F. Vitro, L. Bertrand, M. Leblanc, H. Beauchesne, H. Boileau and L. David (1992). "Parent and child training to prevent early onset of delinquency: The Montreal longitudinal experimental study," *Preventing Antisocial Behaviour*, eds. J. McCord and R. Tremblay (New York: Guilford, 1992), pp. 117-138. R.E. Tremblay, M. Leblanc and A. E. Schwartzman, "The predictive power of first-grade peer and teacher ratings of behaviour: Sex differences in antisocial behaviour and personality at adolescence," *Journal of Abnormal Child Psychology* 16 (1988): 571-583.

The Montreal Study: Home and school

As the socialization of children occurs in the home and at school, families and the education system are two important focal points for crime prevention programs. Teacher and parent training have in fact been promoted as effective approaches to reducing early antisocial behaviour. One of the most important cohort studies that proves this to be true was carried out at the University of Montreal by Professor Richard Tremblay.

The Montreal-based research team led by Professor Tremblay undertook a longitudinal study starting in 1985. In the first two years, they identified a group of 250 white, French-speaking boys enrolled in kindergarten with disruptive behaviour and a high risk of future offending. The boys were then randomly assigned to one experimental and one control group. The experimental group of children received social skills training for a period of two years, beginning when the boys turned 7 years of age. The program focused on building the children's social skills (e.g., "What to do when I am angry").

The guardians of the children in this group also received parent management training. For example, they were trained to monitor the child's behaviour and to give positive reinforcement for pro-social behaviour and negative reinforcement for antisocial behaviour. They were also taught how to use appropriate forms of discipline without being abusive and trained to manage family crises.

By the time the boys reached age 12, there were significant differences between those who received training and those who did not. Compared with the control group, the experimental group of boys was less physically aggressive in school, was more often in a school grade that was appropriate for their age, had less serious school adjustment problems, and reported fewer delinquent behaviours.

The Perry Preschool Program

One of the most successful — and widely known — prevention programs has been the Perry Preschool Program begun in Ypsilanti, Michigan, in 1962. This head start program involved 123 African-American children born into poverty, and at a high risk of failing in school. The aim of the program was to provide intellectual stimulation, increase cognitive abilities and increase later school achievement. At ages 3 and 4, the children were divided into two groups: experimental and control. The experimental group received a 2.5-hour-a-day, high quality, active learning preschool program, backed up by weekly home visits of 1.5 hours each. The control group did not.

The groups have now been followed up to age 27. The results show considerable differences between the experimental and control groups. For example, compared with the control group, the group involved in the preschool program had

- 50 percent fewer accumulated arrests, on average;
- 33 percent more high school graduates; and
- significantly higher earnings.

A cost-benefit analysis of this project reveals that, for every dollar that was invested in the program, taxpayers have saved $7.16. The Perry Preschool Program is a unique study, because it clearly illustrates the long-term benefits of early investment in the lives of children at risk. The key to the project's success is that it was targeted specifically to disadvantaged children and provided a high quality intensive day-care program.

Similar head start programs have been undertaken in numerous Canadian communities. A few of these programs are listed in the "Community Stories" section of this handbook. More are outlined in the National Crime Prevention Council document, entitled *Prevention and Children: A Compendium of Approaches From Across Canada*.

Risk factors

Risk factors refer to conditions that predict adverse outcomes. Researchers have repeatedly illustrated the risk factors linked to persistent criminal behaviour by young people and adults. Of course, there is no single root cause of crime, and not all people who are exposed to risk factors engage in criminal behaviour. However, over time, these factors can influence the likelihood of criminal behaviour or victimization, particularly if there are multiple and persistent risk factors involved. The longer the exposure to these factors, the greater the likelihood.

Research has repeatedly shown that the factors linked to persistent criminal behaviour by young people and adults include:

- family violence and neglect;
- parental rejection and lack of parenting involvement;
- lack of supervision by parents or other caring adults;
- few or no friends, relatives and neighbours who can provide emotional and social support;
- difficulties in school;
- peer pressure;
- neighbourhoods with poor housing, and lack of recreational, health and educational facilities; and
- poverty.

Prenatal risk factors

In addition, there are risk factors to which a child can be exposed during the prenatal stage. Anything that interferes with brain development or causes neurological damage can lead to conduct disorders and the inability to succeed at school. These factors, unless effectively addressed, may lead to later criminal behaviour.

Women who are exposed to physical, sexual or emotional abuse during pregnancy are at risk for premature labour, fetal fractures, and of having a low birth weight baby. Both low birth weight and poor nutrition during pregnancy can cause significant neurological damage leading to behavioural disorders that include learning and developmental disabilities, as well as emotional problems.

The consumption of alcohol during pregnancy may cause long-term neurological damage known as fetal alcohol syndrome (FAS). This syndrome is characterized by hyperactive and disruptive behaviour, learning disabilities and an inability to interact normally in the social milieu.

Building resiliency

The fact that a child is exposed to risk factors does not mean that he or she will become a criminal. Researchers have begun investigating the protective factors that help to reduce the risk of harm and help some children to cope successfully in the face of significant adversity or risk. It has been found that children who are resilient in the face of adversity generally have the following characteristics:

- They have been able to form one close bond with a competent, emotionally stable caregiver, often a member of the extended family.
- They associate with friends from stable families, enjoy school, have a favourite teacher and participate in community activities.
- They have been given an opportunity to help others (required helpfulness).
- They have a strong sense of hope.

A model for change

There is a large body of crime prevention research on how to identify and support children and youth at risk of coming into conflict with the law. Time and again, in projects in Canada and abroad, it has been proven that providing a better start in life for children can make a difference in preventing crime. This is an approach that is also favoured by a substantial number of Canadians.

The National Crime Prevention Council developed a primary prevention model that builds on the results of academic expertise and the knowledge of people who work on the front line. The model focuses on the key risk factors that affect children's development from the prenatal stage to 6 years of age, and places an emphasis on parents and families.

The model identifies community development measures that have been shown to foster the development of socially healthy children and reduce risk factors. It promotes interventions such as accessible prenatal care, courses in effective parenting, and school-based initiatives such as antibullying programs and programs to reduce prejudice and hostility.

The model considers the developmental stages of children (e.g., prenatal, toddler) and the environments of children (e.g., family, school). Five levels have been established, and for each level, corresponding goals have been set, and the means of achieving these goals recommended. An outline of the five levels set in the Council model follows at the end of this section.

Model for prevention of delinquency

Source: National Crime Prevention Council, *Preventing Crime by Investing in Families: Promoting Positive Outcome in Children Six to Twelve Years Old.*

In addition, the Council developed two other crime prevention models that focus on children aged 6 to 12 and on youth aged 12 to 18. A description of the youth model can be found in the Focus on Youth within this "Priority Issues" section. More detailed information about these models can be obtained from the following three Council documents: *Preventing Crime by Investing in Families: An Integrated Approach to Promote Positive Outcomes in Children, Preventing Crime by Investing in Families: Promoting Positive Outcomes in Children Six to Twelve Years Old and Preventing Crime by Investing in Families and Communities: Promoting Positive Outcomes in Youth Twelve to Eighteen Years Old.*

Facing the future

All children have vast potential for growth and change. Focusing on helping children become resilient in the face of adversity is a promising way to significantly reduce crime and victimization over the long term. In addition, Canadians can provide a protective buffer for children by creating communities that celebrate diversity, foster community development, ensure a variety of supervised recreational activities, and increase belonging, well-being, acceptance and stability. Ultimately, this will contribute to safer communities for all Canadians.

National Crime Prevention Council Crime prevention model Children (prenatal to age 6)

1. PRENATAL

Goal

- To promote healthy babies.

Means

- By helping to prepare parents, for example, through an increased awareness of prenatal care and enhanced understanding of infants' needs.
- By providing support programs for parents.

Link to Crime Prevention

Healthy babies mean healthier children. Difficulties experienced by newborns, such as low birth weight, fetal alcohol syndrome and brain damage, can translate into hyperactivity, learning difficulties and disruptive behaviour. These conditions, in turn, limit a child's chances for success at school and for pro-social development.

2. BIRTH

Goals

- To facilitate attachments.
- To prevent child abuse.

Means

- Through home visiting and supports such as parent mentoring programs, and drop-in centres and activities.
- Through the early identification of difficulties.

Link to Crime Prevention

A high percentage of individuals who have committed violent offences have been abused during childhood. Parents who are nurturing help infants to form secure and healthy attachments, which strengthen the child's resiliency and serve as a protective factor for children as they grow up.

3. FAMILY

Goals

- To increase family cohesion.
- To improve parenting.

Means

- Through a range of supports to parents and families, such as accessible and affordable high-quality child care, family counselling, and programs to assist families with language barriers and settlement issues.

Link to crime prevention

Caring families and effective parenting are protective factors that promote well-being, social responsibility and competence in children. On the other hand, children who experience insufficient supervision and monitoring, inconsistent expectation and follow-through, and excessive conflict and violence show increased aggressive behaviour and a decreased capacity for empathy.

4. TODDLER/PRESCHOOL LEVEL

Goals

- To encourage cognitive and social development.
- To decrease aggressive behaviour.

Means

- Through early childhood care and education with family involvement for children whose parents require assistance.
- Through societal and community actions to reduce violence.

Link to crime prevention

Findings indicate that 70 to 90 percent of male adults who committed violent offences were highly aggressive as children.[2] "Intervening to counteract developmental factors that favour violence can reduce the risk that children will become involved in violence as aggressors, victims or bystanders who condone violence."[3] Therefore, if children are given the opportunities to develop non-aggressive ways of relating to others, it will help them to develop along paths leading to pro-social attitudes and behaviours.

2. D.P. Farrington, "Childhood aggression and adult violence: Early precursors and later life outcomes," in *The Development and Treatment of Childhood Aggression*, eds. D.J. Pepler and K.H. Rubin (Hillsdale, New Jersey: Lawrence Erlbaum Associates, 1991), p. 189-97.
3. American Psychological Association Commission on Violence & Youth, 1993:21 in National Crime Prevention Council, *Preventing Crime by Investing in Families: An Integrated Approach to Promote Positive Outcomes in Children*, (Ottawa, 1996), p. 29.

5. SCHOOL

Goal

- To achieve improved social outcomes (behavioural, social and academic).

Means

- Through school-based initiatives, in collaboration with families and other community partners (e.g., social skills programs, literacy programs, and media literacy programs to increase awareness of racism, violence against women and sexism).

Link to crime prevention

School is a primary social learning environment for children. Successes at school (academic, social and behavioural) predict adjustment and productivity in later years. Conversely, a lack of success at school is often associated with children and youth who display antisocial behaviour.

Focus on: Youth

A resource for our communities

Canada's youth are among the country's most important resources. The vast majority of young men and women in Canada are maturing into law-abiding members of their communities, poised to make a valuable contribution to society. Only a minority of Canadian youth are criminal offenders, and it is therefore unfair to view all youth as potential criminals.

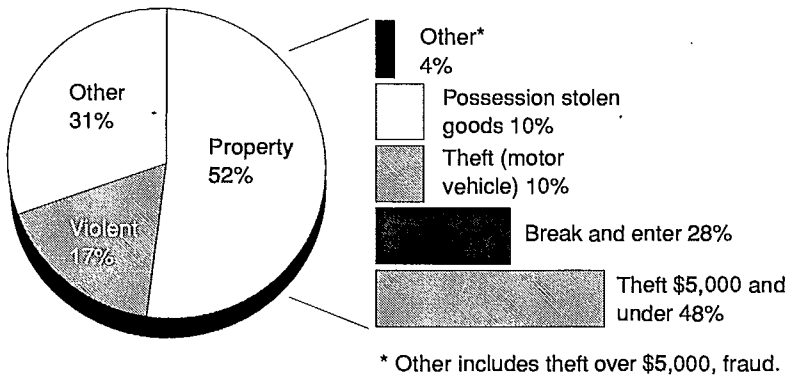
Still, Canadians have become increasingly worried about youth crime. There is a public perception that youth crime, especially violent crime, is increasing. Media reports of youth gangs, violence in schools and homicides tend to create the impression that the situation has reached crisis proportions. While research does not support this perception, there is no denying that youth crime is nonetheless a cause for concern.

There is, among those young people accused of committing a crime, a small minority who repetitively engage in serious offences against property and persons. Not surprisingly, it is these violent and repeat offenders that generate the most public anxiety.

Crimes committed by youth

Statistical information reveals that most youth crime is committed by young males, and that most crimes are not violent. The majority are property offences. In fact, data collected in 1996 reveal that only 17 percent of the young people who violated the *Criminal Code* or other federal statutes were charged with a violent offence. Of these, only a minority of the charges related to homicide, attempted murder and aggravated assault.

The extent of property youth crime in Canada, 1996



* Other includes theft over $5,000, fraud.

Source: Canadian Centre for Justice Statistics.

Most violent crimes committed by youth are against their peers, usually acquaintances, and not against adults or strangers. In fact, the most common victims of youth violence are girlfriends, boyfriends, other young people, family members and members of ethnocultural groups or sexual minorities (gays, lesbians, bisexuals). With respect to the prevention of hate- and bias-motivated crime, it is important to help increase young people's acceptance of other cultures, races and lifestyles.

Although a growing number of female youth are violent, young males are the most common perpetrators of youth violence. By comparison, the abusive behaviour of males is more frequent and severe.

Statistical information further reveals the following about youth crime:[4]

- From 1985 to 1994, the youth homicide rate remained relatively stable, fluctuating between 1.5 and 2.5 per 100,000 youths.
- Over the past 25 years, there have been significant shifts in the way police deal with youth crime. Police now lay charges more often than they did in the past.[5]
- Recent research on Canadian university and college campuses found that between 16 percent and 35 percent of women surveyed had experienced at least one physical or sexual assault by a boyfriend in the previous 12 months. Approximately 45 percent of the women surveyed had been sexually abused since leaving high school. Although this research used a sample over the age 19, the findings are applicable to the youth population.

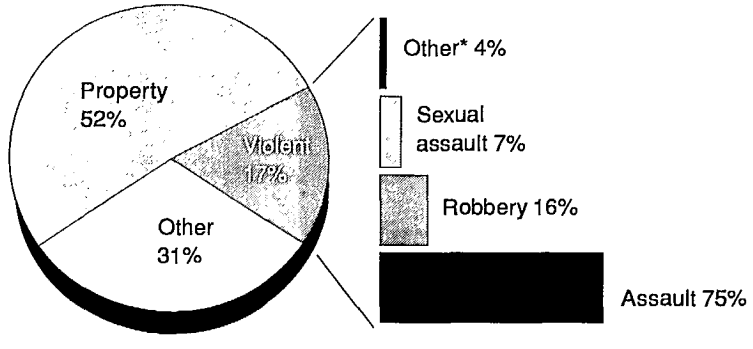
Preventing youth crime

These facts are useful, because they provide a clearer picture of the problem. However, the crucial question is: What can be done to prevent youth crime from happening in the first place?

Researchers have found that many repeat or persistent offenders come from similar social and economic environments. They also share a number of early childhood experiences that are considered to be major risk factors for criminal behaviour. In its 13th report, entitled *Renewing Youth Justice*, published in April 1997, the Standing Committee on Justice and Legal Affairs articulated these common factors. "In particular, they [antisocial children] typically come from families characterized by financial and housing problems, unemployment, conflict and violence, parental criminality, substance abuse, and inconsistent or incompetent parenting practices. Poverty is almost always the breeding ground for these adverse conditions."[6] It is more than a mere platitude to say that the causes of criminal behaviour can be traced back to childhood.

In fact, by the time most young people commit serious offences, most have had a long history of antisocial behaviour in schools and the community. To backtrack, and attempt to instill pro-social attitudes at this point, requires intensive remedial treatment. Ultimately it is, of course, most desirable to prevent youth crime from happening in the first place.

The extent of violent youth crime in Canada, 1996

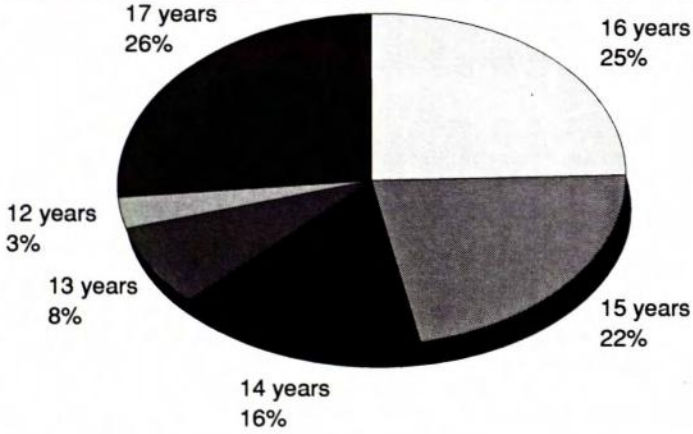


* Other includes homicide, attempted murder, abduction, other sexual offences.

Source: Canadian Centre for Justice Statistics.

4. Health Canada, National Clearinghouse on Family Violence, *Youth and Violence* (Ottawa, 1997), p. 3.
5. This is important to bear in mind when interpreting statistics and discerning trends with respect to youth crime.
6. House of Commons Canada, *Renewing Youth Justice: Thirteenth Report of the Standing Committee on Justice and Legal Affairs* (Ottawa, 1997).

The age of youth in Canadian youth courts, 1995-96



Source: Canadian Centre for Justice Statistics.

Stopping a problem before it starts

Youth crime is a complex problem, and there are no easy solutions. However, it is possible to forge change in our communities. The National Crime Prevention Council provided a point of departure for discussions on crime prevention activities in its prevention model targeted to youth aged 12 to 18. This model is based on the belief that, by working together with youth, as well as with schools, social service agencies, community organizations, police and religious institutions, we can make a difference.[7] As Canadians, we can create better futures for the young men and women of this country and, in the process, create safer communities for us all.

Youth Justice Strategy

In response to the *Renewing Youth Justice*, the Thirteenth Report of the Standing Committee on Justice and Legal Affairs, the government has proposed a strategy for youth justice renewal. The strategy aims to prevent youth crime in the first place, to develop meaningful responses to youth crime that emphasize responsibility and respect for the victim and the community, and to deal more effectively and firmly with violent and repeat young offenders. The intent is to create a youth justice system that protects society and helps youth to avoid crime or to turn their lives around, if they have been involved in crime.

The youth justice strategy is based on three key directions which work together to better protect the public:

- prevention;
- meaningful consequences for youth crime, including targeted measures for violent and repeat offenders; and
- intensified rehabilitation.

7. More detailed information about this model can be obtained from the National Crime Prevention Council document entitled *Preventing Crime by Investing in Families and Communities: Promoting Positive Outcomes in Youth Twelve to Eighteen Years Old* (Ottawa, 1997).

National Crime Prevention Council Crime prevention model Youth (aged 12 to 18 years)

1. SOCIETY

Goal

- To make the promotion of healthy families and communities a priority for all levels of society.

Means

These goals will be pursued through initiatives that contribute by:

- strengthening financial commitment to education, health and social welfare programs
- reducing child and family poverty
- promoting "family-friendly" workplaces
- supporting and encouraging young peoples' spiritual development
- establishing alternative youth justice programs
- increasing young peoples' knowledge about the law
- helping social support agencies find a common ground to work together.

Link to crime prevention

Preventing crime takes commitment from every part of society, including the private sector. When government, business and communities work together to support families, young people have the greatest chance of growing up in safe and healthy environments.

2. FAMILY

Goal

- To improve parenting skills and child-rearing practices.
- To provide stable living environments for youths in care and after leaving care.

Means

These goals will be pursued through initiatives that contribute by:

- reducing abusive child-rearing practices
- encouraging the use of appropriate and non-violent discipline techniques
- teaching skills to help reduce interparental conflict
- reducing sibling violence
- supporting parents to respond to youths in crisis
- providing local supports or services for families requiring assistance
- encouraging healing of the whole community
- providing support and training for caregivers
- developing placement criteria sensitive to youths' cultural background
- providing integrated service support and continuity of care
- providing follow-up and continuing support for young people leaving care.

Link to crime prevention

Ineffective parenting skills can lead to abuse and neglect, which can seriously harm a youth's development. Young people with a history of abuse are often more aggressive, possess fewer internal controls for their behaviour and have higher rates of involvement in crime and violence.

When family relationships break down, young people are sometimes taken into care. Life "in care" is characterized by a great deal of instability, and it is difficult for young people to form secure attachments to adults. Sadly, some youths experience more abuse in their new living arrangements. This puts them at great risk of running away, or becoming victimized again.

3. SCHOOL

Goals

- To build academic and social skills and reduce aggressive behaviour.
- To promote a positive social environment in the school.
- To facilitate the transition from school to work or further education.

Means

These goals will be pursued through initiatives that contribute by:

- teaching skills for interpersonal problem solving
- providing mental health counselling
- distinguishing between youths whose antisocial behaviour starts in early or late teens
- using alternative teaching methods
- facilitating school transitions
- establishing peer-mentoring/tutoring and self-help programs
- conducting routine media literacy programs
- providing parenting programs
- providing substance abuse, early pregnancy and gang prevention programs
- forming supportive working partnerships with parents
- promoting change in the whole school environment
- providing anti-bias education
- providing appropriate training and professional development to teachers
- promoting student involvement in school planning
- providing co-op education programs
- providing paid or unpaid work experience and work education
- offering more flexible school hours
- reducing financial barriers to further education and job training.

Link to crime prevention

Young people who get into serious trouble at school often have a history of failing grades, learning disabilities and poor peer relations. Students who are aggressive are typically rejected by their more sociable peers. Consequently, they miss opportunities to learn and practise the social skills that give them more confidence in interpersonal relations. Rejection by "pro-social" peers often pushes teens into associations with youths who express similar antisocial behaviour.

4. PEERS

Goal

- To promote positive peer relations.

Means

This goal will be pursued by:

- providing supervised recreation programs.

Link to crime prevention

When they are young, aggressive children are often completely rejected by their peers. However, when they are teenagers, many aggressive young people create a reputation for being "cool" or rebelliously "bad." Hanging out with a deviant or antisocial peer group gives antisocial youths a sense of safety in numbers and a feeling of belonging.

5. COMMUNITY

Goals

- To build stronger and healthier community environments.
- To use a focused approach to crime prevention.
- To reflect diversity and inclusiveness in community development efforts to prevent youth crime.
- To prevent youth homelessness.

Means

These goals will be pursued through initiatives that contribute by:

- encouraging the use of public spaces and facilities
- encouraging youth volunteerism
- linking older adults, including Aboriginal elders, with youths
- conducting community resource audits
- encouraging grass-roots crime prevention
- developing broad-based support and community consensus about causes of crime and solutions
- obtaining broad public input into crime prevention efforts
- building a working relationship with the local media
- encouraging youth involvement in political decision making
- providing local support programs and outreach.

Link to Crime Prevention

When communities are strong, people feel a greater sense of belonging and will work together cooperatively to share local resources for the benefit of all members. Effective, inclusive, grass-roots crime prevention efforts can be built by strong, healthy communities.

Focus on: Women and their Children

Families are the basic units of our society. Ideally, families should be safe havens where all members can grow and develop to their full potential. However, in far too many cases, reality falls distressingly short of this ideal. In recent years, it has become increasingly clear that forms of family violence, such as woman and child abuse, are problems of troubling magnitude. The human and social costs of this violence are enormous and the repercussions for society far-reaching.

The human and social costs of family violence are enormous and the repercussions for society far-reaching.

The toll that woman abuse has on its victims is devastating. Women who are abused by their partners suffer various forms of physical and psychological trauma. They endure bruises, broken bones, back and head injuries; they cope with feelings of terror, depression and a profound loss of self-worth. In its most extreme form, physical injury results in the death of the victim; in 1996, 40 percent of female homicides were committed by a male with whom they had once had an intimate relationship.[8] Over the past decade, three times as many women as men were killed by their spouse each year. In other words, women have been victims in three quarters of all spousal homicides each year from 1985 through 1996.

Furthermore, according to Statistics Canada's 1993 National Survey on Violence Against Women[9]

- Three in ten women currently or previously married in Canada have experienced at least one incident of physical or sexual violence at the hands of a marital partner.
- Women whose partners had witnessed violence by their fathers endured more severe and repeated violence than women whose fathers-in-law were not violent.
- The police were informed in about 26 percent of wife assault cases reported in the survey.
- Twenty-four percent of women who reported being abused used a social service. Eight percent of all abused women contacted a transition house, and 13 percent of abused women who left their partners stayed at a transition house.
- Children witnessed violence against their mothers in almost 40 percent of marriages with violence. In many cases, children witnessed very serious violence, and in over half the cases children feared for their own lives.
- More than one in five women who have been abused have been assaulted during pregnancy.
- In recent years, some research has suggested that women with disabilities are at a greater risk of victimization than women in the general population. According to the National Survey, 39 percent of ever-married women with a disability or a disabling health problem reported physical or sexual assault by a partner over the course of their married lives, compared with 29 percent of the total female population.

8. Canadian Centre for Justice Statistics, "Homicide in Canada — 1996," *Juristat* 17 (9).
9. Canadian Centre for Justice Statistics, "Wife Assault, The Findings of a National Survey," *Juristat* 14 (9).

In addition, recent literature suggests that

- Studies of violent incidents involving weapons indicate that firearms are more likely to result in serious injury and death than if another weapon is used.[10] Firearm attacks are about three times as likely to result in death as knife attacks and many times more likely to be lethal than attacks involving other methods.[11]

- With respect to incidents in which husbands killed their wives, a report prepared for the Department of Justice Canada revealed: in 81 percent of the cases, violent disputes preceded the homicide; alcohol abuse played a part in almost two thirds of all incidents; over half of the husbands had a criminal record; half of the accused were experiencing financial difficulty; and, in 18 percent of the cases, the accused was illegally possessing a firearm at the time of the incident.[12]

- The same report also indicated that, in almost half of the incidents, the victims and the accused were in the process of negotiating a separation or divorce. In 40 percent of the cases, there had been a recent separation of residence.

- Women in rural communities experiencing abuse face barriers posed by such factors as their geographic location (i.e., lack of access to services such as shelters) and economic pressures (i.e., farm wives who leave home also leave their business).

- Ethnocultural communities are often not reached by family violence prevention programs designed for a general Canadian audience. Women who cannot speak English or French may be particularly isolated. In addressing their needs, it is important to draw upon the strengths of local communities and minority language communities in order to respond to abuse, reduce isolation, and increase communication across languages and cultures.

- Family violence within Aboriginal communities is higher than the level experienced in other communities. A study of Aboriginal inner-city communities, published in 1994, indicated that approximately three quarters of the 621 people interviewed had experienced some form of family violence — as a result of either witnessing spousal assault or being victims of child abuse or child sexual abuse[13]

The effect of woman abuse on children

Children who grow up witnessing the abuse of their mothers also suffer deep emotional trauma. They do not feel safe in their own homes — they feel afraid and vulnerable. Their self-esteem and confidence may erode; they may become socially

10. Thomas Gabor, *The Impact of the Availability of Firearms on Violent Crime, Suicide, and Accidental Death* (Ottawa: Department of Justice Canada, 1994).
11. Reiss and Roth, 1993; Kellermann et al., 1991; Block, 1977; Zimring, 1968. Cited in Gabor, 1994.
12. Dansys Consultants Inc., *Domestic Homicides Involving the Use of Firearms* (Ottawa: Department of Justice Canada, 1992).
13. Carol LaPrairie, *Seen But Not Heard: Native People in the Inner City* (Ottawa: Department of Justice Canada, 1994.

isolated and have difficulties integrating socially or getting along with other children. As they grow older, their behaviour may become either extremely passive or extremely aggressive. Children who witness abuse may feel powerless and hopeless and therefore become depressed and withdrawn.

They may also become involved in delinquent acts of aggressive behaviour. Research has shown that, when children are abused or witness violent abuse in their families, they are at great risk of repeating or falling victim to that type of behaviour as adults. Boys in particular may begin to replay, in their relationships with their girlfriends and female peers, the belittling and violent behaviour they witnessed at home. A cycle of violence can thus be perpetuated.

The way children are affected by family violence such as woman abuse depends on several variables. The scope and degree of abuse and its duration, for example, are significant factors. In addition, if children have a good relationship with their mothers and a good network of social support, the children are more likely to overcome the difficult obstacles experienced by witnessing violence against women, even though the severity of the crimes witnessed is not reduced.

A coordinated community response, with all professionals and service agency personnel trained to understand issues of woman abuse and its effects on children, is needed if the abuse of women and their children is to be prevented and the victims adequately protected. Public awareness of the issues involved is also important. Early identification and appropriate referral of women who are abused can assist in preventing future harm to these women and their children.

Child abuse

Child abuse is not confined to any one demographic group or social class; it cuts across all ethnic, religious, social and economic backgrounds.[14] However, it is usually families of lower socio-economic status who come to the attention of the public authorities. Some research does indicate that poverty exacerbates the likelihood of child abuse.

Child abuse occurs when a parent or caregiver mistreats or neglects a child, resulting in injury, emotional or psychological harm, or the risk of harm to the child. Potentially, the most serious category of child abuse involves preschoolers or infants. Infants in abusive homes are particularly at risk, as they are totally dependent, vulnerable, nonverbal and require a considerable amount of parental attention and patience.

The effects of child abuse are far-reaching and profound. Abuse can have very serious social consequences including, but not limited to, delinquency, criminality, mental illness, developmental delays and teenage pregnancy. Victims of child abuse are at considerable risk of suffering from language delays, learning disabilities, mental illness and brain damage. Similarly, children who are brought up in an abusive home are more likely to sustain malnutrition or suffer growth delays.

14. Information on child abuse and neglect for this section is drawn from documentation produced by the National Clearinghouse on Family Violence, Health Canada.

A Toronto study of adolescent runaways found that nearly 75 percent had been physically beaten as children. Research also shows that a history of physical and sexual abuse also increases the risk of youth becoming prostitutes. This is true for both females and males. A study done with male adolescent prostitutes found that 72 percent had been subjected to physical or emotional abuse.

Children who grow up suffering from abuse generally want to tell about what is happening to them in order to make it stop. However, they are often afraid to do so. They may fear they will not be believed or protected, or be frightened of the possible consequences of disclosing their abuse.

Child neglect

While child abuse has received considerable public attention in recent years, neglect has not. Child neglect occurs when a child's parents or other caregivers are not providing essential requisites to a child's emotional, psychological and physical development. For example, a child's physical needs (e.g., for food, cleanliness) and emotional needs (e.g., to feel loved and safe) may not be met. "Failure to thrive" in infants is sometimes the result of neglect, leading in extreme cases to developmental delays and even death.

Although physical assault cases are more likely to come to the attention of public authorities, neglect can represent an equally serious risk to a child; moreover, the incidence of neglect is believed to be higher than that of physical abuse.

Efforts to alleviate child neglect are related to activities that would lead to adequate income, affordable day care, accessible family support services, employment programs and other resources that are required for a positive family setting.

Further information on preventing and addressing violence against women and their children can be found at the Web site of the National Clearinghouse on Family Violence at: http://www.hc-sc.gc.ca/nc-cn.

Woman abuse in rural areas

Research suggests that there are four intersecting themes that pertain to women living in rural areas who are abused by their partners. These are as follows:

Geographic Location: Women who live in rural areas may be impeded from leaving an abusive situation because they do not, by virtue of their location, have access to affordable housing or employment. Shelters may be few and far between, and communications services may pose difficulties (e.g., shared party lines).

Isolation: Although isolation is often experienced by women in abusive situations no matter where they live, in rural areas, this isolation can be heightened. Rural women may be isolated due to the geographic location, which may be secluded, or by socio-cultural factors (e.g., rural family life, traditional roles). They may also be isolated from institutions such as those that provide relevant government services.

Economic Conditions: Economic pressures may keep women in abusive relationships, given that the alternative is often poverty. Rural women are often less likely to be employed outside the home. It may be difficult to find work in rural areas, and transportation and relocation expenses can be prohibitive. For a farm wife, leaving an abusive situation means not only leaving the marriage, but also leaving her home, her job, her income and her lifestyle.

Access to Services: Rural women experiencing violence have limited access to relevant services. This is because of a variety of factors, including geographic isolation, a lack of anonymity and a cultural norm that encourages self-sufficiency and traditional family roles.

Focus on: Aboriginal People

Many Aboriginal communities in Canada experience high rates of interpersonal violence, substance abuse, victimization and fear. These factors correlate with the social and economic deprivation of Aboriginal people living on-reserve and off-reserve, in urban and rural settings. Indeed, the Royal Commission on Aboriginal Peoples found that "Aboriginal people are at the bottom of almost every available index of socio-economic well-being, whether they measure educational levels, employment opportunities, housing conditions, per capita incomes or any of the other conditions that give non-Aboriginal Canadians one of the highest standards of living in the world." The Royal Commission added, "There is no doubt in our minds that economic and social deprivation is a major underlying cause of disproportionately high rates of criminality among Aboriginal people."[15]

There is no doubt that economic and social deprivation is a major underlying cause of disproportionately high rates of criminality among Aboriginal people.

It is a well known fact that Aboriginal people are disproportionately represented in the Canadian criminal justice system. For example, while Aboriginal people represent 3 percent of the Canadian population, they account for 13 percent of the federal inmate population and 17 percent of the provincial inmate population. The situation on the Prairies is even more grave. In Saskatchewan where Aboriginal people represent under 11 percent of the population, they make up over 70 percent of the provincial inmate population. Research studies and reports over the years have consistently found that the overrepresentation of Aboriginal people occurs at every stage of the criminal justice process, from the charging to the sentencing of individuals.

In response to this state of affairs, Aboriginal communities are developing and implementing innovative and culturally-based justice programs such as diversion, community involvement in sentencing and mediation, and justice of the peace courts. As more Aboriginal communities become self-governing, interest in Aboriginal community-driven solutions to crime and victimization will likely increase. Crime prevention through social development — including such initiatives as child and family interventions, violence prevention measures, school programs and restorative justice — has significant implications for Aboriginal persons and communities. The National Strategy on Community Safety and Crime Prevention will support the development, implementation and evaluation of crime prevention initiatives in urban and rural Aboriginal communities in collaboration with Aboriginal groups and provincial and territorial governments.

15. Royal Commission on Aboriginal Peoples, *Special Report on Suicide Among Aboriginal People* (Ottawa: Supply and Services, 1995), p. 24.

- More than half of the inmates of Manitoba's jails are Aboriginal.
- Aboriginal accused are more likely to be denied bail.
- Aboriginal people spend more time in pre-trial detention than do non-Aboriginal people.
- Aboriginal accused are more likely to be charged with multiple offences than are non-Aboriginal accused.
- Lawyers spend less time with their Aboriginal clients than with non-Aboriginal clients.
- Aboriginal offenders are more than twice as likely as non-Aboriginal people to be incarcerated.

Report of the Aboriginal Justice Inquiry of Manitoba. Vol. 1, (1991), p. 86.

Community Stories

COMMUNITY STORIES

Programs that Make a Difference

The short articles which follow highlight just a few of the many crime prevention programs and activities that are being undertaken by various communities across the country. The initiatives in this section reflect a diversity of approaches that are making a difference in Canadian communities.

Crime prevention practitioners and policy makers seem to agree that crime prevention programs that work:

- involve multidisciplinary partnerships and coordinated efforts that go beyond traditional boundaries;
- work to encourage and promote ownership of issues in a way that is both innovative and effective;
- emphasize information sharing and awareness to facilitate problem solving; and
- result in community-based action and leadership.

A useful resource for communities and individuals interested in assessing their crime prevention needs and developing crime prevention programs is *Building a Safer Canada: A Community-based Crime Prevention Manual*, published by the Research and Statistics Division of the Department of Justice Canada.

For more information on the hundreds of other community crime prevention initiatives across Canada visit the National Crime Prevention Centre's Web site at http://www.crime-prevention.org. To find out more about initiatives being undertaken in other countries as well as in Canada, consult the Web site of the International Centre for the Prevention of Crime at http://www.crime-prevention-intl.org.

Providing a Head Start for Aboriginal Children

When Karen Boucher found out that an Aboriginal head start program was starting in her community of Selkirk, Manitoba, she wanted to be a part of it. She joined the parent advisory committee and enrolled her two children in the program. She wanted to provide her children with the "head start" the program was offering. She's convinced that the program will make a long-term difference in the prospects open to her children, and to the other children in the program.

The Selkirk Head Start Program is part of a federally funded early intervention strategy that addresses the needs of young Aboriginal children and their families living in urban centres and large northern communities. The program is sponsored by the Selkirk Friendship Centre and aims to prepare Aboriginal children aged 3 to 5 for their school years. The program focuses on meeting the children's emotional, spiritual, physical and intellectual needs. It arranges transportation for the children, provides nutritious meals, and has educational activities that run the gamut from having the children become familiar with computers to reading them traditional Aboriginal stories and legends.

There is also an emphasis on helping parents to develop parenting skills, especially the ability to foster the emotional and social development of children, and improve family relationships. The program aims to ensure that parents have the necessary skills to contribute actively to their child's healthy development, and many parents attend the program with their children. A total of 36 children are currently enrolled, and the program has been operating since December 1996.

Getting parents involved

The response from parents and children so far has been enthusiastic. According to Ms. Boucher, "the children love the program; they have access to many resources and activities they wouldn't have at home." She adds that parents are full of ideas on how to become more involved in the program, for example, by making traditional star blankets for the program, or setting up a communal kitchen with the centre nutritionist to learn how to make nutritious food on a low or fixed income.

"What makes the program so different," says Ms. Boucher, "is you don't just drop off your kids and that's it; we have an average of four to five parents who stay for the day. They are there interacting with the kids, interacting with each other, and picking up skills by working with the head start staff." She adds that "we all parent the way we have been parented, and a lot of people want to break that. . . or enhance that."

She adds, "Here in Selkirk, a lot of the Aboriginal children don't have [access to] any type of resources. Their parents cannot afford to send them to day care. When they start kindergarten, a lot of these children have never held a book before. So they are not familiar with their ABCs, their numbers, and so on. Many low-income families are without an education; they don't always see the benefit of learning to read right from when they are very young."

She adds that the program "gives children a good start before they go into school, and is also teaching the children the value of education."

Building pride

What's most important to Ms. Boucher about the Selkirk Head Start Program is the program's cultural component. Upon entering the centre, one of the first things people see is a giant tepee. There are books on Aboriginal legends in the resource centre, and language classes are taught to the children. Says Ms. Boucher, "As everyone knows, with the generation that we have today, there's no longer any language. It wasn't passed to the middle-aged people. The children are learning the basics here."

The cultural component of the program is important for the children, says Ms. Boucher, because it "makes them feel unique. It provides a sense of belonging that the Aboriginal community is lacking. It's someplace where they can feel proud to be an Aboriginal person; they feel proud to belong. And there's not enough of that, obviously, for the Aboriginal community."

Changing the future

When asked about the long-term benefits of the program, Ms. Boucher says, "I would truly say, from the heart, when you hear about the program and think about the ages of the kids we have in the program, it might not be a big deal today. But I will tell you in the next six to eight years, when these kids get older, and their self-esteem has been bolstered, and their families have a sense of belonging, it will make a major difference in crime prevention. They will learn the values and morals that they need. That makes a big impact."

An Award-winning Partnership

As the principal of a small, inner-city school situated across the street from a shopping mall, Sandra Dean often got calls from shop managers complaining of students vandalizing and shoplifting from the mall. One day she walked across the street and said to the business managers, "You have to help me solve this problem — I can't do it on my own."

That was the beginning of a partnership between the school and the local business community. This partnership has become so successful it has brought the school national and international recognition. The school won a 1994-95 Conference Board of Canada provincial award and later a national one for excellence in business-education partnerships. In 1996, the prestigious Carl Bertelsmann Foundation of Germany designated The Durham Board of Education, to which South Simcoe belongs, as being the best school system in the world, in part through South Simcoe's contribution to the strong partnership between school and community. The school has also been recognized by the Royal Commission on Learning and the National Literacy Secretariat.

South Simcoe Public School is situated in a pocket of poverty in the south end of Oshawa. As Mrs. Dean explained, many of the children come from difficult situations, which means that often they do not come to school with "the best attitude for learning."

Teaching respect

The school has a number of innovative and creative programs that have helped to dramatically improve behaviour in the classroom, reduce bullying and fighting in the playground, and cut down on vandalism and shoplifting in the community. They are all based on the school's fundamental philosophy of respect — for oneself and for others — in the classroom, the school, the larger community and the global community.

The Respect Program, which begins at the school's lowest level, junior kindergarten, has two parts. It provides incentives, rewards and recognition, gained by earning respect tickets, which are handed out for respectful behaviour. If a student earns 150 of these tickets, he or she earns top honours and is treated to lunch, prepared by the teachers and served by the principal. (At the end of the third term in 1997, almost 100 students had earned this special honour.) The other component of the program teaches the value of respect, in order to make it sustainable and long-lasting. Students learn this through weekly respect lessons in the classroom, which include anger management, problem solving and conflict resolution, with role playing being a major component.

Reading Circle

The school's Reading Circle program provides the community with an opportunity to contribute by taking responsibility for literacy. Every two weeks, partners from the community, such as police officers, city officials and business people, visit the school for one-on-one reading sessions with the students. At the end of the session, everyone gathers in a circle to hear a story from a special guest reader. The program has been so successful, it is being brought to several other schools in the region and is the subject of a display during National Police Week. The success of the program is perhaps most evident in the school's provincial testing scores. Four years ago, the school scored in the 20th percentile, the lowest in the board. However, in the spring of 1997, the Grade 3 class that was assessed in the test scored above the provincial average in reading, writing and math.

According to Durham Regional Chief of Police Kevin McAlpine, "Of the many proactive programs employed by the school, I'm particularly impressed with the positive results of their Respect Program and their Reading Circle. The Respect Program has helped to develop these young people to be ever respectful of their community, while the Reading Circle has helped to teach students that the police are not something to fear, but are their friends, approachable and willing to help."

On-the-job experience

The Experiential Learning Program, for which South Simcoe won the Conference Board of Canada awards, extends the boundaries of learning beyond the school walls and helps students develop the employability skills necessary for future employment. Local business people come into the classroom and talk to students about their particular business, for example, about running a photography business, pharmacy or restaurant. Then, students have the opportunity to go into the business setting for half a day and participate in the "behind-the-scenes" operations. They also write reports on their experiences for the school newsletter. The children value the "real work" experience, which has helped contribute to their respect for the local business community.

"The big thing about the program," says Mrs. Dean, "is the positive interdependence it brings between the school and the community." She adds that the program has helped students become more motivated. "People come in from the local businesses and teach the students teamwork, personal management and academic skills. They're teaching students that what they learn in the classroom actually applies in the world of work, that it is relevant. And when the students understand the relevance, they're more motivated. When they're motivated to learn, what more do we want?"

Scholastics, sports and service

The Triple S Program also introduces students to local businesses, but in a different way. The program rewards and encourages students to do well in three areas: scholastics, sports (and other school activities) and service to the school and community. The students gain points to earn an S in one or more of the three areas. At report card time, at the end of each term, students are rewarded with gifts donated by local businesses, according to the number of S's they have earned. The reward consists of a grab bag containing items such as pizza coupons, movie passes, mugs and key chains. In addition, some of the businesses got together and developed a discount card as part of the reward for having three or more S's.

Mrs. Dean explains that these programs have had a significant impact on behaviour within the school and a *very significant* impact on behaviour within the community. "Within the past few years, we have had the odd incident of vandalism or shoplifting; although we went through two and a half years straight, with absolutely no incidents of vandalism or shoplifting," she says. The rare incident that does occur usually involves a new student, who has not yet been absorbed into the school's culture of respect.

According to Peter Jefferson, the store manager of the K-Mart across from the school, there is quite a contrast in the before-and-after picture in terms of the store's involvement with the school. The store has been involved with the school for six years now — not only with the Experiential Learning Program, but also with the school's reading circles and gardening days. Mr. Jefferson says, "We're not in a great area; it's kind of tough. We used to have problems with a lot of the kids. But, most kids won't vandalize their friends. Since the program, none of the students has been caught shoplifting or vandalizing."

A culture of respect

The school population at South Simcoe is quite transient: 50 percent of the students move every year. However, when a new student comes into the school, he or she quickly learns from the other students, the way things are done at South Simcoe. The students have a lot of input into the school's programs and feel a sense of ownership. There is a strong youth culture in the school that places importance on following the school's philosophy of respect.

According to Mrs. Dean, if you asked people in the community what the school stood for, in nine out of ten cases, from kids, from parents, from business people, the answer you would get is "respect."

Involving the Business Community in Helping Children

1,2,3 GO! is an initiative that is making a difference in the lives of children living in poverty in six Greater Montreal neighbourhoods — and it is a program that is entirely financed by the private sector.

The mission of 1,2,3 GO! is to bring together the financial, human and material resources to mobilize the community and support its activities for children from birth to three years of age and their families, particularly those from socio-economically disadvantaged environments. The welfare of small children and the improvement of their living conditions are the focus of the program. Children participate regularly in activities that promote their affective, cognitive, social and physical development in a receptive, warm and stimulating environment. The participation of parents is encouraged and their role is respected throughout the project.

Mobilizing the community

The initiative, which began in the spring of 1995, is supported by Centraide of Greater Montreal, and works in partnership with parents, community and government institutions, and local businesses. It is being funded by the Royal Bank, Bombardier, CN, Jean Coutu, Hydro-Québec, Imasco, Power Corp., C.P. and Seagram. Partners have made commitments of $200,000 to $1 million for five years.

A community committee in each neighbourhood develops an action plan to identify problems and develop ways of addressing them. For example, says Pierre-Marie Cotte, the director of 1,2,3 GO!, "Security is a very big issue. In some neighbourhoods, people fear going outside, because there are gangs." Community action groups are working on ways to address this problem, for example, by having young mothers and their children go out to parks together in large groups.

"In another neighbourhood," he adds, "there are only corner stores, and no supermarkets nearby. It is a very poor neighbourhood, and people have no way to get to large stores, where they can pay lower prices for the food they buy. So nutrition is a real problem there. There is no good, fresh food, and this is a very big issue for the parents and children." To address this problem, the community group in this neighbourhood is looking at starting a buying group, or finding ways to attract a farmers' market to the area.

Although it has been a slow process, Mr. Cotte says 1,2,3 GO! has had success in ensuring grass-roots community involvement. "It's very surprising how much the people have become involved in the process over the past two and a half years. It's wonderful to see that." 1,2,3 GO! places an emphasis on securing community involvement by advertising the project by word of mouth and through the local news, posters and so on.

Evaluating results

One of the crucial elements of 1,2,3 GO! is the program's ongoing evaluation, says Mr. Cotte. "The financial partners tell us clearly that their contribution is linked to evaluation. They are business people and they are there because they believe we can achieve results. We will have to *demonstrate* that we can achieve results in the upcoming years."

1,2,3 GO! is being evaluated by a team comprising senior researchers from the Université du Québec à Montréal, Université Laval, and Université de Montréal. The program evaluation, which will be completed in 2003, seeks to measure the impact of the program on children and on community mobilization. Research began in 1996, and yearly updates on the ongoing evaluation are presented to the representatives from the various companies supporting the initiative.

Of the evaluation process Mr. Cotte says, "we want to see young children being better prepared to enter school. This is the major impact we want to verify. We want to see how the community has changed or transformed or added new activities to stimulate young children and to support the parents. We will measure that. We are implementing a monitoring system this fall in the six neighbourhoods, and the communities will have the tools to gather the data on an ongoing basis. They will have many tools to follow up and evaluate what they are doing. All these tools will serve to assist in the researchers' formal evaluation."

Making a difference

Mr. Cotte says he believes wholeheartedly that the initiative has the potential to make a substantial difference in changing communities and the lives of children. "We know for sure that 0 to 3 [years of age] is a very important time in a child's life. If we correctly sustain, inform and support parents, then a tremendous difference can be made in the lives of young children. So setting the conditions to make that happen in the community, we think will have a very real impact."

Elementary Schools Preventing Crime

Riverdale is a school in a disadvantaged area in Surrey, British Columbia. According to teacher/librarian Elaine Busby, students used to "hit first and talk later." But an innovative program called "All Together Now" has helped to change that, and school violence and bullying have decreased substantially. Not only that, but the project is also helping to change the way the young people view their school — and themselves.

All Together Now

Riverdale is one of five schools participating in the All Together Now pilot project, an early intervention and crime prevention strategy for young people between the ages of 9 and 12, with a special focus on the needs of children and youth of diverse ethnocultural backgrounds. The program is funded through the Solicitor General Canada's Policing and Law Enforcement Directorate, in conjunction with the B.C. Ministry of the Attorney General's Community Programs Division. It is also a community mobilization project, involving community agencies and police, as well as schools, youth and parents.

The five schools involved in the pilot project were selected with input from police and local school boards. As All Together Now coordinator Vince Stancato explains, all of the schools are in economically depressed areas. "We have a lot of youth who could be considered 'at risk' involved in the project. A couple of the schools are nestled between co-op housing projects, in areas with the highest poverty levels and highest transiency levels in the city; they're not ideal locations. We're not talking about kids who are in an above-average income neighbourhood or kids who aren't subject to many, many issues in their lives. We're talking about schools with an average of about 40 percent of the families below the poverty line. And I think that almost all of them except one has a hot meals program," he said.

Preliminary indications from an evaluation of the schools involved in the All Together Now program, undertaken from April to August 1997, show decreases in vandalism, thefts, fighting and absenteeism at each school where the program is being implemented.

Giving youth the responsibility for change

The All Together Now project gives elementary students the responsibility — and the decision-making power — for making changes in their schools and their communities. The youth in the five schools have responded by organizing more than 100 crime and violence prevention projects and events.

They have made changes to the way things are done at their schools, establishing antibullying policies, ensuring that peer mediators patrol school grounds, and planting flowers and cleaning up to make their schools nicer places to come to. They have held poster contests, published newsletters, painted murals. And they have worked with the community, organizing events to promote diversity and celebrate community ethnocultural diversity. The list of projects is long. According to Mr. Stancato, all of them were undertaken at the initiative of the students, staff and community members.

As Elaine Busby puts it, "The projects were all based on the students' input. They come to us, and we teach them to organize, for example, to make sure that announcements are made, that there is adult supervision in their activity. They do all that. And it works." This has far-reaching impacts, she says. It means that the youth are motivated to contribute to their schools and community, and it builds their self-esteem.

A concern of the students at Riverdale was schoolyard bullying, and one way this was addressed was through a peer mediators' program. Fourteen youth received training in peer mediation, and began watching over the school grounds at recess to assist children who were having difficulties and to report incidents of violence. Each reported incident was dealt with effectively by school authorities, and Riverdale's overall incidence of school violence has now dropped by 50 percent. The youth culture at the school is now such that "even the 'cool' kids want to be peer mediators," says Ms. Busby.

Creating a committee for change

Students gave input on their violence and crime prevention priorities by means of a student advisory committee. To form this committee, a representative from All Together Now visited each school and explained the project. Students volunteered to be on the youth advisory committee. It was the job of this committee to decide on priorities and think of projects to undertake, and a lot of students wanted to be a part of it. A range of ethnocultural groups were well represented on the committee.

The committee at each school was asked to draw up a list of their concerns about violence and crime in their schools and communities. These ran the gamut from complaints about stolen pencil crayons to concerns about bullying and personal safety travelling to and from school. A community committee of adults (comprising school, community and police representatives) worked with the students to assist them in narrowing down their lists. The youth then decided on projects that could address their needs, and took responsibility for running the projects, with some pointers and support from the school and All Together Now staff.

For example, many of the youth felt school spirit could be improved if the schools were spruced up, so they painted over graffiti in school yards. One school, General Brock Elementary, went one step further, going out into the community to paint over graffiti. They approached businesses and volunteered to clean up spray-painted walls. They went into high schools and recruited older students to help them in their initiative, which took place after school hours. They worked with the City of Vancouver, which supplied paint and other necessary materials. They then painted over graffiti affecting 24 businesses and collected more than 120 bags of garbage.

Getting the community involved

Community involvement is an integral part of the project, says Vince Stancato. "We feel that schools should be part of the community. One of the things we intended to do was to build a relationship so that the school and community aren't seen as separate entities, but are seen as one. So we have community members working with the schools and youth on issues and concerns that face the entire community. This process does take time. The level of community participation is different at each site because some communities are more 'ready' to be involved than others."

To facilitate community involvement, the All Together Now project is also in the process of translating crime prevention materials into six languages (Chinese, French, Punjabi, Spanish, Tagalog and Vietnamese). It is working on building a better understanding of the role of the police among people of diverse cultures. This is important because, in many B.C. communities, cultural differences may pose stumbling blocks to reaching many young people and their parents. According to Constable Leath Lynch, the School Liaison Officer for the Nanaimo RCMP detachment, this is very important because "it helps create understanding and build a sense of community." He also believes it is important to have the whole community involved with issues that relate to youth.

Police have been involved in the All Together Now project in various ways. They provide training for youth on violence and vandalism prevention, gang awareness and the prevention of bullying and have been involved in various youth-led projects. For example, police officers in Nanaimo have participated in a benefit basketball game, and a Vietnamese officer participated in a traditional harvest moon celebration held at the school. In addition to reducing the strain between youth and the police, Cst. Lynch says participation in these activities helps build bridges between the various ethnic groups in the school. "We bring the kids together, which then brings the parents together," he adds.

As part of the All Together Now program, Cst. Lynch has been involved in various community meetings that have helped to clear up misconceptions held by the parents. "Certain people blame other ethnic groups for crimes that are committed in the community. These meetings help to dispel the myths." He says it is important for the community to be involved in dealing with any problems related to youth, because "the police cannot do it alone. We have to work with the community."

Changing the future

Of all that the All Together Now program has to offer, Ms. Busby most wants her students to learn resiliency and leadership skills — the ability to lead others and to say "no, that's not okay."

She knows that youth from the nearby high schools bully younger children. When they graduate from elementary school, she wants her students to feel strong enough in themselves not to become either bullies or victims or to engage in criminal behaviour. And she's hopeful they will. On the first day of school this year, students were approaching her and asking about the All Together Now project and what will be happening in the coming year. Their enthusiasm has got her very hopeful about creating change. Of the coming year she says, with vigour, "Let's rock and roll!"

Teaching the Law of the Land

Gordon Leigh believes that children have a right to know how the law applies to them. So he has developed a children's book, called *The Law of the Land*, which is being used to teach children about the law and the *Young Offenders Act*. The book, which is used in schools in Alberta and a number of other provinces across the country, has been successful in improving children's understanding of the law as it applies to them.

As executive director of the John Howard Society in Lethbridge, Alberta, Mr. Leigh has come into contact with hundreds of young people. He knows from experience that not all children really understand how the justice system and the *Young Offenders Act* apply to them once they turn 12.

Understanding the law

"A lot of kids don't know that shoplifting is a *Criminal Code* offence," he says. "They know it is a misbehaviour, but a lot of kids think of it as being on a par with truancy from school. They also don't know that a criminal record lasts for five years, beyond age 18. They think you get a clean slate at age 18. That's something that has to be conveyed to kids; it's a misperception that exists in their culture." Mr. Leigh adds that it is also important to communicate to children that ignorance of the law is not an excuse for breaking it.

Mr. Leigh believes that educating children and youth is important for crime prevention. "First of all, I think we should be looking at a multidisciplinary approach to crime prevention, and I think education is part of that. I think knowledge is preventative. I believe it's their [children's] *right* to know the law; it is their *right* to know that by law they could be made criminally liable at age 12."

This view is echoed by RCMP officer Corporal Walter Coles, who has gone into schools to help educate students using *The Law of the Land* booklet. "You ask a 12-year-old kid on the street what his rights are — he won't have any idea." Corporal Coles says he has received "fabulous feedback" from teachers, students and parents about the book.

Laying out the law

The Law of the Land was created specifically to appeal to children in Grades 4 and 6. It's an easy-to-read book, with pictures to colour, and examples children can relate to. The tone is neutral and at times chatty; Leigh was careful to avoid an "accusatory" or "preachy" approach. The book reviews what laws are and the values on which they are based. It provides information on the *Young Offenders Act* and discusses punishment and consequences, release and custody, as well as other information. According to an evaluation conducted by the Winnipeg Police Service,[1] students demonstrated a dramatically increased understanding of the law, as it relates to them, following instruction based on *The Law of the Land*.

1. A test was administered to 620 Grade 6 students from different types of schools, after they had received instruction based on *The Law of the Land*.

Programs using *The Law of the Land* and the *Values* book vary from province to province, either integrating the text into existing programs or developing entirely new programs based on the literature. In Lethbridge, Alberta, the Grade 4 Values and Grade 6 Law programs are delivered by the Lethbridge John Howard Society's Criminal Justice Education Coordinator, who is joined in the classroom by local police officers or officers from RCMP detachments.

In Grade 4, children have one lesson about values, rules and laws. In Grade 6, *The Law of the Land* book is used in delivering three classroom sessions, and children get to keep the book to take home. (The books cost $5.00 per copy if they are ordered individually. However, on large, bulk orders, the unit price can go down as low as $1.50 per copy. This cost is often paid by corporate sponsors or local police forces.)

In and around Lethbridge, Barbara Whaley, an educator from the John Howard Society, visits classrooms along with an RCMP officer to deliver the lessons. Whaley says she tries to get students talking about crime and its consequences — consequences not only for those who commit crimes, but also for everyone in the community. She does this by getting students talking about a concept they can relate to such as being watched carefully in stores by store employees who suspect they might shoplift. "This personalizes it [the crime of shoplifting] for them," she says. "It makes them think that we are all in this together."

She adds that she knows the program helps children understand the law, and they have a lot of fun in the process. "Ultimately, I have no way of knowing for sure if I am making a difference [in preventing crime] but if it prevents one kid from going along with a crime, whether it's stealing or something else, then it's worth it."

Alternative Methods to Restore Justice in the Family

A project in Newfoundland dealt with family violence in an innovative way. The project, called Family Group Decision Making, is based on the philosophy that families themselves can take action to stop abusive behaviour occurring within the family, if they are provided with adequate support and protection. According to Dr. Joan Pennell, a professor at Memorial University and one of the project's leaders, it is an approach that provides a viable alternative for families, social service professionals, and the state.

The program, which ran from January 1994 to March 1995 in its implementation phase, developed an approach to family group conferencing based on a model that has been used since 1989 with encouraging results in New Zealand. It involves bringing together an immediate family where abuse is taking place with the extended family and other close supports such as friends, ministers or elders. At the conference, families work out a plan for preventing further abuse and keeping their relatives safe.

The aim of the process, says Dr. Pennell, is not to keep families together at all costs, but to provide a way to take abusers to task, while searching for ways in which they can act as responsible members of their families and communities. She adds that getting the facts out about a situation makes people more watchful of abusers and more sympathetic to abused family members. "The feedback I've gotten from people who have been abused is that they are no longer being blamed for what happened. In particular, they found that they were being supported by their family group."

Making sure families are protected

The project was undertaken in three sites: Main, an Inuit community of 1,200 people; Port au Port, a community with about 7,000 Anglophone, Francophone and Micmac people, spread out in various small communities; and the urban centre of St. John's. In all, 32 families took part for a total of 37 conferences, involving 455 people in the preparation and 472 in the conferences themselves. Funded federally in 1993 by Health and Welfare Canada, Solicitor General Canada and the Department of Justice, the project was carried out by Dr. Pennell and her colleague at Memorial University of Newfoundland, Dr. Gale Burford.

Families were referred to the family group conference process by authorities, such as child welfare, often when the children were just about to be taken into foster care or when the perpetrators of violence were being released on parole. In fact, says Dr. Pennell, "the strongest advocates for the approach now are parole officers; they particularly liked it when we used the approach as men were just about to leave incarceration."

Attendance at the family conference was voluntary for all concerned, and turnouts, says Dr. Pennell, were high. "People usually felt honoured [to be invited] and often they had been worrying about their relative, but didn't feel like they should be interfering or just didn't know what to do; so it was very helpful to have this structure for them."

Breaking the silence

Each conference had several phases. After an opening in the traditions of the family, the coordinator of the family group conference would review the process and explain the ground rules. The referring authority would then provide the information on the abusive situation. This was an important part of the process, says Dr. Pennell, because "we didn't want it to be the burden of those who had been victimized to say what had happened. Instead the statement about the issues that needed to be addressed was made by the authorities."

Having the issues brought out into the open was often the most emotional time of the conference, adds Dr. Pennell. She says, "one parole officer (who had escorted a prisoner to a conference) said that [the prisoner] found the family group conference the most terrifying thing he had ever been through. What he found so terrifying was facing his whole family, and his partner's side of the family. This big macho guy found it very difficult to hear a statement from his young son, talking about how scared he was when he saw his dad beating up his mom." She adds that it was new for this man to be taken to task and held accountable for what he had done over the years.

After statements were read, other professionals provided information that the family might need to draw up their plans, for example, information about available programs and services. The professionals would then leave, giving the family their own private deliberation time. However, people who had experienced violence would have a support person, as could the perpetrator of the violence. Support people, says Dr. Pennell, "played a really crucial role in these sessions. One thing that we never had any illusions about was that we could make things even in terms of power. But what we did find was that, with the support people, the power dynamic did shift around [within the family]."

Developing plans of action

The plans developed at the conference would address the concerns of the professionals, as well as the concrete needs of the family. For example, among other elements, plans might require that the perpetrator undertake therapy for substance abuse or detail arrangements for relatives to help with child minding and transportation. During the conference, the family group also developed a way of monitoring the implementation of their plan. After the plan was drawn up, it was considered by the authorities, and then finalized.

Dr. Pennell says that professionals also appreciated the process. "They would tell us, after the family group conference was over, that they felt a tremendous burden lifted from their shoulders. They were still accountable in terms of child protection, and so on. However, they no longer felt that they were working on their own, but with a group."

Evaluating the project's results

An implementation study of the project has shown that families responded to the invitation to come together, that they were able to make decisions, and that these decisions were nearly always acceptable to the investigating authorities — and in many cases surpassed their expectations. Virtually all participants said they felt the process provided adequate safety for them and did not impose new risks on their safety.

An outcome study was also conducted to assess how the families had progressed since the conference and to determine whether or not there had been changes.[1] It found that the majority of conference plans (85.4 percent) had been completed in part, or completely. Although the process reduced but did not entirely eliminate abuse occurring within the families, two thirds of people interviewed by researchers (76 of 115 interviewees) rated their family as "better off" because of the conference.

Clearly, family group conferencing is not a panacea and may not be appropriate in all circumstances. With the proper support and safeguards, Dr. Pennell feels, it may be a viable alternative to the "status quo."

In addition, it is important to monitor the plan's implementation to ensure compliance. Although more research to evaluate family group conferencing is necessary, it is valuable to know that some families want to — and are able to — actively solve problems around abuse. It is critical, however, to protect the personal safety of those who have been abused, and to ensure that the perpetrators of abuse take responsibility for their abusive behaviours as well as actions to change it.

At its heart, says Dr. Pennell, family group conferencing involves having faith in families and their ability to solve problems. "This model is based on the belief that families really do have the power within themselves to be involved in decisions. People were surprised by the results."

1. J. Pennell and G. Burford, *Family Group Decision Making: After the Conference — Progress in Resolving Violence and Promoting Well-being: Outcome Report*, Vol. I and II (St. John's: Memorial University of Newfoundland, 1997).

Northern Youth Taking Action

Fort Resolution is one of several communities in the Northwest Territories to have implemented community safety projects that have made a difference. The projects are part of a federal program called Youth Service Canada (YSC), which aims to develop work opportunities for youth facing significant barriers to entering the labour market. Although the program in Fort Resolution ended in 1996, its impact in the community is still being felt.

Youth Service Canada supports meaningful community service projects, designed and implemented by community-based groups, that provide young people with the opportunity to acquire job and life skills. YSC programs also aim to strengthen young people's sense of accomplishment and attachment to their community. The projects in the Northwest Territories were organized and coordinated by YSC youth and their project mentors, and focused on promoting safe and crime-free communities.

Getting youth involved

Fort Resolution is a Chipewyan community with a population of 700 people. Because it is a small, remote community, there are not many recreational opportunities for youth. Part of the YSC program involved training young people to take responsibility for and organize a variety of recreational activities for other youth. As Corporal Tania Enger, an RCMP officer whose detachment was a partner in the program, expresses it, "I firmly believe that if you have young people doing something they like doing — such as hockey — and you give them a facility to play in, that means they are not out on the street causing grief. If you provide them with the tools they need to do the things they like to do, that holds their interest and keeps them off the street."

A number of youth from Fort Resolution were trained and paid a small stipend to supervise floor hockey games in the local gym. They learned first aid, took responsibility for opening and closing the facility, and ensured that the game ran smoothly and was enjoyable for all participants. After the program ended, many of these young people continued to take responsibility for supervising games on a volunteer basis.

"I think they did it because the other youth depended on them," says Cpl. Enger. "They were given the opportunity to be considered as adults and to supervise other young people during that program. So why can't they continue after the program's over? And I think it has opened the doors to their gaining a little more respect." She adds, "I think the program was successful in showing the community that it could organize things for itself."

The organized recreational programs were one part of the YSC program in Fort Resolution. Youth were also provided with the opportunity to receive job-related skills enhancement and work experience, through liaison with the RCMP, fire departments and so on.

Expanding horizons

Job-related work experience was beneficial for the youth, says Cpl. Enger. "They were exposed to areas they never thought they'd be interested in, and yet they were. It made the ones who didn't finish school realize that maybe they needed some more skills and had to go back to school to get them, in order to do the job they were interested in."

"I'm not saying that everyone became better people from the program, but I would say probably four in ten went on to do something, whether working for someone else or coming up with ideas for making their own money, such as a small business. One thing I noticed was that kids were coming to us asking to leave the program early to go back to school; and they had been out of school for about a year or more."

Fort Resolution was just one of many Northern communities involved in YSC programs. In other communities, safety teams were organized to visit local schools to give presentations on topics such as the costs of vandalism; the dangers of alcohol and drug addiction; the prevention of solvent abuse; the importance of school and healthy lifestyles; anger management; fire safety; the prevention of theft; recognizing various forms of emotional, physical and sexual abuse; environmental hazards and safe travel in the Arctic during winter.

In some Inuit communities, elders were often invited into classrooms to tell fables and true stories about the survival techniques of their ancestors. Some projects even established after-school recreation programs and homework clubs to help reinforce healthy lifestyles and help young people develop a career path.

Contributing to community development

In several Inuit communities, YSC has undertaken Crime Stoppers projects in partnership with the local RCMP and band council. YSC participants accompany non-Aboriginal RCMP officers on community patrols and act as language and cultural interpreters. They also work on the development of Crime Stoppers videos with other communities that are experiencing particular crime problems. Some YSC projects have made a point of visiting the homes of elders to tag or stamp personal valuables so that stolen objects can be easily identified and retrieved by police.

Fire audits were also done on local buildings and residences by community safety teams who were mentored by fire prevention experts. YSC youth closed off hazardous areas and disposed of or removed open chemicals, gasoline canisters, and other flammable materials. They also helped to promote composting, safe garbage disposal and recycling. Participants also performed home renovations and repairs on residences that posed safety threats to seniors and small children.

In addition to these and other community safety activities, YSC Inuit youth focused on developing their own career plans and contributing directly to the self-sustainability of their own communities through teaching by example and promoting the civic spirit and volunteerism. As Cpl. Enger observes, "The Youth Service Canada program provided more resources to the community. As the young people acquired skills, these were then available to their communities." She adds that the program also helped to foster a sense of hope in youth about their futures and what they could accomplish.

A Head Start for Neglected Children

The Moncton Head Start program

The unofficial history of the Moncton Head Start program began in the early 1970s, when Claudette Bradshaw realized there were children "at risk" in her community — although she would not have used those words back then. What she saw were children who were suffering from neglect and abuse. They were the children who were unwashed, hungry and often aggressive, the ones who swore, stole and had no friends, because they were reviled by the other children.

To give these disadvantaged children a better start in life Ms. Bradshaw founded the Moncton Head Start program in 1974. She wanted to help children aged 3 to 5 adopt positive social and learning skills early — to give them a better chance of succeeding in school and in life in general.

The 25 children who attend the program today have all experienced some form of neglect, abuse or deprivation. Most of their parents were also abused and neglected as children. Many have not had an opportunity to learn some of the basics of nutrition, hygiene and general care. Ms. Bradshaw quickly realized that, in order for her program to be successful, it was crucial to involve the children's parents as well.

Getting parents to take responsibility

I could never have a program where I would be the only one taking care of these kids," says Ms. Bradshaw. "I say to the parents: 'It's your child and your responsibility. If you come to our program, you can learn how to take this responsibility.'"

Moncton Head Start helps parents learn to parent. For example, they are taught about nutrition and how to cook. They learn how to listen and express feelings using words, rather than through aggression or violence. They have the opportunity to speak with peers who have been able to conquer problems with drugs or alcohol. If there is a parent who can't read or write, he or she is taught. Ms. Bradshaw says she has seen significant changes in the parents, but says she recognizes the Head Start program cannot help parents solve all their problems.

Note: Since this story was written in 1995, the Moncton Head Start program has continued with fund-raising activities, and, as of March 1998, will no longer be receiving provincial funding. A formal evaluation of the program is under way and will be completed by 2000. Currently there are 25 children aged $2\frac{1}{2}$ to 5 years in the program. Claudette Bradshaw is no longer the executive director of the program. She was elected to Parliamentary office in June 1997.

In addition to the programming outlined in the story, the Moncton Head Start program is affiliated with Future Horizons, a municipal housing project for parents who have completed the program. Parents may stay in this housing for up to five years. Moncton Head Start is also affiliated with the Mapleton Teaching Kitchen, a special educational program in which parents learn basic nutrition, economical food preparation and provision and home management skills. In February 1998, the After School Program, which existed from 1994 to 1996, was re-instated. The program provides a setting in which grades 7 and 8 children tutor younger children and help them with their homework. The Lorne Preston Education Fund also awards a number of college and university scholarships to parents and former children who have taken part in the program.

Helping children change and grow

She's seen great changes in the children as well. The children who come to the program have deep-seated behavioural problems and significant language delays, and lack a sense of trust or security. The 25 children who attend the program each year range in age from 3 to 5. They attend the facility for an average of five hours a day, four days a week. They play, eat, wash, brush their teeth, exercise, and receive affection and stability. They learn how to deal with their anger and how to get along with others.

"You can see a definite change in these children after they have been in the program for a while," says Ms. Bradshaw. "The first thing you notice is that you can touch the child. When they first come here, it's as though their skin is dead and their eyes are empty. And you can't touch them. Have you ever seen a cat that hasn't really been around people before? You go near that cat, and it just hisses at you. These children are like that. But the minute that they see they are safe, it changes."

Ms. Bradshaw believes the Head Start program makes a fundamental difference in the lives of the children. Some of the children who have attended the program are now 24 and 25 years old. There has not been a research study done yet on these children, although Ms. Bradshaw hopes that one day one will be funded. "For now," she says, "the only result I can tell you is this: not very many of our kids are in prison or on welfare. Some have gone to university." Staff at the Head Start program keep in touch with the children who have been in the program. They want the kids to feel that someone is there for them who cares about them. As far as Ms. Bradshaw is concerned, this is crucial. "They know if they get into trouble, we are there."

Finding funding

The Moncton Head Start program receives funds from a variety of sources, although its goal is to eventually operate without government funding. The provincial government currently provides money for the program. However, corporations, local businesses and the community also provide support. For example, Shell Canada helped build a kitchen that is used to teach nutrition and cooking skills. Wal-mart donates children's clothing and Jean Coutu Pharmacy donates soap and toothpaste for the children.

The Moncton Head Start program also raised $52,000 last year by holding an Annual Giant Yard Sale. They've encouraged people in the community to save items they no longer need and to donate them to next year's sale. And stores are donating to the annual sale items that they would otherwise discard.

Moncton Head Start has also started a recycling business to raise money. Resale clothing shops donate used clothes they have been unable to sell, and these clothes are baled into different categories and sold by the pound to buyers from across the country. People on unemployment insurance and offenders in penitentiaries work on the program. Ms. Bradshaw says she would like to see more offenders involved.

Ms. Bradshaw strongly believes that if there is no investment in "at risk" children when they are young, society will pay for them later. "Society will pay for them for the rest of their lives, because these kids are the ones who end up in prison.

"But we can do something about it," she adds. "We can prevent these kids from going to prison. I believe that. I really, really do."

A School Transformation

The Mary Fix Catholic School

Mary Fix Catholic School in Mississauga, Ontario, used to be the inevitable target of vandalism by a group of youths called the "Fix Warriors." This group was not really a gang, although they liked to think of themselves as one. They also liked to hang out in a large wooded park located next to the school. Every Monday morning, teachers would find broken beer bottles littered all over the school yard and on the school roof, graffiti on the walls and smashed lights. Some days, windows were scorched, stolen bicycles left on the roof, stairs broken and the roofs of portable classrooms torn open. One day in 1992, teachers and students came to school and found a portable classroom had been burned to the ground, causing $40,000 worth of damage.

This act of arson was a catalyst for the school. Although previous attempts at stopping the destruction of school property had failed, the school staff became determined to find some way to stop the vandalism. They tried a new approach, which has been extremely successful. Not only has vandalism at the school been almost completely eliminated, but members of the so-called "Fix Warriors" are now volunteering to help flood an ice rink for students, raise money for the school and keep the nearby park cleaned up for the community.

Getting the community involved

The school managed to turn the situation around by attacking the problem on several fronts, and by involving a wide group of people in coming up with an action plan. They called a community meeting and invited everyone who had an interest in the school: the school board trustees, the police, the student council, local residents, neighbours and the city's Parks and Recreation Department. More than 100 people showed up. Together, the group came up with an action plan. Monthly meetings were held for two years to make sure the plan was on track.

As school principal Gail Vick explains, "It was suggested we make the park more of a community park. People felt that if we had more areas for the kids to play in, more people would use the park, and that it would be less attractive for kids who want to be in the dark where nobody else is." The park was fairly wooded, and the small group of kids who regularly used the park intimidated everyone else from using it.

Specifically, it was decided that the underbrush should be cleared, trees should be pruned, vandal-proof lights should be installed, and pathways widened. A skating rink was set up, and a basketball court installed. Community members were encouraged to use the park to walk their dogs and play with their children.

Note: This story was written in 1995. Gail Vick is no longer the school principal; the school continues to be free of problems with vandalism.

Cracking down on trespassing

It was also realized that the school had to be made a more difficult target for break-ins and vandalism. So lighting was improved, an alarm system connected to portable classrooms, and the windows of these classrooms were made difficult to break. The police also became very active in pressing charges against youths who were trespassing on the property.

As Ms. Vick states, "In the course of five or six months, they charged close to 30 young people with trespassing. And, of the 30, I understand that about 22 held up in court. These kids got fines of about $65 or $70 for a first offence, but then the courts increased it dramatically if it were a second or third offence. So I know at one point there were kids paying $350 to $400 for trespassing." She adds that those charged were youths who lingered on school property in spite of being asked to leave the premises.

Developing school pride

The school also struck at the root causes of vandalism in two ways. One was by setting up an evening recreation program. The other was by communicating with the youths who were vandalizing the park.

The recreation program was set up in conjunction with Mississauga's Department of Parks and Recreation. Every Tuesday night, about 30 kids, from grades 5 to 7, show up to play in the school yard or the gym. Says Ms. Vick, "The police also told us that wherever there's a building that is more used, it will be less vandalized. And if the kids feel good about the building themselves, they will protect it. This seems to be what is happening."

"A lot of those kids would have no place to go in the evening," she adds. "They are not the kids who are involved in hockey or organized sports. They are not the kind of kids who go skating with their family on a Tuesday night. These are the kids who wouldn't have any place to go. And they might be kids that, after Grade 8, decide that they are going to hang out in the park. But that hasn't happened for two years, we don't have a person in that group who has been at Mary Fix School."

There was, however, a dwindling group of youths who continued to hang out at the park. "At one point in 1993," says Ms. Vick, "We said to ourselves, 'We should talk to these guys,' even though the vandalism rate had all but disappeared." So a meeting was set up and 12 of the youths — some of whom were as old as 25 — participated.

"That was the breakthrough when we held that meeting. They realized we're people and they're people, and we didn't want our neighbourhood to be like this." It was after that meeting that some of the youth began contributing to the school and the park. Several of them now volunteer to flood the ice rink for the school, and about four or five of the youths turn up every year to pitch in and help the community spread fresh wood chips on the park and pathways and generally help with the upkeep of the park.

While there are still youths who make noise in the park on weekends, the situation is not nearly as bad as it once was. And Mary Fix School has become a source of pride for the students who go there. They brag that they have the best school in the city, pointing to the ice rink and the recreation program to prove their point.

Both the students and the teachers at Mary Fix know that when they come to school on Monday mornings, the likelihood is very small that their school will look any different from the way they left it on Friday. For a school that has had a reputation since 1986 for being vandalized, that is quite an accomplishment.

A Pound of Cure

Tandem Montreal

"Crime prevention should not be perceived as an expenditure, but rather as an investment." These are the words of Serges Bruneau, General Coordinator of Tandem Montreal, a municipal crime prevention program that is proving his point. Since the creation of the program in 1982, Montreal's crime rates have been falling: residential break-ins dropped 25 percent between 1981 and 1996. And in one year alone (1993-94), they dropped 9 percent.

Tandem's success explains why the city is so committed to the program, and this commitment has remained solid through three different municipal governments. In December 1997, the City of Montreal renewed the Tandem Montreal program for another two years, until December 31, 1999.

An award-winning program

Tandem Montreal is considered to be one of the most important elements in the development of crime prevention in Quebec and in Canada. It has also gained national and international recognition, and has won several awards. In 1990, Tandem received an award from the International Society of Crime Prevention Practitioners in the United States, and a Certificate of Merit from the Ministry of the Solicitor General Canada; in 1992, Tandem was recognized with an award from the Ministry of Public Security in Quebec; in both 1994 and 1995, it received a Certificate of Merit from Quebec's Ministry of Public Security; in 1996, it was awarded a Certificate of Merit from the Coalition for Gun Control; and in 1996, it received the Special Award from the *Comité d'action femmes et securité urbaine.*

Tandem has been the inspiration for similar programs in cities across Canada and around the world, including cities in Spain, France and Argentina.

Working in Tandem

Operation in Tandem — as it was first known — began as an independent initiative of the City of Montreal. The program is unique in terms of municipal crime prevention because most other programs are attached to police services. Another feature of Tandem is that it relies on the expertise of community groups to carry out its mandate. Tandem believes these groups know the local issues and are in the best position to identify community needs and to develop and implement activities that respond to them.

Some 12 community groups throughout Montreal's nine districts are involving more than 100,000 citizens in some 2,500 activities to raise awareness of the issues and prevent crime. The city's role in Tandem is to define the program's orientation, manage its budget, conduct public relations and produce crime prevention literature. In the beginning, Tandem was similar to Neighbourhood Watch programs. It got people involved in crime prevention with the main aim of reducing residential break-

Note: Although this story was written in 1995, some updated information has been provided. In addition, Tandem has developed some new programs. For example, "Project Cocoon" (to spin a web of prevention), which is based on a project implemented in Kirkholt, England, is working to reduce residential break-ins. Another program, intended to involve businesses in community safety and crime prevention is called "Here we take your safety to heart." In particular, the project helps to address public fear on the streets by having businesses and restaurants that are open late participate and post their hours for the public to see.

ins. In 1992, however, Tandem's mandate was broadened. In addition to its original crime prevention activities, Tandem also began dealing with the basic trends of urban crime and an added dimension that had not previously been addressed — people's fear of crime. Thus, it became a program of urban safety.

As well as providing services to the general population, Tandem has developed programs that specifically target seniors, women, minorities, children and youth. Besides providing printed information aimed at helping members of these groups become less vulnerable to crime, Tandem is also involved in a wide variety of community-based activities aimed at these groups. Other programs deal with home security, street prostitution and safety in public areas.

Safety for seniors

"Seniors can have a certain amount of fear of youths if they don't understand them or have not had an opportunity to talk with them," says Mr. Bruneau. "And young people may not understand that older people can be afraid of them." Consequently, one of Tandem's activities, called "Friendship Knows No Age," puts seniors and youths together to give them an opportunity to get to know each other.

Another of the organization's activities communicates crime prevention information through theatre. Tandem produced a play for seniors that used seniors as actors and drew audiences of about 200 people. The production had a run of 20 performances, and has won Tandem a Certificate of Merit from the Solicitor General of Canada.

In addition, Tandem produces an abundance of information for seniors, and is involved in numerous other activities that raise awareness of crime and crime prevention.

Working with women

One of Tandem's priorities is to make the city a safer place for women. According to a 1992 Gallup poll, 68 percent of Montreal's women feel unsafe walking alone at night in their neighbourhoods. Information from Tandem states that the impact of this fear is that women do not feel free to move about in their own city. This limits the extent to which they can enjoy the city and make use of its resources, to which they, as taxpayers, are entitled.

Part of Tandem's program focuses on eliminating violence against women in public places. The City of Montreal in collaboration with Tandem produced a guide to help women organize and conduct exploratory walks to identify places where they feel unsafe. The guide was inspired by the Women's Safety Audit Guide, produced by Toronto's Metro Action Committee on Public Violence Against Women and Children (METRAC). Once an area has been identified as unsafe, action can be taken to correct the situation. For example, the city may need to improve street lighting and businesses may need to clean up areas behind their properties.

Involving men

One of Tandem's new initiatives is a campaign aimed at men. The campaign, which is scheduled to be launched in the near future, will call on men to acknowledge that violence perpetrated by men against women is unacceptable. Men will be encouraged to sign a petition to endorse a charter rejecting all forms of violence. In addition, other material will give men tips about what they can do to improve safety and security for women: for example, to avoid sexist jokes or to intervene if they know of a co-worker or colleague who is engaged in harassment. In other words, as Mr. Bruneau points out, "the campaign is designed to help men recognize that they have a responsibility to help end violence against women."

Helping children

Teaching respect for others and for the property of others is the focus of many activities aimed at very young children. One recent program involved the collaboration of Montreal's Botanical Gardens and several day-care centres in the city. Each child was given a flower to take care of and watch grow. The children were also taken for a day to the Botanical Gardens. As Mr. Bruneau puts it, this exercise was intended to help the children "develop respect for other people's things. When the child looks after his plant, he automatically pays more attention to the other children's plants. So this principle of respect can be developed in a way that is adapted to their capacities."

Some of Tandem's other initiatives for children include puppet shows and a colouring book informing and warning children about abductions. The book is used in conjunction with an activity guide in schools, and features a main character named Prudence.

Challenges

According to Mr. Bruneau, the most important challenge in crime prevention is "to convince people that they have more power than they think, where prevention is concerned. We have to get past people's defeatism." This can be addressed by "re-creating a sense of belonging, a sense of community life. Mobilizing the community is important. We have to inform people: there are problems, but there are also solutions, and there are results."

Reflecting on efforts undertaken at the national level, Mr. Bruneau says "we need punishment and we need prevention, but the money is mainly invested in punitive measures. Consequently, we have to convince policy makers that crime prevention is cost-effective and that it is an investment in the future. The political will is necessary for prevention to succeed."

The Community Approach

The Downtown Eastside/Strathcona Safety Fair

The Downtown Eastside/Strathcona Safety Fair, held annually in Vancouver from 1992 to 1995, represents one community's effort to deliver a message that something can be done to prevent crime. As the Coordinator of the Safety Fair, Richard Page, explains, "the fair's goal is to start informing people, and encouraging them to feel that this is their community — and that there are initiatives out there that citizens can use to prevent crime."

The community in which the fair has been held for the past three years has the lowest per capita income in Canada. "There are a lot of drug addicts in the neighbourhood, a lot of sex trade workers and a lot of marginalized people, such as post-psychiatric patients," says Mr. Page. There are also a large number of refugees and immigrants who live in the community, which contributes to the cultural richness and diversity of the area.

Making the fair fun

The fair is an upbeat community event that is popular with families. Local musicians provide entertainment, politicians are invited to give speeches and information booths are set up on a wide range of topics. Passports to the fair are available, and children go from booth to booth collecting stamps.

"In order to get a stamp," says Mr. Page, "children have to answer a question about safety, for example: 'What do you do when you find a used needle? What happens when somebody flashes you?' The question asked is related to the theme of the booth."

Many of the booths in the 1994 fair were set up by institutional agencies, such as the Red Cross and the local police. The next safety fair will try to involve the grass-roots community groups as well.

"What we would like to do," Mr. Page explains, "is turn the fair into a celebration of the work that people in the community do to make this a safer place."

Fighting chronic fear

Another goal of the Safety Fair, Mr. Page adds, "is to inform people that there are alternatives to having to live in fear. When you do that, you empower people. Nobody wants to live in fear."

Note: This story was written in 1995.

The Downtown Eastside/Strathcona Safety Fair addresses this by providing information on what people can do to protect themselves, their families and their community. For example, the fair provides information on target hardening, personal security and ways to develop "street smarts." The fair also aims to stimulate thought and discussion about what the community can do to solve problems in the area. "Fundamentally, it is important to get the community involved," says Mr. Page.

"Crime is a community problem. There are a lot of reasons for this. You have kids who get into crime early, because they can't hang around the house. If they hang around the house, they get hit. They hang out on the street, and what happens when they are out on the street? They fall into the clutches of predators."

In the community where the fair takes place, there is an entrenched fear of crime. Senior citizens are virtual prisoners after dark," says Mr. Page, "and people are afraid to report crimes to the police. They focus on moving out of the area as soon as they can afford to do so.

"The fair has helped to get the community working together and progress is being made toward team building. And that," he says, "is one major step toward solving the problem."

Taking It to the Streets

Community-based policing

When the Edmonton Police Service first began moving toward community-based policing in the 1980s, Constable Lew Evans-Davis wasn't much interested in working in this new area. He had the impression that community-based policing wasn't "real policing." As he puts it, "When I refer to real policing, I mean things like drug arrests, drunk drivers — the 'getting the bad guys' kind of thing."

It wasn't until he spoke with some of his colleagues that Cst. Evans-Davis began to change his mind. "I talked to people who were doing community-based policing," he says. "They were doing all the really neat, proactive problem-solving things in addition to so-called 'real policing.'"

Cst. Evans-Davis was inspired to apply to work in community-based policing, and landed a position in the Canora community of Edmonton — one of the city's most populated and diverse urban neighbourhoods. It comprises 39 square blocks, and has 75 apartment buildings, 182 businesses, two hotels and a college campus. It was a community that the police were frequently called to service.

Says Cst. Evans-Davis, "One of the first things I noticed was that there were an awful lot of problems coming out of this one hotel: there was a lot of drugs, stolen property going through there, prostitution — it was just a bag of snakes." In addition to the problems linked to the hotel, the area's apartment block managers were frequently asking for police assistance in settling disputes with tenants. There was also the college campus experiencing problems with thefts and break-ins.

Cst. Evans-Davis called a meeting with the area's apartment managers and helped educate them on how to handle small problems themselves — matters such as disputes over parking. He brought in a lawyer from the landlord-tenant association to provide information on rules regarding eviction notices. Cst. Evans-Davis also trained the apartment managers on how to recognize larger problems requiring police attention, such as drug abuse, child abuse and wife assault.

As Cst. Evans-Davis states, "we were able to effectively reduce complaints to both the landlord and tenant dispute board and to the police by better educating apartment managers and teaching them how to police themselves." This, in turn, left the police more time to deal with the serious drug abuse and assault problems.

Cutting campus crime

In order to assist the college campus that was experiencing a rash of break-ins, Cst. Evans-Davis brought in some crime prevention experts who worked with him to educate the campus staff and students about how to cut down on the opportunities for crime.

Note: This story was written in 1995. Constable Evans-Davis has now moved to work on patrol with the Eastwood Family Violence Unit.

The school didn't want to spend a lot of money on new hardware to fortress itself, so an advertising campaign on crime prevention was undertaken. People were taught never to leave any valuables in their lockers. As Cst. Evans-Davis puts it, "some thieves have tools that can cut combination locks like a hot knife through butter." Custodians began regularly checking doors to ensure they hadn't been jammed open. Staff became more careful about lending keys to the building to students, and efforts were made to ensure that the general campus population became more watchful of what was going on.

"By making people more aware of what was going on around them, we were actually able to reduce the thefts in there by about 70 percent."

Cracking down on a hotbed of crime

Dealing with the hotel, which Cst. Evans-Davis considered to be the community's hotbed of crime, was a three-year project. The bar manager of this particular hotel, says Cst. Evans-Davis, "was a bit like Fagan in *Oliver Twist*. He had a network of thieves and a network of customers, and he matched the two up. Goods included stolen meat, microwaves, VCRs, you name it. If he could find a market for it, he'd line up thieves and customers and break off a profit without ever touching the stolen goods."

The bar manager also welcomed drug dealers, whom he charged $20 a day to work in his bar, and prostitutes, from whom he demanded $5 tips per trick. He had kids working as "heat scores" watching for Cst. Evans-Davis and warning the criminals inside the hotel when he or other police officers were approaching.

At first, Cst. Evans-Davis tried tackling the problems with "reactive-style" policing, and arrested as many drug dealers as he could. After arresting some 40 dealers, however, he realized the problem was not getting any better. So he decided to take a more proactive, problem-solving approach.

Taking a proactive approach

He began by focusing on the bar manager. He did some research and found that there was no law making a bar manager liable for allowing drug deals in his bar. So Cst. Evans-Davis wrote a letter to the Solicitor General suggesting the *Liquor Control Act* be amended. "About a year later, I got a nice surprise in the mail," he says. "The legislation was changed to reflect liability upon licensees and their agents where it could be proven that they had knowledge of criminal activities."

Cst. Evans-Davis was also able to get inside information on the drug dealers from an informant he met, oddly enough, while walking through a back alley between the two hotels on his beat. Says Evans-Davis, "He [the informant] said to me, 'where the hell is your car?' I said, 'I'm a foot patrol, I don't have a car.' He asked me why I was there. I told him, 'There are some problems with drugs and family abuse in the community, and I'm here to try and fix things up.' And he said, 'Well, I'll help you.'" The informant was a former drug dealer who was able to provide Cst. Evans-Davis with inside information on the drug dealers. This led to Cst. Evans-Davis being able to solve the problem at the hotel, and thereby improve community safety.

He adds, "I don't have drug-free bars by any means, but I don't have the drug cartel that I had when I started out." The hotel that was once such a problem spot has now become a local pub for a number of older citizens in the community, and is making a better profit than it was when it had the business of a wide range of criminals. People who used to be afraid to go in the bar now feel comfortable there. Comments Cst. Evans-Davis, "I think that, in the ideal world, if you could fix the family unit, you would fix crime for the most part." In his opinion, the vast majority of the criminals he sees come from a background of violence: verbal abuse, substance abuse, physical abuse.

"This job has been truly amazing," he says. "I hate to use this word, because people look at you a little funny when you say it, but I feel 'empowered' because of the autonomy I have to identify problems and solve them."

Edmonton's Neighbourhood Foot Patrol Program

In the community-based policing model, the constable becomes a catalyst for community action and a liaison between the community and police resources. Time is allotted to take an in-depth look at crime incidents and to understand the conditions and factors that give rise to them. The constable not only reacts to crimes as they occur, but also works with community members to reduce or eliminate similar incidents.

The Edmonton Police Service began moving toward community policing in the early 1980s, and in 1988 started the Neighbourhood Foot Patrol Program in 21 neighbourhood beat areas. The program had four main components

Foot patrol neighbourhoods: A single police officer was given responsibility for a defined area. In 1988, 21 foot patrol areas were assigned. Each area was an identified crime "hot spot" to which police were regularly called to service.

Store-front offices: Offices were rented or donated in each foot patrol area. Staffed by volunteers, each office also had a neighbourhood advisory committee.

Volunteers: Volunteers were used in many offices for tasks such as filing, typing, acting as liaisons between the constable and the community, and assisting the constable as required.

Neighbourhood advisory committees: These committees functioned as community advisory groups to the police. Constables were trained in problem solving and were encouraged to work with the community in identifying and solving local problems.

The initial Edmonton program was successful in achieving its goals.[1] Fourteen of the 21 beats had fewer repeat addresses and the number of repeat calls per address declined significantly. A user survey showed that members of the public who had contact with the police had higher levels of satisfaction with the foot patrol officers than with the motor patrol officers.

An evaluation showed that from 1991 to 1995, total criminal code occurrences dropped by 41 percent and other violent crimes dropped by 31 percent. This is a much greater decline than for any other Canadian city. This decline in crimes reported to the police was accompanied by a corresponding drop in insurance claims, indicating that the decline was not due to a change in reporting practices. The increased effectiveness of the police is shown by the fact that the clearance rate (the proportion of crimes solved by the police) improved by 12.5 percent for violent offences and by 39 percent for property crimes.

1. Hornick et al., *An Evaluation of the Neighbourhood Foot Patrol Program of the Edmonton Police Service* (1989).

An Aboriginal Alternative

Hollow Water First Nation

Hollow Water is a small Ojibway community approximately 160 km north of Winnipeg. In the mid-1980s, some community members began to think about their community and saw that problems with crime were linked to problems with how community members related to each other. The community looked at the difficulties and saw that some of these problems were exacerbated by contact with non-Aboriginal justice and welfare systems. So they started to work on their own model. What they did is best described by Hollow Water First Nation's member, Berma Bushie, one of the women who has worked with the Hollow Water Community Holistic Circle Healing project since its inception. What follows is her account of the project.

> I always have a really difficult time trying to convey to people outside what's happening at Hollow Water. The form I prefer is for you to come out to Hollow Water: come and see what's happening there. Many different characters come into play, but as a woman in the community, it's been very much a personal journey that's guided me.
>
> My father talked about our community when he was growing up. He talked about how the community worked together and shared with all community members. I had very little experience with that way of life. My experience was with the churches coming in, the schools coming in, all the outside systems starting to come in, and starting to fragment the community. And so, by the 1980s, it [Hollow Water] was a really horrible place. We were seeing more of our women being beaten, our women being raped, our children being abused. So the challenge we face today in my community is that we have to go back to the time of my father, the way of life that he had. How to do that? That's the really big question. We talk about bridges.
>
> Today, we are faced with a community that's in a lot of fear, that's in a lot of shame, that's very silent. A lot of them are still very silent about the abuse. The thing that plagues me in my community is the social structure — we have to get back to that social structure that was there [before]. When you look at the laws that governed that structure in my father's time, they were very simple laws. The ones that I use in my work are kindness, honesty, caring and sharing, and faith.
>
> People still talk about our children being gifts from the Creator, but too many of us in that community don't understand what that means. I think it was understood in our generations before but today it's not. It's been, I think, lost along the way. We also know in our traditions that women had a place of honour because they brought life into this world. So those are the main things that guide me in my work.

Note: This interview, which took place in 1995, represents Berma Bushie's personal interpretation of a community Holistic Circle Healing project of the Hollow Water First Nation.

The way that my community dealt with all the anger was just to turn a blind eye to what was happening. My community's way of coping with the social chaos, at least three to four generations before us, was to pretend it wasn't there. It was a real dilemma, when we first looked at our community. Where do we start? Who do we get? We were forced, in a lot of ways, to start healing with ourselves.

It wasn't until the mid-80s that we started to look at our own healing. Many of us pretended to have our lives all together, and we went out there and worked with our community. We had all kinds of ideas and all kinds of programs and projects that were supposed to help, but we were really smacked in the face. We began to understand that, in order for change to happen, we had to start with ourselves. We had to start healing our own abuse, our own dysfunctions — and that's a journey for all of us in the community.

As we began our own healing journeys, we came to a place where we had to turn to our children. We did not have the strength to make a community because it has been a silent community that perpetuated the abuse from generation to generation. There was a lot of fear. There was no way people were going to talk about what had happened. What they were enduring related to their development as children. When we began to talk about our own abuses and we began to open up, it was the children who took up the fight.

I'm always awed by the strength and courage of our children. Once we gave the children permission to talk about what had happened to them, the stories came, and they just poured out.

There was a five-year period where our community was in total crisis. We had no choice at that time. In the 1980s, child welfare was just coming into my community. The justice system was coming into my community, and immediately we could see that these two systems were very different.

At some point we said "it's futile to talk, we'll just go ahead. We know what we need to do. These systems, these laws that affect us, they have to understand the impact they have on our community. They have to understand that their laws and system do not work. They add to the fear that's already there. They add to the rage that's already there."

So what we've done is to look at the two systems. In those two systems, we had absolutely no say over how things were done. The way they handle abuse cases in this province is that, when you report abuse, they remove the child from the family. In a lot of cases, they remove the child from the community, and the child is put through the criminal justice system. That's barbaric — that is so uncivilized.

The way it works now is that the children do not have to leave the community. One of the first things we had to do was train homes around the dynamics of abuse, around the behaviours of children, the behaviours of

families, the behaviours of the community, and to put safeguards within those homes for the children. Once we established those homes, we were able to move the children from their own families into these homes for short periods of time. What the child needs at this point is support. The child needs to be believed about what he or she is disclosing.

Today, the only time we remove a child from a home is when it's incest, because we feel that families are just not able to give the support that the child needs. But in all other cases, where it's someone outside the home, even though it's still within the family kinship, as long as the nuclear family can support the child, then that's where the child remains.

In order to regain these community structures, namely taking care of ourselves, we had to find a way for the community to speak directly on justice matters, both to offenders and victims and to the families. We worked very hard to get the justice system to understand that.

We don't believe in incarceration, and the reason we don't believe in incarceration is because there's no healing in that place. These people need a healing community, a safe place where they can begin to talk about it, the crimes that they've committed. It's only when people are open and can support these people that they can interact and begin to change their lives and come back into balance. We see them as being out of balance. So we tell the courts we want these people here. They've committed the crime in this community. It affected these people in this community. It's their responsibility to start paying restitution for the pain they've caused. They are no good to us sitting in jail or wherever they take them. It's easy for them to go to jail. We insist that people plead guilty in court because we don't want our children to go through the trial. That's the main reason why we developed what we did in our community: because we don't want our children to have to go through that court trial. It's enough that they told us, the adults in our community. Now our job is to make sure the pain stops for them. Our job is to make sure that the adults take responsibility for what they've done. So we insist on guilty pleas.

Myself, in my community, I have a very difficult time talking about what happened to me. So I know it's not easy for these offenders to face the community and to face their own families. We want this healing process to continue to happen in our community, not only in the area of abuse, but also in other areas, like family court, youth court, all those cases the community has to come into resolving on their own.

Probably there will be a small component where we still use the courts, but as our community comes to a place of wellness, they come from a place of wanting real change and supporting their own people. I don't know if they'll let us get away with that. But I think it will be a real challenge to the system to listen to communities and have faith in communities. So that's our ambition.

Evaluation of Community Initiatives

In communities from Newfoundland to British Columbia, crime prevention programs and activities have established a strong presence in Canadian society. Many have an excellent track record in helping to prevent crime. However, to ascertain exactly how effective these programs are, more evaluation studies need to be undertaken. Evaluations help deepen understanding of what works and what doesn't, fine-tune programs, spur innovation and help decision makers allocate resources wisely.

The benefits of evaluation

It helps communities to determine if the program

- is operating as planned
- has achieved its objectives
- is achieving the results that were expected.

It provides the opportunity for communities

- to step back and observe the project in terms of its rationale and implementation process
- to identify and build a better understanding of the problems, areas for improvement, and potential solutions
- to create new ideas for future crime prevention work.

It offers the potential for communities

- to share information with other communities about what works and what doesn't
- to focus on improvements and innovation
- to work together with evaluators, program developers, and decision makers to yield informed choices about how to allocate resources in order to best address crime in their community.

How evaluations are undertaken

Crime prevention programs can be evaluated in a variety of ways. However, the type of evaluation undertaken for a given project will depend on a number of factors, including the nature of the project, the extent to which the project's objectives are measurable, the purpose and timing of the evaluation, and the resources available to conduct the evaluation. A range of research methodologies can be used, including surveys, case studies and focus groups.

There are essentially three major categories of evaluation. *Process evaluation* looks at how a program was carried out; *assessment evaluation* examines the program's design and reliability; and *outcome evaluation* considers what results were achieved. Program providers and participants may play an active part in community-based evaluations. This is important because their involvement helps to ensure a focus on the issues that are of most concern, and builds commitment to the evaluation process.

Evaluating crime prevention programs

An evaluation must be tailored to the specific crime prevention program it concerns. For example, it must be decided which type of evaluation is best for the particular program, as well as what aspects of the program to measure. For more information about evaluations, including a step-by-step outline of the evaluation procedure, please refer to *Step by Step: Evaluating Your Community Crime Prevention Efforts*, published by the Federal-Provincial-Territorial Working Group on Community Safety and Crime Prevention. The document *Building a Safer Canada: A Commuity-based Crime Prevention Manual*, produced by the Department of Justice Canada, also provides information on monitoring and evaluating crime prevention programs.

A balanced perspective on findings

Crime prevention is a societal concern. Consequently, it is important to bear in mind that many of the benefits of crime prevention programs accrue over the long term. Distinguishing the short-, medium- and long-term results of a program helps to ensure a balanced perspective.

Enriching our knowledge base: Evaluation of five community-based crime prevention programs

In collaboration with several provinces, selected community groups, the National Crime Prevention Centre, the Grants and Contributions Unit of the Department of Justice Canada and other federal departments, the Research and Statistics Division of the Department of Justice Canada is responding to the need for more evaluation of Canadian programs that reflect a social development approach to crime prevention.

The Department of Justice Canada has approached five community-based crime prevention programs to participate in a two-year pilot project to assess the programs' impact on the targeted communities. This will include the reasons for the programs' success, effectiveness, costs and outcomes, as well as an assessment of the working relationship at the community level with other service providers.

The findings from the five evaluations will be widely disseminated to Canadian communities. They will likely be of particular interest to communities seeking long-term solutions to crime and safety through a social development approach. The five programs participating in the evaluation project are

KidSafe: Vancouver, British Columbia — a program providing a safe haven for inner-city, at-risk children in times of need; the program includes meals, clothes, and sports and recreation activities.

Neighbourhood Parenting Support Project: Winnipeg, Manitoba — a social network intervention focusing on informal/formal helping systems for children at risk of maltreatment and their families.

Youville Centre: Ottawa, Ontario — a program for young parents and their children, it provides early intervention, anger and stress management, parent support and parenting skills.

Promis: Montreal, Quebec — an intercultural, intercommunity and multidenominational group to facilitate the integration of refugees and new Canadians into two large multi-ethnic neighbourhoods in Montreal; services include a drop-in centre, French classes for parents and assistance to students with learning difficulties.

Moncton Head Start: Moncton, New Brunswick — a program for the parents of environmentally at-risk children aged 2 to 5 years; services include parenting skills, literacy, food preparation and parent support groups.

Facts and Figures

FACTS AND FIGURES

Poverty in Canada

A range of factors has been identified as contributing to antisocial behaviour and juvenile delinquency. These include poverty, unemployment, inadequate parenting, parental criminality, lack of success at school, and family discord, violence or disruptions. The relationship between poverty and crime is complex and to some extent unpredictable. The vast majority of people living in poverty do not become criminals, and not all criminals come from impoverished backgrounds. However, living in poverty tends to exacerbate many of the other risk factors, noted above, that have been associated with delinquency. Here are some recent facts about the rate of poverty in Canada.[1]

- The 1995 poverty statistics were relatively high, with the overall poverty rate for Canadians at 17.4 percent. The number of poor Canadians has grown to 5.1 million people.

- For families in Canada, the 1995 poverty rate was 14.4 percent, with the total number of poor families at 1,187,000. For unattached individuals, the rate was 36.1 percent, with 1,399,000 individuals living in poverty.

- The poverty rate for female lone parents under age 65 with children under 18 was 57.2 percent. Female lone parents under age 25 had a poverty rate of 83 percent. Female lone parents who did not graduate from high school had a rate of 82.4 percent, compared with a rate of 47.5 percent for single parent mothers who did graduate. Female lone parents with children under 7 had a poverty rate of 82.8 percent.

- Between 1980 and 1995, the highest poverty rate for single-parent mothers was 62.8 percent (1984), and the lowest was 52.9 percent (1989). By way of comparison, the highest poverty rate for single-parent fathers was 34 percent (1993), and the lowest was 18 percent (1987).

- Rising poverty rates among families mean rising poverty rates for children. The child poverty rate for 1995 was at 20.5 percent, the second highest rate since 1980. This represented over 1.4 million children living in poverty.

- A lack of good jobs is one of the main reasons for poverty. Poverty rates for adults under 65 tend to move up and down in line with changes in the employment rate.

1. National Council of Welfare, *Poverty Profile 1995.* The Council is an advisory agent to the Minister of Human Resources Development Canada. For further information or a listing of their publications, contact the Council office directly at 1010 Somerset Street West, Second Floor, Ottawa, Ontario, K1A 0J9. Telephone: (613) 957-2961.

- Poverty rates for older adults do not tend to mirror the unemployment rate. The poverty rates for people 65 and older tend rather to reflect the differences in men's and women's experiences in the paid and unpaid labour market and the consequent health and adequacy of public and private pension programs for their needs.

- The overall trend for older adults living in poverty has steadily declined from 731,000 in 1980 to 572,000 in 1995. The poverty rate for people over 65 was a record low of 16.9 percent in 1995, compared with 33.6 percent in 1980.

- Throughout the period 1980 to 1995, the poverty rates for unattached people were roughly three times as high as the rates for families. In 1995, however, this gap narrowed somewhat: with the ratio of 2.5 to 1 representing the poverty rate for unattached individuals to the rate for families.

- Poverty rates vary with family type, gender, age, employment, education, housing and the population size of the area of residence. Among families with children, rates vary with the number and age of the children.

- Among immigrants, there are important differences in poverty rates based on the length of time they have lived in Canada. The poverty rates for people who have immigrated to Canada appear to decrease with the length of time lived in this country.

Canadian low-income cut-offs

The low-income cut-offs (LICOs) are published by Statistics Canada. Families living below these income levels are considered to be living in "straitened circumstances" (i.e., families that spend 54.7 percent or more of their gross incomes on food, shelter and clothing). Although Statistics Canada cautions that the LICOs do not attempt to measure poverty, many people involved in the field of social policy and social welfare treat the LICOs as Canada's poverty lines.

Statistics Canada currently uses the 1992 family expenditures survey to determine the low-income cut-offs. The figures in this fact sheet, which were provided by the National Council of Welfare, use the 1986 base cut-offs, which differ slightly from the 1992 base, and use the figure of 56.2 percent as the cut-off point for expenditures of gross income on food, shelter and clothing.

To compare, the 1995 poverty line for a family of four living in a large city was $31,753 according to the 1992 base, and $31,383 using the 1986 base.

1996 LICOS (1992 BASE)

Family Size	Population of community of residence: 500,000 +	100,000–499,999	30,000–99,999	Less than 30,000	Rural
1	$17,132	$14,694	$14,591	$13,577	$11,839
2	$21,414	$18,367	$18,239	$16,971	$14,799
3	$26,633	$22,844	$22,684	$21,107	$18,406
4	$32,238	$27,651	$27,459	$25,551	$22,279
5	$36,036	$30,910	$30,695	$28,562	$24,905
6	$39,835	$34,168	$33,930	$31,571	$27,530
7 +	$43,634	$37,427	$37,166	$34,581	$30,156

Source: The Web site of the Canadian Council on Social Development (http://www.ccsd.ca), prepared by the Centre for International Statistics, CCSD, using Statistics Canada's Low-Income Cut-Offs. Cat. No. 13-551-XPB, January 1997.

Violence Against Women and Its Effect on Children

Research on wife assault has suggested that witnessing violence against one's mother will increase the likelihood that a female child will, as an adult, be involved in an abusive relationship herself, and that a male child will, as an adult, be violent toward his spouse. Given the strong relationship between witnessing violence as a child and later use of violence, it should be of some concern that 39 percent of women in violent marriages reported that their children had witnessed violence against them.

A 1995 study undertaken by the Centre for Research on Violence Against Women in London, Ontario, examined selected estimates of the costs of violence against women in four policy areas (social services/education, health/medicine, criminal justice, and labour/employment). The costs in those areas alone are estimated at more than $4.2 billion annually.[1]

According to Statistics Canada's national survey on violence against women:[2]

- The abuse of women by their partners occurs in families of all socio-economic, educational and cultural backgrounds, although some groups may seek help more readily than others. For example, women who cannot speak English or French are often less likely to look for help to stop their abuse, because the help that is available may be linguistically or culturally foreign.

- Twenty-nine percent of Canadian women who have ever been married or lived with a man in a common-law relationship have been assaulted by a marital partner.

- In many cases of partner abuse, the abuse, or the threat of abuse, was so great that the woman feared for her life. According to the survey, one third of women who were assaulted by a partner feared for their lives at some point during the abusive relationship.

- Almost one half (45 percent) of partner abuse cases resulted in physical injury to the woman. The most common injuries were bruises (90 percent), followed by cuts, scratches and burns (33 percent), broken bones (12 percent) and fractures (11 percent). Almost 10 percent of women stated that they suffered internal injuries and miscarriages.

- Weapons were used by 44 percent of violent spouses; this included 38 percent of women with a current or previous partner who had thrown something at them that could hurt them, 19 percent who were hit with something that could hurt them, and 16 percent who had a knife or gun used against them.

- The violence women experience continues or occurs during pregnancy: 21 percent of women abused by a marital partner were assaulted during pregnancy. Forty percent of these women stated that the abuse began during their pregnancy.

1. Centre for Research on Violence Against Women and Children, *Selected Estimates of the Costs of Violence Against Women* (London, Ontario, 1995).
2. Canadian Centre for Justice Statistics, "Wife Assault, The Findings of a National Survey," *Juristat* 14 (9).

- Partner abuse has been considered a hidden crime because of the privacy afforded offenders in incidents occurring in the home, and because of an unwillingness in the past for the state to get involved in "family matters." In the early 1980s, mandatory domestic assault charging policies were implemented in many jurisdictions across the country, leading to increased prosecution by the Crown in cases of partner abuse. It was also hoped that such policies would encourage women to report these offences to the police.

- For women who reported violence to the police, the violence decreased or stopped, following police intervention, in 45 percent of the cases. In 40 percent of the cases, there was no change in the men's behaviour following police intervention, and in 10 percent of cases, the violence actually increased.

- One quarter of women abused by their partners used a formal social service agency. The majority of these women found them to be helpful. Most women, however, relied on the support of family and friends.

- In rural areas, women's access to and satisfaction with social services is often limited because of barriers posed by location, geographic isolation and the need for transportation, among other factors.

Effect on children

- Seventeen (17) percent of the women in the general population stated that, to the best of their knowledge, their fathers were violent toward their mothers. Nine percent of currently married women and 17 percent of previously married women stated that their fathers-in-law had been violent toward their mothers-in-law.

- Women currently in violent marriages were three times as likely as women in non-violent marriages to state that their fathers-in-law were violent toward their spouses, and were twice as likely to have witnessed their own fathers assaulting their mothers.

- Women whose fathers-in-law were violent endured more severe and repeated types of violence than women whose fathers-in-law were not violent.

- Fifty-five percent of women whose partners had witnessed violence reported that their own partners were violent on more than one occasion, compared with 35 percent of women whose partners had not witnessed violence.

- Women with violent fathers-in-law were more likely to be injured (29 percent) than women whose fathers-in-law were not violent.

- Children are witnessing very serious forms of violence. In 52 percent of the violent relationships in which children witnessed the violence, women feared for their lives, and in 61 percent of violent marriages witnessed by children, the violence was serious enough to result in the woman being injured.

The Abuse of Older Adults

It is a sad fact, but for a number of older adults in Canadian society, home is where the hurt is. A national survey conducted in 1989 found that about 98,000 or 4 percent of older adults living in Canadian private dwellings were victims of abuse.[1] And these numbers are generally assumed by experts to underestimate the scope of the problem.

Many older adults may be in vulnerable positions because of frailty, poor health or financial or emotional dependency on their abusers. They are vulnerable to abusive situations in which one person (the abuser) takes advantage of being in a more powerful position than the other (the victim). The fact that the abuse of older adults happens to both men and women is often overlooked. However, female victims of senior abuse do outnumber male victims by approximately 5:3, which is roughly the same as the ratio of elderly women to men in the general population.

- The abuse of older adults can take many forms: physical abuse, psychosocial abuse, financial abuse or neglect. More than 18,000 older adults in Canada are subjected to more than one type of abuse.

- Physical abuse involves assault, sexual abuse, rough handling or withholding of physical necessities. Approximately 12,000 seniors in Canada experience physical abuse. Victims of physical abuse are more likely than non-victims to be married. In the majority of cases, the abusers are spouses of the victim.

- Psychosocial abuse can be manifested through verbal assault, social isolation, lack of affection or denying older adults the chance to participate in decisions that affect their own lives. Chronic verbal aggression, a component of psychosocial abuse, affects approximately 34,000 older Canadians.

- Financial abuse is the misuse of a senior's money or property. It is the most prevalent type of abuse experienced by older adults. It affects some 60,000 older adults in Canada every year,[2] and is more likely to be perpetrated by a distant relative or a non-relative than by a close family member. Only 7 percent of financial abusers are financially dependent on their elderly victims.

- Neglect can take the form of active or passive (intentional or unintentional) neglect by a caregiver that injures a dependent senior.

- The problem of the abuse of older adults has come to public attention only in recent years. This may be partially because of the fact that older adults have not reported the abuse. They have feared angering their abuser or have felt ashamed of the abuse. They may not have recognized the abuse for what it was, may not have been physically or mentally able to report the abuse, or may not have known where to turn for help.

1. The National Clearinghouse on Family Violence, Health Canada. *Elder Abuse.* Original source: Elizabeth Podnieks et al. *National Survey on Abuse of Elderly in Canada* (Toronto: Ryerson Polytechnical Institute, 1990.)
2. Ibid.

- The need for education is part of the solution to the abuse of older adults. Older adults need to be informed of their legal rights; they need information on managing personal finances and on where they can turn for help.

- A special effort needs to be made to reach older adults who speak neither English nor French.

- There also needs to be education on aging and initiatives to raise awareness of the abuse of older adults. For example, workers in hospitals and other professionals can be trained to recognize the signs of abuse and to develop policies for dealing with suspected cases.

- In addition to education, there is a need to reduce isolation and to change society's attitudes toward older adults. For example, many organizations provide assistance to promote independence and empower older adults to help themselves.

- One way to help change attitudes is through intergenerational programs that enable older adults to spend more time with young people. These types of activities provide opportunities for communication and dialogue, which work to break down barriers. For example, school boards could help to create positive images of older citizens, by inviting elders to speak as "oral historians" in history or social studies classes.

- A critical factor in breaking the cycle of abuse is the coordination and cooperation among agencies: social, health and community services, educators, the police, the legal system, places of worship and others.

Literacy and Crime Prevention

Research done in Canada and internationally shows that two of the factors that contribute to crime are low literacy and high drop-out rates from school.[1] Unemployment and poverty are two additional factors that help crime thrive. People with low literacy levels have limited job opportunities and may find themselves in a cycle of poverty that is difficult to break.

- It is important to emphasize that the majority of people who come from disadvantaged backgrounds do not become criminals.
- About 22 percent of adult Canadians 16 years and over fall in the lowest level of literacy. They have serious difficulty dealing with printed materials and most likely identify themselves as people who have difficulties reading.
- Another 24 to 26 percent fall in the second lowest level of literacy. Such people can deal only with material that is simple and clearly laid out and material in which the tasks involved are not too complex. They read, but not well.
- Most people with low literacy levels also lead a crime-free life. However, many of the people who come in contact with the law do have trouble reading and writing. For example, 65 percent of people entering prison for the first time cannot read or write well.
- Low literacy skills, which often go hand-in-hand with frustration and low self-esteem, make it harder for people who have been convicted of offences to make choices that do not involve criminal activity.
- For those who are in prison, literacy training boosts self-esteem and can create opportunities to help keep offenders from re-offending.
- Literacy training can also help prevent crimes. When people in a community can read about crime, the legal system and crime prevention, they gain an understanding of these issues. This can help them to become less fearful and motivate them to get involved in creating safer societies.
- By bringing people together in order to learn, literacy programs can help people get to know and understand others in their community. This can be an especially important benefit in diverse communities where people may feel isolated by racial, cultural or language differences.
- Literacy training can provide young people who are at risk of coming in conflict with the law with more choices and can help them take greater control over their lives. Being able to improve their levels of literacy often encourages young people to believe that it is possible to make changes in their lives, and this can lead to other constructive actions.
- Literacy training can make children, including those on the fringes, feel like part of the community.

1. Linda MacLeod. *British Columbia Crime Prevention News* 10 (Fall 1994).

- Libraries located in high crime areas are finding that literacy can become part of a broader goal to stimulate individual and community development. Libraries can become safe places for people to meet, learn, talk and explore choices and opportunities.

- Literacy programs can also help people learn more about the social, health and legal supports and services available to them, so they can turn for help before they turn to a life of crime.

- Literacy training is not a magic formula for crime prevention, but it helps foster community understanding and involvement.

Youth Gangs in Canada

General trends

The term "gang" is often incorrectly used to describe groups of youths who simply "hang out" together as friends. Friendship groups provide their members with a number of benefits, including the opportunity to socialize, a feeling of acceptance, a sense of identity. Friendship groups can also be a source of status. There are a limited number of highly organized youth gangs in Canada.

- Police have found that there are two key factors distinguishing youth gangs from youth groups: the level of group organization and participation in criminal activities.
- The phenomenon of youth gangs is not limited to particular social, ethnic or class groups, but rather cuts across all socio-economic groups in Canadian society.
- Researchers have indicated that community protection from youth gangs must be balanced with proactive, "pro-youth" programs aimed at prevention, early intervention and rehabilitation.
- Many Canadian students have become involved in school-based anti-violence strategies, such as peer mediation. These strategies aim to reduce gang recruitment at schools and to provide social alternatives to joining gangs.

Research conducted for the Solicitor General Canada and the Department of Justice Canada indicates that the dynamics of gangs and their activities are changing. The report *Youth Gangs on Youth Gangs*,[1] which was based on research into gangs in Metropolitan Toronto, indicates:

- Youth who are involved in violence and gangs are getting younger. It is not uncommon to find students in Grades 1 or 2 committing serious acts of violence.
- Gangs were once seen as the domain of boys. However, girls are now becoming more involved in gangs or group assaults and are using weapons such as guns and knives.
- The presence in schools of guns, gun replicas and other weapons is increasing.
- School boards are reporting an increase in verbal and physical assaults on teachers and vandalism of teachers' cars and other property.
- Students are reporting that they don't feel safe at school or while walking to school.
- Extortion and drug dealing are becoming a routine part of the school day in some larger Canadian cities.

1. Frederick Mathews, *Youth Gangs on Youth Gangs* (Ottawa: Solicitor General Canada, 1993).

- Some gangs have members of only one ethnic background. Other gangs are "male only" or "female only" and some gangs are mixed in terms of membership. Many gang members belong to several gangs at the same time, in different parts of the city. Gang members can range in age from preteen to adult.

Why do young people join gangs?

- Young people join gangs for a variety of individual, family, societal and financial reasons. Some gang members state the following reasons for joining gangs: to gain a sense of belonging, status, recognition; because of peer pressure, boredom, unemployment; for friendship, fun and thrills; to escape from an abusive home environment, parental rules, poverty; to find money for food, drugs, shelter and material goods.

The Ministry of the Solicitor General Canada's response

- The Ministry of the Solicitor General Canada is working to increase knowledge of youth violence and youth gangs in order to assist in the development of lasting solutions. Several reports and projects to study youth gangs and their criminal activities have been funded through that Ministry. These include: *Youth Gangs on Youth Gangs*, the *National Survey on Weapons Use in Canadian Schools*, the *Police Reference Manual on Youth Violence*, and *Youth Violence and Youth Gangs: Responding to Community Concerns*, and the Anti-Violence Community School Project.

- These reports and projects offer police, educators and communities better insight into the scope and seriousness of youth violence and gang activity in Canada as well as ways to deal with this problem.

Community partnership

- Many provincial governments, police services, schools and communities are also working to address the problem of youth gangs.

- Police are working on several fronts to develop specialized youth divisions and anti-gang squads, and community-based programs such as Calgary's Community Resource Committee on Youth Violence.

- Communities and schools are developing initiatives to deal with youth crime head-on. A number of community task forces on youth violence have been formed. Educators and schools have also pooled their efforts with local police to organize Safe School Task Forces that advocate a zero tolerance approach to violence.

- Provincial governments have taken a number of steps to deal with youth violence in schools and on the street, including school violence conferences in British Columbia, Alberta, Manitoba and Ontario.

Although these initiatives are a good start, more must be done to prevent youth from joining gangs in the first place. Governments, police, communities, schools, families, youth and the general public must work together in order to end this problem.

Weapons Use in Canadian Schools

The following information is based on a survey[1] sponsored by the Solicitor General Canada. The survey questioned police officers and educators on the extent of weapons use in schools with a view to developing better prevention and safety programs.

- Although only a small minority of students are using weapons in schools, research indicates that weapons use is a societal problem, and that it is not just an issue for the police or schools.

- Knives of all descriptions, including illegal switchblades, are the weapons most commonly found in schools. Firearms are rare but present in some schools, and the use of firearm replicas is on the increase.

- The use of weapons in schools crosses all socio-economic boundaries.

- The intensity of school violence is increasing, even at elementary school level. The problem is greatest in urban centres with populations over 500,000.

- There are a variety of reasons why students carry weapons. They may use them for personal protection, to gain the approval of a peer group or to intimidate or injure other students. Weapons may also be considered a status symbol.

- Educators are often reluctant to report the use of weapons in schools. They may fear sensationalized media coverage of their school. They may also lack policy direction, support from school administrators or an effective way of coordinating with police.

- Many schools have adopted "zero tolerance" policies involving suspensions or expulsions to make students aware that violent behaviour has consequences. However, there are as many schools trying to develop long-term strategies that will not only reduce the use of weapons in schools but also ensure the continued participation of the offender in the education process.

- Schools are increasingly involving students and parents in designing comprehensive policies on student conduct, violence and weapons use in schools.

- Alternative school and community programs — such as conflict resolution and anger management classes — are increasingly being viewed as initiatives that have the potential to make a lasting and positive impact on youths at risk.

- Police and educators are sharing information and closely collaborating on prevention and early intervention strategies. The goal is to reach youths at risk of committing violence before they commit crimes.

1 Sandra Gail Walker, *Weapons Use in Canadian Schools* (Ottawa: Solicitor General Canada, 1994).

Police Perceptions of Youth Crime and Meaningful Consequences

A recent survey[1] of police officers and youth from across the country explored their perceptions of youth crime, the criminal justice response and meaningful consequences for youth who break the law. These data provide some valuable insights into the perceptions that police officers and young people have regarding the challenges involved in working with young people in conflict with the law.

Perceptions of youth crime

- Perceptions of the seriousness of youth crime vary. Police officers in larger urban centres (with populations of 100,000 or more) indicated that youth crime ranged from serious to very serious, while police officers in smaller centres perceived it to be somewhat serious to serious.

- Property crimes (shoplifting, vandalism, and break and enters) were perceived to be the most common form of youth crime in all centres surveyed.

- Assault was perceived to be the most common form of youth violence. Over half of police officers (54 percent) felt that youth violence had increased over the past three years and that incidents were more serious than in the past.

- Most officers (57.7 percent) felt that there had been no change in the amount of crime committed by youth under 12 years of age.

- Smaller communities reported that they did not have youth gangs in their community.

- A majority of officers (55.3 percent) indicated they felt that the nature of hate and bias crime had remained relatively unchanged over the past three years. However, in focus groups they indicated that hate and bias crimes had shifted from attacks on individuals to symbolic demonstrations, such as the use of graffiti to spread hate messages.

Assessments of the criminal justice system's response to youth

- Police officers reported that current responses work well for between 75 and 80 percent of young people, deterring further criminal behaviour. In particular, informal responses such as cautions, warnings, taking young people home to their parents and participation in diversion projects work well and are cost-effective.

- About 15 to 20 percent of youths who come into conflict with the law are at high risk of becoming serious and repeat offenders. Police indicated widespread dissatisfaction with current responses to these offenders.

1. Tullio Caputo and Katharine Kelly, *Police Perceptions of Current Responses to Youth Crime* (Ottawa: Solicitor General Canada, 1997).

- Police officers felt that earlier and more intensive interventions were required for serious and repeat offenders, to get at the root cause of their behaviour and to develop appropriate, tailored responses.

- Police officers did not argue for more punitive sentences than those currently given, but felt that better enforcement of some existing sentences is required. They viewed custody as appropriate in certain cases to ensure that the public is protected and that young people receive the help they need.

Making consequences meaningful

- Police officers reported that consequences are meaningful to young people when they involve the loss of privileges or freedom. Strictly enforced curfews were cited as one effective meaningful consequence.

- Police officers felt it was important that young people admit what they have done, accept responsibility for their actions, and be held publicly accountable.

- Responses should be timely and related to the offending behaviour.

- A range of both formal and informal services should be available for dealing with youth in conflict with the law. A multi-agency, interdisciplinary, community-based approach is an effective way of providing such a range of services.

- Communities should be responsible for providing their young people with appropriate social, educational, recreational and employment opportunities. This will promote a safe and healthy community environment for all citizens.

Hate and Bias Crime

Hate crimes[1] are crimes in which the perpetrator is motivated to cause harm by a characteristic that identifies the victim as a member of a group toward which the perpetrator feels animosity. Research estimates that there are approximately 60,000 hate crimes committed in Canada's three largest urban centres each year.

- The perpetrators of hate- and bias-motivated activity range from individuals and informal groups to well-financed hate organizations with a disciplined chain of command. Currently, it is estimated that about 40 hate organizations are actively operating in Canada. These organizations usually target young people for recruitment.

- The problem of hate crime is a global phenomenon and Canada is no exception. Because they are directed both at groups and individual victims, hate crimes carry an element of harm that is not present in other kinds of offending.

- For this reason, many jurisdictions have passed legislation increasing the penalties for crimes motivated by hate. The Sentencing Reform Bill (C-41) in Canada is an example of this kind of statute. Similar legislation is to be found in the United States and other countries.

- Specialized hate crime units have been created in many (but not all) police services across Canada.

- As well, several police services are now collecting information on the incidence of crimes motivated by hate. Nevertheless, it is clear that many hate crimes are, for a variety of reasons, still not reported to the police. In fact, it is likely that hate crimes are among the most underreported forms of criminality.

- Private organizations and local communities are also working to address hate crime. The League for Human Rights of B'nai Brith Canada has compiled data on anti-Semitic incidents for over a decade now. These data are published in the annual *Audit of Anti-Semitic Incidents*. Since the same definitions and incidents have been used over this period, this database constitutes a unique historical record of hate crimes in Canada. Incidents in the database are classified as vandalism or harassment.

- Research in other countries, such as the United States, has shown that gays and lesbians are a principal target for hate crimes. In addition, there are several reasons to believe that members of the gay community are less likely than any other victimized group to report incidents to the police.

1. The information in this fact sheet is drawn from a working paper prepared for the Department of Justice Canada, entitled "Disproportionate Harm: Hate Crime in Canada," by Julian Roberts, Department of Criminology, University of Ottawa, 1995.

Hate and Bias Crime and Canadian Youth

For the majority of Canadians, hate- and bias-motivated youth crime is invisible. For individuals and groups who suffer violence because of race, ethnicity, religion, disability or sexual orientation, however, the problem is very real.

Police response

- Police, communities and governments are adopting new initiatives, policies and standards to deal with hate and bias crimes.
- A bias crime is not a single, isolated incident. It affects the victim, the targeted group and the community at large.
- Youths who become involved in hate- and bias-motivated crimes are often recruited by organized groups which preach intolerance. The most prevalent type of recruitment by hate groups takes place in the schoolyards of junior and senior high schools. Hate groups are also using the Internet to disseminate propaganda.
- The fact that hate and bias crimes are underreported is of serious concern to community representatives and police services. In order to develop an appropriate and effective response to hate and bias crimes, adequate data are essential.
- Members of minority groups must be able to count on appropriate and sensitive responses from members of police services.
- Police are developing comprehensive community-based strategies to deal with hate- and bias-motivated crimes. These include educational outreach, as well as the increased investigation of and intelligence gathering on organized hate groups.
- Police forces in Ottawa, Toronto and Winnipeg, for example, have established bias crime protocol units. These units, which are staffed with specially trained officers, are helping to break down the barriers that have traditionally stood between minority communities and the police, as well as to develop responses to these types of crime.

Restorative Justice

Restorative justice is about providing an expanded role in the criminal justice system for victims, communities and offenders.

It focuses on repairing the harm caused by crime and reducing the likelihood of future harm. It does this by encouraging offenders to take responsibility for their actions, and for the harm they have caused, by providing redress for victims and by promoting reintegration of both within the community. This is done through a cooperative effort by communities and government.[1]

The restorative justice model is being put into practice in Canadian communities and around the world. There are nonetheless a number of questions about the scope and potential of restorative justice. For example, is restorative justice an approach that should affect all aspects of the justice system? Which kinds of offences, victim and community circumstances are most suitable for the restorative justice approach? Which kinds are not? These questions need to be addressed. This fact sheet is meant to provide background information to help facilitate discussion of this model.

What Is Restorative Justice?

Because it is an evolving concept, there is no precise definition of restorative justice. There are, however, fundamental principles common to the various models of restorative justice. These can best be described as follows.

- In addition to harming victims, crime also results in harm to families, communities and offenders.
  - Victims suffer when a crime is committed. Yet crime also has an impact on the lives of families and friends who share the suffering of victims. In a larger sense, the social fabric that binds communities is damaged when crime happens. Offenders may also feel deep remorse, but not have the opportunity to make amends to the victim, or to make positive changes in their lives.
  - Restorative justice aims to involve victims, offenders and the community in a meaningful, proactive approach that attempts to create value for all concerned after a crime has been committed.
- A crime can often be seen more effectively as a violation against one or more persons by another, rather than as an offence against the state.
  - In the traditional justice system, an offender is seen as having committed an offence against the Crown (as stipulated in the *Criminal Code*). In a restorative justice model, crime is viewed primarily as a violation against a victim and a community. As a result, restorative justice involves the people most directly linked to an incident — the offender, victim and members of the community — in a problem-solving approach to dealing with the crime and its impact.

1. Daniel Van Ness and Karen Heetderks Strong, *Restoring Justice* (Cincinnati: Anderson Publishing, 1997), p. 41.

- Communities, as well as criminal justice agencies such as police and courts, can take responsibility for dealing with crime.

  – In the restorative justice model, the criminal justice system works together with the community to respond to crime. The community can play an important role in helping to heal victims, and in holding the offender accountable to the victim. The community also has the capacity to motivate its members to feel a sense of belonging and responsibility to one another.

- The damage done through certain crimes to individuals, families and communities can be repaired.

  – Restorative justice programs aim to have offenders come to understand the way in which the crime they committed has harmed the victims. They then work to make real amends to the victim and the community. While full reparation may be impossible, the point of reparation is to acknowledge and pay a debt. The restorative justice approach may not be appropriate for every case, especially, for example, situations involving serious violent crimes.

- Incarceration is not necessarily the only solution for dealing with offenders.

  – It is also generally accepted that Canada, along with some other Western countries, has pursued a strategy of incarceration to the extent that our prisons are overpopulated. Incarceration is one tool in the criminal justice system. However, it is not necessarily always the most effective one. Restorative justice aims to provide credible alternatives to incarceration — ones that will help deter recidivism and prepare offenders for living constructively in the community. In addition, some restorative justice programs do take place in prison and can be useful as part of a rehabilitation strategy for an offender.

- Greater community understanding and involvement in the justice process may ultimately result in lower recidivism rates.

  – Restorative justice focuses on repairing harm and motivating offenders to become productive members of society. Advocates of restorative justice believe that this problem-solving approach may therefore lead to a reduction in recidivism.

Restorative Justice Models

- There are four stages in the criminal justice system at which formal restorative justice programs may be applied: *pre-charge, pre-conviction, pre-sentence, and post-sentence.*

- Experts responsible for running restorative justice programs use a variety of models or methods. Some of the more common models are described below, but this list is by no means exhaustive. It should be noted that at this point in time, there is limited information on the effectiveness of restorative justice programs. The following models are thus provided for illustrative purposes only.

  - **Victim-offender mediation:** Victim-offender mediation was pioneered in Canada in Kitchener, Ontario, in 1974 and is used in a number of countries around the world.[2] The model involves a face-to-face meeting between victims and offenders in the presence of a trained mediator. There is an opportunity for the parties to express their feelings, and get answers to any questions they may have. In some mediation, the goal is to develop an agreement so that restitution, whether symbolic or real, can take place.

  - **Family Group Conferencing:** Family group conferencing is a restorative model that is often used for youth. It involves a face-to-face meeting of the victim, the offender, supports for both parties (often family members and community workers), and other members of the community. A trained conference coordinator leads a discussion of the crime. In the conference, the offender is faced with the full impact of his or her behaviour on the victim, on people close to the victim, and on the offender's own family and friends. The conference condemns the behaviour but does so in the context of separating the behaviour from the agreement about how the offender may best repair the harm that has been caused.[3]

  - **Sentencing circles**: Used largely in Aboriginal communities, sentencing circles have their roots in the traditions of many — but not all — First Nations peoples. They take place after the guilt of the offender has been determined in court and are believed to be a more sensitive and effective method for addressing crime in many Aboriginal communities.

    Sentencing circles provide an opportunity for the community to have input into an offender's sentence.

    The ultimate goal of the sentencing circle is to come to a consensus or resolution about what the offender must do to fulfill his or her obligation. How the offender can be re-integrated into society is also discussed. It is important to note that the goal of sentencing circles is not necessarily to find an alternative to incarceration.

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2. The Church Council on Justice and Corrections, *Satisfying Justice: Safe community options that attempt to repair harm from crime and reduce the use or length of imprisonment* (Ottawa, 1996).

3. From "Restorative Justice": A hand-out produced by the Centre for Restorative Justice and Mediation, University of Minnesota in cooperation with the Minnesota Department of Corrections, Balanced Restorative Justice Project, and the National Organization for Victim Assistance.

– **Formal cautioning**: Police cautioning is a youth diversion model that involves the parents of the offender. The offender and his or her parents are brought to a police station where they are formally cautioned against further offences. Warnings are kept on file and are admissible in court as a record of offences. For this reason, cautions are only used when the youth admits guilt and would likely be convicted. Police cautioning is used extensively in England and Wales, where it has proved to be useful and cost-effective.[4] It has also helped reduce the use of custody for young offenders.

4. Sharon Moyer, *Police Diversion in Commonwealth Countries: A Report to the Federal/Provincial/Territorial Task Force on Youth Justice* Ottawa.

Community Policing in Canada

Community policing involves community participation and consultation to establish local policing priorities and responses to crime and disorder. To address the underlying causes of crime and disorder, it focuses on problem-solving strategies. Other strategies aimed at better serving the needs of victims and the needs of vulnerable groups are also key.

Community policing includes decentralizing police management and the deployment of resources, initiating neighbourhood patrols (e.g., foot patrols and storefront/mini-offices) and establishing an informal "explanatory accountability" to the community with respect to the priorities and strategies that have been established.

- The move toward community policing in Canada began in the 1970s with the development of "preventive policing."

- A key report on community policing in Canada was published by the Solicitor General Canada (SGC) in 1985. From 1988 to 1990, SGC funded a demonstration project and evaluation, which has proved to be an important model for other Canadian police services.

- In November 1990, SGC released a discussion paper, entitled *A Vision of the Future of Policing in Canada: Police – Challenge 2000.* This paper helped identify current and future policy issues and identified crime prevention elements of community policing.

- One major finding of *A Vision of the Future of Policing in Canada* was that there is widespread conviction, among the vast majority of police professionals and community representatives, that community policing is the most efficient and effective strategy for delivering high quality policing services to all Canadians.

- Most of the major police agencies in Canada, including the RCMP, have officially endorsed community policing as the most appropriate way to deliver police services to the community. Many police boards have also adopted a community policing approach.

- Community policing is also endorsed by a number of provincial governments and some provinces promote community policing as a way of mediating the increased size of police agencies, following their amalgamation.

Concerns have been raised as to how to evaluate the effectiveness of community policing, given the rising cost of policing and the current climate of fiscal restraint.

Federal Corrections

Correctional Service of Canada (CSC) contributes to crime prevention in its daily work with offenders, and as a participant and key partner with others in the criminal justice system. In accordance with its legislative mandate in the *Corrections and Conditional Release Act*, CSC contributes directly to the protection of the public and, by extension, to crime prevention, by administering the sentences of federal offenders and by "actively encouraging and assisting offenders to become law-abiding citizens."

- Safe and effective reintegration into the community is promoted through comprehensive and systematic assessments and treatment, and education and employment programs.

- Comprehensive and systematic assessments determine the level of risk and programming needs of all offenders, shortly after they are admitted to federal custody. This intake assessment is used to develop individualized correctional plans designed to address the factors that have been identified as contributing to the offender's criminal behaviour.

- Treatment, education and employment programs are offered because many offenders' needs are generally related to cognitive deficiencies, substance abuse, low literacy levels, mental illness, sexual deviancy and antisocial attitudes. CSC's programs addressing these priorities include the following:

  - *Living Skills Programming* addresses needs relevant to preparing an offender for reintegration into the community. The core program, Cognitive Skills Training, focuses on improving basic thinking, problem-solving and decision-making skills that offenders most often lack and that lead them to engage in criminal behaviour. Other programs deal with issues such as parenting skills, anger and emotion management, living without violence, and leisure education.

  - *Substance Abuse Intervention* consists of a range of nationally run alcohol and drug programs. The Offender Substance Abuse Pre-Release Program teaches skills to help reduce the likelihood of an offender abusing drugs or alcohol upon release.

  - *Family Violence* is addressed with programming for offenders aimed at reducing family violence and promoting healthy parenting. Family violence programs target previous abusers and those at risk of becoming abusive.

  - *Sex Offender Treatment Programs* focus on identifying the nature and pattern of the offender's behaviour and providing the offender with self-management and external control skills that reduce the likelihood of re-offending.

- *Literacy Programs* are offered as a basic social need and as a tool for understanding other program components. Approximately 63 percent of new offenders in federal correctional institutions test at or below a Grade 8 level in language and mathematics. As a result, Adult Basic Education to the Grade 10 level is the primary focus of CSC's educational program. Secondary and post-secondary level education programs are also offered.

- *Vocational Education Programs* are offered to inmates who lack the basic skills necessary to obtain and hold a job in the community (e.g., they address problem solving, critical thinking, commitment, self-control, responsibility, punctuality and respect).

- Ongoing case management and assessment of progress ensure that programming needs are prioritized so that interventions can be logical, sequenced and effective. The offender's correctional plan is dynamic and is reviewed regularly for revision as needs are met.

- An offender's progress toward addressing specific needs and reducing the level of risk serves as a major factor in the conditional release decision-making process. The progress assessment is also central to the management of the offender throughout the sentence.

- Supervision and support in the community upon release. Upon an offender's conditional release into the community, a combination of supervision, programming and community involvement activities come into play, including:

  - *Supervision*, which is the direct monitoring of and communication with offenders. All offenders who are conditionally released into the community are expected to comply with a set of conditions imposed to protect the safety and well-being of both the public and the offender. If the conditions of an offenders's release are not being met, he or she may be returned to prison.

  - *Programming* in the community serves to build on the gains that have already been made in the institution. Each offender on community release is expected to participate in programs tailored to his or her needs.

  - *Community involvement* is essential to both supervision and programming activities. CSC staff rely on community contacts for obtaining important information about offenders. Agencies and individuals in the community also serve to deliver programs and to reinforce program activities, and act as counsellors, role models and support networks. In addition, community involvement demonstrates society's willingness to accept back into the community offenders who have addressed the factors that contributed to their criminal behaviour.

- In dealing with violent, high-risk offenders, CSC continues to work with the National Parole Board to develop accurate and effective risk management tools to support decision making about releasing offenders into the community.

Myths and realities: Facts about corrections in Canada

MYTH:
Society is best protected by "locking up" offenders for as long as (lawfully) possible.

REALITY:
Incarceration, in and of itself, does not serve as an effective means of crime prevention, nor does it contribute to the long-term protection of society.

For example, the United States has one of the highest incarceration rates in the world. The country's prison population has more than doubled in the past 10 years, and now stands at the record level of 600 prisoners per 100,000 citizens (Canada's rate is 151).[1] Federal and state jails currently house approximately 1.5 million[2] inmates (on any given day in Canada, nearly 34,000 inmates are incarcerated in federal and provincial/territorial facilities).[3] And yet, every hour, approximately 200 Americans become victims of violence.[4] As the Twelfth Report of the Standing Committee on Justice and the Solicitor General stated: "If locking up those who violate the law contributed to safer societies then the United States should be the safest country in the world."[5]

Incarceration should be reserved for those offenders who are at serious risk of committing subsequent crimes of violence. It is an approach that makes sense when considering violent, dangerous offenders in federal prisons (e.g., the 8 percent of federal inmates serving time for murder). It makes less sense for low-risk, non-violent offenders (e.g., those that comprise approximately 40 percent of the federal inmate population).[6]

MYTH:
Offenders released on parole are free to live their lives as they please.

REALITY:
Under no circumstances are offenders released on parole free to live their lives as they please. While on parole (or statutory release), offenders are expected to conform to a set of release conditions imposed to protect the safety and well-being of both themselves and the public. Standard conditions require offenders to keep the peace, be on good behaviour and obey the law, report to a parole supervisor and the police as required, keep the Parole Board and parole supervisor informed about changes of residence or employment, and to refrain from criminal associations and contacts. If necessary, additional conditions may also be imposed, such

1. Solicitor General Canada, *Basic Facts about Corrections in Canada* (Ottawa, 1997), p. 7.
2. *Preventing Crime Makes the World More Sustainable.* A reference document on the International Centre for the Prevention of Crime, Montreal, Quebec.
3. *Juristat* 17 (4) 1997.
4. *Preventing Crime Makes the World More Sustainable.* A reference document on the International Centre for the Prevention of Crime, Montreal, Quebec. Information on this subject can also be found in *The Human Development Report*, 1994, United Nations Development Programme, New York.
5. Standing Committee on Justice and the Solicitor General, *Crime Prevention in Canada: Toward a National Strategy.* Twelfth Report of the Standing Committee on Justice and the Solicitor General (Ottawa, February 1993). Also referred to as the Horner Report.
6. *Juristat* 17(4) 1997:12.

as to refrain from the use of alcohol and/or non-prescribed drugs, or to attend a treatment or training program. If the conditions of parole are not met, the Parole Board has the power to revoke the parole and return the offender to prison.

MYTH:
Most offenders who are on parole re-offend.

REALITY:
Although violations[7] of parole (and other forms of conditional release) do occur, the number of offenders who meet the terms and conditions of their release provides evidence of the effectiveness of the parole system in Canada.

A review of 14,802 offenders released on full parole between April 1992 and May 1997 revealed that

- in 9,500 cases (65 percent) the offenders successfully completed their terms of supervision
- in 3,466 cases (23 percent), parole was revoked for (technical) violation of conditions
- in 1,493 cases (10 percent), parole was revoked for commission on a new non-violence offence and
- in 343 cases (2 percent), parole was revoked for commission of a new violent offence.[8]

7. When considering the success of conditional release programs, it is important to distinguish between offenders who breach or are considered likely to breach a condition of release (a technical violation) and those who fail because they commit a new offence. If an offender is returned to prison because of a technical violation, no new crime has been committed and the public remains safe. Fortunately, more than half of all offenders returned to prison while on conditional release are returned for a violation of a condition of release, and not because of a new crime.
8. National Parole Board, May 1997.

Federal Prison Overcrowding

Canada's current incarceration rates are high by international standards. At 133 per 100,000, the Canadian rate is higher than most other Western democracies. Although it is exceeded by Russia's (694) and that of the United States (600), Canada's incarceration rate is far above that of countries such as the United Kingdom (99), France (89), Germany (81) and Norway (56).

- The federal inmate population grew by 19 percent during the past five years. Provincial prison populations, on average, grew by 4 percent during the same time period.[1]

- Canada's federal penitentiaries are consequently facing serious problems of overcrowding. Today, one in four male offenders is double-bunked in a cell designed for a single prisoner.

- Some of the factors contributing to the increase in the federal inmate population include longer sentences; declining parole rates; increasing use of detention (more inmates are being kept in prison for the duration of their sentence); an accumulation of "lifers" in penitentiaries; and an increased number of "difficult" offenders (e.g., sex offenders) who have complex treatment needs and fewer early release programs to support them.

- The overcrowding of federal penitentiaries is putting a strain on staff, budgets, programming and penitentiary buildings.

- Incarceration is costly to taxpayers. It is important to consider other methods of dealing with low-risk offenders at a time when Canadian prisons are overcrowded, and becoming more so every day. The average cost of keeping an offender in a federal correctional institution is nearly $50,000 per year. This compares with about $27,000 for a halfway house or $9,000 to supervise an inmate on parole.

- Public protection is the single most important concern when considering possible solutions to the overcrowding problem. However, in many cases, incarceration is not the most effective means of dealing with offenders or for ensuring public safety in the longer term.

- It is critical to concentrate the toughest — and most costly — measures on the most serious offenders. Building more prison cells to lock up more people for longer periods of time is not an effective response or a greater guarantee for safer communities.

1. Federal penitentiaries incarcerate offenders sentenced to two years or more; provincial prisons incarcerate offenders sentenced to two years less a day.

Crime Prevention through Community Corrections

The National Parole Board (NPB) and the Correctional Service of Canada (CSC) work together to contribute to crime prevention through the safe and responsible management of the conditional release of offenders.

- Most of Canada's federal offenders serve only part of their sentence in prison. They serve a portion of it in the community, subject to certain conditions stipulated by the National Parole Board, and are supervised by professional staff of the Correctional Service of Canada. On any given day, there may be 14,000 offenders in prison and 10,000 on some form of conditional release.

- The work of gradually releasing offenders, making sure they do not present a threat to society, and helping them adjust to life beyond the prison walls, is called community corrections. Such work is essential because experience has shown that most offenders are more likely to become law-abiding citizens if they participate in a program of gradual, supervised release — as opposed to being directly released from prison on completion of their sentence.

- The majority of federal offenders on conditional release (about 70 percent in the case of full parole) go on to complete their sentences successfully, without either re-offending or otherwise violating the conditions of the release.

- Conditional release helps control the cost of the criminal justice system. The average yearly cost of keeping an offender in a federal penitentiary is about $50,000. The cost of supervising an offender in the community is about $9,000. There are several forms of conditional release available to federal offenders. Two of these — full parole and day parole — are granted at the sole discretion of the NPB.

- In deciding an offender's suitability for parole, the NPB relies on information and assessments provided by the CSC. Board members must be satisfied that the offender will not pose undue risk to the community and will fulfil specific conditions attached to the release.

- Most offenders are eligible for parole at the one-third point in their sentence, and for day parole, six months prior to that. On day parole, the offender generally goes out into the community during the day to work or take part in a rehabilitative program, and must return nightly to a supervised residence. On full parole, offenders are able to live by themselves or with their families, and continue to be supervised until the end of their sentence.

- Temporary absences are usually short-term releases, granted either by the NPB or by the warden of the institution where the offender is incarcerated, depending on the category of the offender's offence.

- The planning for an offender's possible conditional release begins as soon as a sentence is imposed. CSC community staff gather information about the offender from many different sources — families, police, the courts, victims and other members of the public.

- This information gathering continues throughout the prison phase and during conditional release. It provides the basis on which CSC case management officers and other staff arrive at an assessment of the offender's risk using certain widely accepted analytical tools.

- A detailed release plan, which CSC develops jointly with the offender for submission to the NPB, outlines the means by which the offender's risk of re-offending will be contained. Community programs use resources such as family members and volunteers as key ingredients of the release plan.

- Conditions imposed on the offender may include restrictions on movement, prohibitions on alcohol use and prohibitions on associating with certain people, for example, children, former victims and former accomplices.

Violation of these conditions may trigger suspension and revocation of the conditional release, with the result that the offender is returned to custody to serve the unexpired portion of his or her current sentence. Thus, release conditions can act as a powerful incentive to maintain law-abiding behaviour.

The National Parole Board: Types of Release

The National Parole Board (NPB), as part of the criminal justice system, makes independent, quality conditional release and pardon decisions and clemency recommendations. The NPB contributes to the protection of society by facilitating, as appropriate, the timely integration of offenders as law-abiding citizens.

By law, all federal offenders must be considered for some form of conditional release during their sentence. However, the fact that an offender is eligible for release does not mean that the release will be granted. Moreover, conditional release does not mean that the sentence is shortened, but rather that the remainder of the sentence may be served in the community under supervision and with specific conditions.

Because the protection of society is the primary consideration in all release decisions, the NPB must assess an offender's risk when the offender becomes eligible for conditional release, with the exception of statutory release.

Temporary absence

- This is usually the first type of release an offender may be granted.
- This type of release may be escorted (ETA) or unescorted (UTA).
- Temporary absence may be granted so that offenders may receive medical treatment, contact their family, undergo personal development or counselling, or participate in community service work projects.
- Offenders classified as maximum security are not eligible for UTAs.
- Offenders may apply for ETAs at any time throughout their sentence.

Day parole

- Day parole prepares an offender for release on full parole or statutory release by allowing the offender to participate in community-based activities.
- Offenders on day parole must return nightly to an institution or a halfway house unless otherwise authorized by the National Parole Board.
- Offenders serving a sentence of three years or more can apply for day parole six months prior to full parole eligibility.
- Offenders serving life sentences are eligible to apply for day parole three years before their full parole eligibility date.
- Offenders serving sentences of two to three years are eligible to apply for day parole after serving six months of their sentence.
- For sentences under two years, day parole eligibility comes at one sixth of the sentence.

Full parole

- Under full parole, the offender serves the remainder of the sentence under supervision in the community.

- The offender must report to a parole supervisor on a regular basis and must advise the supervisor of any changes in employment or personal circumstances.

- Most offenders are eligible to apply for full parole after serving either one third of their sentence or seven years, except for offenders serving life sentences for first-degree murder, who are eligible for parole only after serving 25 years.

- Eligibility dates for offenders serving life sentences for second-degree murder are set at between 10 and 25 years by the court.

Statutory Release

By law, most federal inmates are automatically released after serving two thirds of their sentence, if they have not already been released on parole. Offenders serving life or indeterminate sentences are not eligible for statutory release.

- The Correctional Service of Canada (CSC) may recommend that an offender be denied statutory release if it believes that the offender is likely
  - to commit an offence causing death or serious harm to another person;
  - to commit a sexual offence involving a child; or
  - to commit a serious drug offence before the end of the sentence.

- In cases such as the ones just described, the National Parole Board may detain the offender until the end of the sentence or add specific conditions to the statutory release plan.

- Before release is granted, offenders must agree to abide by certain conditions, which place restrictions on the offender and assist the parole supervisor to manage the risk posed by an offender who is on conditional release.

- Offenders on parole or statutory release are supervised in the community by the CSC and will be returned to prison if they are believed to present an undue risk to the public.

- The National Parole Board has the authority to revoke release if the conditions are breached.

Victims and the National Parole Board

To obtain information regarding an offender, victims may contact the regional offices of the National Parole Board (NPB) or the Correctional Service of Canada (CSC). These agencies have designated staff ready to assist victims and their families. Victims may have an agent who will request information on their behalf; however, the NPB must be satisfied the victim has given the agent the authority to represent him or her.

Obtaining information

- Any member of the public, including victims, may inquire about NPB decisions made after November 1, 1992, the length of the offender's sentence, and when the offender becomes eligible for parole.

- Unlike the general public, victims are entitled to additional information, if the NPB decides that the victim's interest clearly outweighs any invasion of the offender's privacy. This information includes whether or not the offender is in custody and if not, why; where the offender is being held; where the offender will be released to; when the offender is released; what type of release the offender received; and any conditions attached to the offender's release.

- This information can be given to victims only upon request.

- Victims can also request to receive ongoing information so they may be kept informed of changes, such as an offender's move from one institution to another, the date of an upcoming parole hearing and the outcome of the parole hearing.

Providing information

- Victims can provide information to the NPB by submitting a Victim Impact Statement which describes the harm done to the victim, or the loss he or she has suffered. In addition, victims may submit any new or additional information they feel is relevant for the Board to consider.

- Although this information can be provided at any time, victims are encouraged to send this information in written form as soon as possible after the offender is sentenced, or before an offender becomes eligible for parole.

- The law requires the NPB and CSC to share any information with the offender that will be used in making a decision, including information provided by the victim. Information cannot be used if it is not shared with the offender. However, offenders will not receive any personal information, such as the address or phone number of the victim.

- Information from victims can aid the NPB in understanding the seriousness of the offence committed and whether or not the offender understands the effect that the offence has had on the victim.

- This helps the NPB assess whether the person is likely to re-offend and whether or not additional conditions might be necessary to manage a particular risk that the offender might present, especially if the offender will be living near the victim or is a member of the victim's family.

- By law, victims are not permitted to speak at an offender's parole hearing or to participate in the hearing in any way.

- A victim may contact any regional office of the NPB or CSC. Both agencies have specifically designated staff ready to assist victims and their families.

Aboriginal People and Corrections

Aboriginal overrepresentation in the criminal justice system is disturbingly high. While representing about 3 percent of Canada's population, Aboriginal people comprise about 13 percent of offenders under federal jurisdiction.

- On March 31, 1997, there were 23,642 federal and provincial offenders under the jurisdiction of the federal criminal justice system. On that date, there were 2,940 self-identified Aboriginal offenders under federal custody. This number is expected to rise as the Aboriginal population ages. Aboriginal youth comprise a higher proportion of the Aboriginal population as compared with the proportion of non-Aboriginal youth (in the non-Aboriginal population).

- Overrepresentation in the federal system is more dramatic in the West and the North. In the Prairie region, Aboriginal people comprise about 39 percent of the institutional population but only 5 percent of the general population. In the Pacific region, they make up less than 5 percent of the whole population but about 12 percent of the institutional population.

- Two federal institutions, Stony Mountain (Manitoba) and Prince Albert (Saskatchewan) have more than 50 percent Aboriginal population.

- Most Aboriginal inmates are in higher security institutions (15 percent of Aboriginal inmates are in maximum facilities; 60 percent are in medium facilities).

- Aboriginal inmates continue to waive their right to a parole hearing more frequently, are rejected at a higher rate, receive parole later in their sentences and are more likely to be returned than non-Aboriginal offenders.

- Approximately 70 percent of Aboriginal offenders reside in, or commit offences in, urban/non-reserve communities.

- The 1996 cost attributable to Aboriginal inmates in federal institutions is approximately $75 million. The cost attributable to Aboriginal inmates could rise to approximately $129 million for the federal government by the turn of the century, given current trends.

First Nations Policing

The First Nations Policing Policy and Program has helped contribute to the major progress that has been made in recent years in improving services for Canada's Aboriginal people. The objectives of the policy are to improve the administration of justice and the maintenance of social order, public security and personal safety in First Nations communities.

- Policy objectives are achieved through the negotiation of tripartite agreements (between federal, provincial or territorial governments and First Nations) that allow for:
  - First Nations with policing services equal in quality and level of service to policing services found in communities with similar conditions in the region;
  - First Nations police services which are responsive to the local culture and needs;
  - First Nations police officers serving in First Nations communities that have the same responsibilities and have the same authorities as other police officers in Canada. This means that they have the authority to enforce applicable provincial and federal laws;
  - First Nations access to at least the same police service models that are available to communities with similar conditions in the region; and
  - First Nations policing services that are consistent with generally accepted practice and due process related to public complaints, grievances and redress.

- The program enables the federal, provincial or territorial governments and First Nations to negotiate tripartite agreements for police services that are effective and professional, and that meet the particular needs of each community

- Tripartite agreements provide that the federal government pay 52 percent and the provincial or territorial government 48 percent of the government's contribution toward the cost of First Nations policing services.

- From 1992 to 1997, the number of First Nations officers increased from 661 to 954. This represents an increase of close to 44 percent over a five-year period:

Use of Rifles and Shotguns in Firearm Incidents

Firearms in crime

- Non-restricted rifles and shotguns are the type of firearms most often recovered by the police in crimes involving firearms.

- In one study, 52 percent of the firearms recovered by police in criminal incidents were non-restricted rifles and shotguns.[1] On August 27, 1997, the Department of Justice Canada and the Canadian Association of Chiefs of Police released a report on firearms recovered by police in five cities across Canada in 1995. The investigation was conducted as a joint research project with the Department of Justice Canada, and the police services in Saint John (New Brunswick), Hull (Quebec), Thunder Bay and Windsor (Ontario), and Regina (Saskatchewan).

- In 1995, 51 percent of the firearms recovered by the Winnipeg Police Service in criminal incidents were non-restricted rifles and shotguns.[2]

- Data collected by 10 Canadian police agencies for the national Firearms Smuggling Work Group reported that 47 percent of the firearms recovered in criminal incidents were non-restricted rifles and shotguns.

Firearm homicides

- Homicide data from 1974 to 1996 reveal that 55 percent of all firearm homicides were committed with a non-restricted rifle or shotgun. Starting in 1991, handgun homicides surpassed rifle and shotgun homicides, accounting for almost 50 percent of all firearm homicides (1991–1996).

Domestic homicides

- A report commissioned by the Department of Justice Canada on domestic homicide involving firearms[3] revealed that 85 percent of such homicides were committed with a non-restricted rifle or shotgun.

- In 1996, 32 percent of all domestic homicides involved firearms. In the 59 domestic firearm homicides, rifles and shotguns (including sawed-off rifles and shotguns) were used in 70 percent of the cases.

1. Daniel Antonowicz Consulting Inc., *Firearms Recovered by Police: A Multi-site Study* (Ottawa: Department of Justice Canada, July 1997).
2. Proactive Information Services Inc., *Firearms Homicide, Robbery and Suicide Incidents Investigated by the Winnipeg Police Service (1995)* (Ottawa: Department of Justice Canada, February 1997).
3. Dansys Consultants Inc., *Domestic Homicides Involving the Use of Firearms* (Ottawa: Department of Justice Canada, March 1992).

Firearm suicides

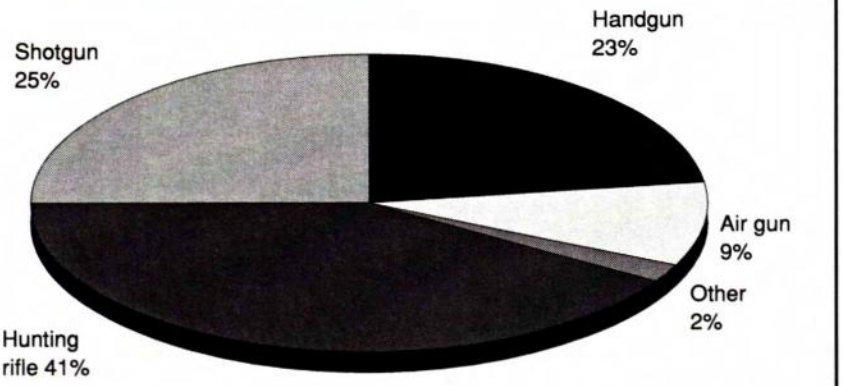
- The department's multi-site study[4] revealed that in 1995, 74 percent of all firearms recovered in attempted suicides and suicides from the five sites were non-restricted rifles or shotguns. This finding is consistent with other site studies.

- A departmental research report examined firearm suicide in Ontario and Manitoba.[5] The report also revealed that long guns were used more often than handguns.

Firearm injuries

- A departmental study on the cost of firearm-related injuries in Alberta found that 66 percent of firearm injuries requiring emergency care involved a non-restricted rifle or shotgun. Injuries involving shotguns were the most expensive to treat.[6]

Emergency department visits by type of Firearm, Alberta, 1993-94



Source: Injury Prevention Centre, Edmonton, *Medical Costs of Firearm-Related Injuries. A Pilot Project in Alberta.* (Ottawa: Department of Justice Canada, 1996).

4. Daniel Antonowicz Consulting Inc., *Firearms Recovered by Police: A Multi-site Study* (Ottawa: Department of Justice Canada, July 1997).
5. Sharon Moyer and Peter J. Carrington, *Gun Availability and Firearms Suicide* (Ottawa: Department of Justice Canada, July 1992).
6. Injury Prevention Centre, *Medical Costs of Firearm-related Injuries: A Pilot Project in Alberta* (Ottawa: Department of Justice Canada, April 1996).

Firearm Deaths in Canada

- From 1974 to 1995, approximately 36,248 individuals died or were killed as a result of gunshot wounds. This accounts for an average of 1,300 deaths per year over 26 years.

- Between 1974 and 1995, 14 percent of all firearm-related deaths involved homicides. This proportion has remained relatively stable.

- Between 1986 and 1995, there were approximately 183 firearm homicides per year.

- Four percent of firearm-related deaths involve accidents. Every year, a small proportion of firearm deaths (2 percent) can be attributed to legal intervention (e.g., police shooting of an offender) or undetermined firearm deaths.

- Over the past 10 years, approximately 32 percent of all homicides involved firearms. Twenty-nine percent involved stabbing; 20 percent, beating; 11 percent, strangulation; and the remaining 8 percent involved other methods (e.g., fire, poisoning).

- Over the past decade (1986-1995), 80 percent of all firearm-related deaths were suicides. During this period, approximately 29 percent of all suicides involved firearms, or an average of 1,060 firearm suicides per year.

Urban and rural firearm deaths in Canada

- Firearm homicides and suicides occur in all areas of the country, including rural areas. Between 1991 and 1995, in areas with populations less than 100,000, 35 percent of all homicides were committed with firearms. Sixty-two percent of the firearms involved in gun homicides in these areas were non-restricted rifles and shotguns.[1]

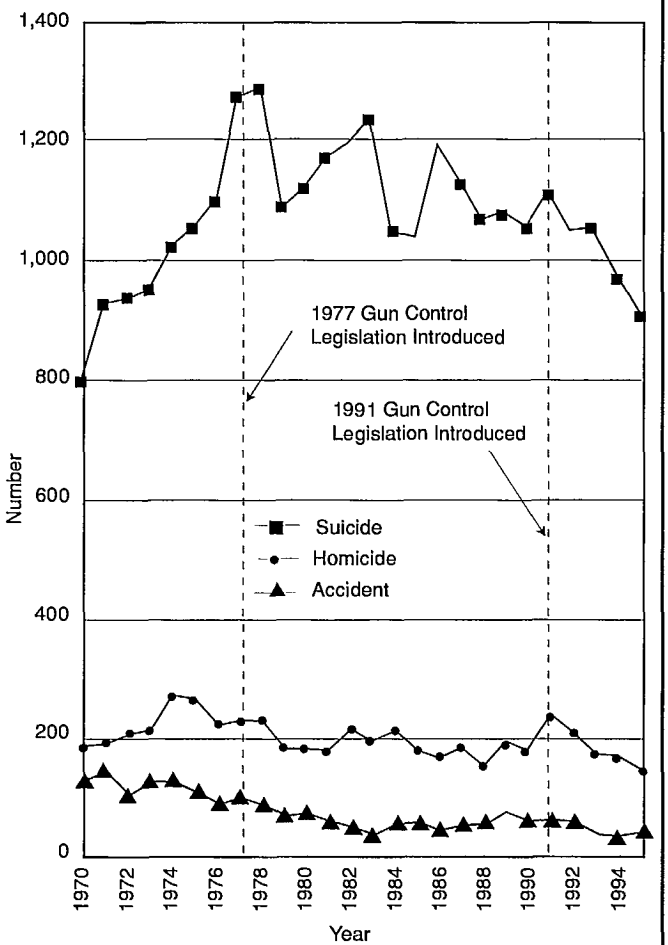
- Similarly, 35 percent of all homicides in areas with a population of 1 million or greater involved firearms. In these areas, 74 percent of the firearm homicides involved handguns and 11 percent involved rifles and shotguns.

- A study on domestic homicide involving firearms[2] revealed that almost half (49 percent) of domestic homicides occurred in rural areas (with populations less than 10,000), even though rural residences account for only 23 percent of the population (1991 Census data).

1. Canadian Centre for Justice Statistics, "Weapons and Violent Crime," *Juristat* 17 (7) June 1997.
2. Dansys Consultants Inc., *Domestic Homicides Involving the Use of Firearms* (Ottawa: Department of Justice Canada, March 1992).

- In Northern Ontario, 58 percent of all suicides were committed with firearms, compared with only 18 percent in the city of Toronto. Similar results were found when examining areas of Manitoba and British Columbia that have different levels of urbanization. Upon testing, it was determined that higher levels of gun ownership are associated with higher levels of firearm suicides and higher levels of all suicides, and that the higher proportion of firearm suicides in rural communities is likely due to higher levels of gun ownership.[3]

Firearm deaths in Canada: 1970 to 1995



Source: Department of Justice Canada, Canadian Firearms Centre.

3. Sharon Moyer and Peter J. Carrington, *Gun Availability and Firearms Suicide* (Ottawa: Department of Justice Canada, July 1992).

Firearms and the Experience of Other Countries

A review of other countries indicates that Canada is one of many nations that has a comprehensive firearm control program. Major developments have recently occurred in several countries.

- An independent review of firearm regulation was recently conducted in New Zealand. The resulting report,[1] which benefited from the input of various experts and practitioners, including the New Zealand Police, recommended universal registration of firearms. The maintenance of a universal registration system was considered viable with new technology.

- Although firearms are regulated by individual states and territories, Australia now has uniform legislation that includes the licensing of all gun owners and the registration of all their firearms. Governments have recently banned semi-automatic firearms and shotguns.

- The United Kingdom has a long tradition of strict firearm regulation. The police do not carry firearms unless warranted by special circumstances, and all gun owners must register their firearms with the local police precinct. The massacre at Dunblane recently led the UK Parliament to further ban all handguns (outside of those used by shooting clubs) and expand the background check of licence applicants.

- The Economic and Social Council (ECOSOC) of the United Nations recently passed a resolution on firearms. This followed a resolution by the Commission on Crime Prevention and Criminal Justice, which took into account the results of an international firearm study and the recommendations of an international team of experts. The expert team had observed that the lack of firearm regulation in one country can undermine the regulatory efforts of other countries.

- The above resolution by ECOSOC encouraged all countries to consider a) regulations on firearm safety and storage, b) appropriate penalties for firearm misuse, c) amnesty programs, d) a licensing system and e) a record-keeping system for firearms.

- Several United Nations initiatives demonstrate increasing concern with firearm regulation at the international level. At the regional level, where Canada has a particularly strong interest, more effective gun control has become a high priority of the G-8 countries and the Organization of American States.

- The G-8 forum and the Organization of American States have recognized that the unique identification of firearms and the recording of all firearm imports and exports are key to the reduction of transnational firearm smuggling and trafficking.

1. *Review of Firearms Control in New Zealand: Report of an Independent Inquiry Commissioned by the Minister of Police* (Wellington, June 1997).

- The United Nations recently completed a firearm study which includes 50 countries, representing 65 percent of the world's population. The study found that many countries have taken similar approaches to the regulation of firearms; for example, almost all countries have restricted or prohibited certain types of firearms.[2]

2. United Nations, *Criminal Justice Reform and Strengthening of Legal Institutions — Measures to Regulate Firearms, Report of the Secretary General.* Commission on Crime Prevention and Criminal Justice, Sixth Session, Vienna, 28 April – 9 May 1997.

Communications Aids

COMMUNICATIONS AIDS

This section provides tools that can be used to communicate information on safer communities and crime prevention. It also includes a survey that includes the types of questions to ask when seeking crime prevention information about your community. For householders, newsletters, and other documents, there is a calendar of relevant days and weeks, crime prevention tips and information boxes.

The prevention tips included in this section provide basic information to educate others about community safety and crime prevention as well as to encourage community action to address crime from a broad perspective. These tips can be presented with a personalized introduction, emphasizing the fact that becoming involved in the community is also a key aspect to creating safer societies.

Putting Crime Prevention in a Newsletter

The Parliamentarian's Handbook can be used to produce a newsletter, householder, article or other information material on the subject of crime prevention and safer communities. To do this, the tools in this section can be used along with the information contained in other parts of the Handbook. For example:

- An article could be written to outline the facts on the crime situation in Canada and emphasize the importance of a community-based approach to crime prevention through social development. Material from the "General Overview" could also be used for this purpose.

- An article on a specific issue pertaining to crime prevention and safer communities could also be written. The material in the "Fact and Figures" section could be used to zero in on key areas of interest to the target audience.

- Articles and columns can be linked to relevant international and national days and weeks, such as International Women's Day, National Child Day, International Literacy Day and so on.

- A box listing or profiling groups and organizations involved in crime prevention in your community could be included. These organizations can be researched using the Community Checklist found in the "Resources" section of the Handbook.

- Crime prevention tips could be reproduced in a householder along with a personalized introduction. These tips could be targeted to specific groups, such as seniors, parents or women.

- The crime prevention quiz could be put into context with a personalized introduction and conclusion. The conclusion could suggest sources of further information. These sources could be those that are available in the community, which you can research using the Community Checklist. In addition, photocopies of the fact sheets in this document or of the "General Overview" section, for example, can be provided to target audiences interested in crime prevention information. The sources listed in the "Resources" section of the document may also be of interest.

Using facts

The facts included in this section can also be useful for

- speeches;
- columns in community newspapers;
- appearances on cable television;
- letters to constituents.

CALENDAR

Relevant National and International Days and Weeks for 1998

February 9-16	National Citizenship and Heritage Week
February 16	National Heritage Day
March	National Social Work Week (dates vary in all provinces)
March 8	International Women's Day
March 8-14	International Women's Week
March 21	International Day for the Elimination of Racial Discrimination
March 21-28	Week of Solidarity with the Peoples Struggling against Racism and Racial Discrimination
April	Stay Alert, Stay Safe Month
April 8	National Law Day
April 19-25	National Volunteer Week
May 4-10	Respect for the Law Week
May 10-16	National Police Week
May 15	International Day of Families
May 19-22	Aboriginal Awareness Week
May 25	National Missing Children's Day
June	Seniors' Month
June 21	National Aboriginal Day
June 26	International Day against Drug Abuse and Illicit Trafficking
July 1	Canada Day
August 9	International Day for the World's Indigenous People
September	Big Brothers and Big Sisters Month
September 8	International Literacy Day
October	National Child Abuse Prevention Month
October 1	International Day for Older Persons
October 5-11	National Family Week
October 16-20	National School Safety Week
October 17	International Day for the Eradication of Poverty
October 25-31	National Block Parents Week
November	Restorative Justice Week (dates to be determined)
November 1-7	National Crime Prevention Week
November 15-21	National Addiction Awareness Week
November 20	National Child Day
November 25	International Day to End Violence against Women
December 5	International Volunteer Day for Economic and Social Development
December 6	National Day of Remembrance and Action on Violence against Women
December 10	Human Rights Day

Note: For inquiries on federal programs and services, Reference Canada is a toll-free telephone referral and basic information service geared to help Canadians access the federal government. Located in Ottawa, its toll-free number is 1-800-667-3355. (The provinces of Manitoba and Quebec also provide a government referral service.)

SURVEY

What do people in your community know about crime prevention?

If you want to learn about safety issues in your community, just ask! It is important to work with neighbours, youths, and the staffs of organizations within your community to understand what your community knows about crime prevention. The following questionnaire is a good starting point to determine the key issues and concerns that relate to crime and safety in your area. This questionnaire was adapted in part from a crime fear survey conducted by the Winnipeg Police Service.

Surveys such as this can provide a great deal of relevant information as well as a benchmark that can be used in the later evaluation of programs. However, to actually develop and implement a survey can be quite challenging. It is therefore advised that you work with people in your community who are familiar with conducting surveys and can help you gather the appropriate information and interpret the results. These individuals can often be found at community colleges or universities, within local research groups or marketing agencies.

Here are some questions you should consider.

1. Where does crime fit into your list of priority concerns?

a. Top of the list ☐
b. High ☐
c. Medium ☐
d. Low ☐
e. Not at all ☐

2. What do you think are the three major crime problems in your neighbourhood?

1._____

2._____

3._____

3. In the past year, have you been a victim of any type of crime?

a. Yes ☐
b. No ☐

4. If yes, what type(s) of crime?

a. Theft ☐
b. Break and enter ☐
c. Vandalism ☐
d. Assault ☐
e. Rape/sexual assault ☐
f. Other (specify) ☐

_____

5. Did you report the crime(s) to the police?

a. Yes ☐
b. No ☐
If no, why not? ☐

_____

6. If you were victimized, where did the crime occur?

a. House ☐
b. Garage ☐
c. Yard ☐
d. Street ☐
e. Other (specify) ☐

_____

_____

_____

7. How long have you lived in this area?

_____

8. In your opinion, has there been an increase or decrease in crime in this area in the last few years?

a. Increase ☐
b. Decrease ☐
c. Same ☐
d. Don't know ☐

9. If increase, what crimes have increased?

a. Theft ☐
b. Break and enter ☐
c. Vandalism ☐
d. Assault ☐
e. Rape/sexual assault ☐
f. Traffic offences ☐
g. Other (specify) ☐

_____

(Note to interviewer: be sure to record in detail any problems and any descriptives, e.g., location offered by the respondent.)

10. How does your neighbourhood compare with others in your community in terms of amount of crime?

a. More ☐
b. Less ☐
c. Same ☐
d. Don't know ☐

11. To what extent do you fear becoming a victim of crime in this neighbourhood?

a. None ☐
b. Very little ☐
c. Somewhat ☐
d. A great deal ☐
e. Don't know ☐

12. Have you changed the pattern of your activities — are there things which you now do, or no longer do — because you fear being a victim of crime?

a. Yes ☐
b. No ☐
If yes, what changes? ☐

_____
_____
_____
_____

13. Do any of these conditions exist in your area and, if so, do they make you feel uneasy about your safety?

i. Poorly lit streets

a. Yes ☐
b. No ☐
c. Don't know ☐

ii. Strangers or youths hanging around

a. Yes ☐
b. No ☐
c. Don't know ☐

iii. Intoxicated persons

a. Yes ☐
b. No ☐
c. Don't know ☐

iv. Abandoned buildings

a. Yes ☐
b. No ☐
c. Don't know ☐

v. Unconcerned neighbours

a. Yes ☐
b. No ☐
c. Don't know ☐

vi. Other conditions (specify) ☐

14. Are you aware of any obvious social problems or concerns other than those listed above that are having a negative impact on your community? For example, are there signs of drug abuse (i.e., needles or syringes discarded in public areas), high levels of unemployment or prostitution?

_____
_____
_____
_____

15. Does your community have any visible signs of decay that have not yet been addressed in this survey, such as vandalism, graffiti or areas littered with garbage?

16. In your opinion, what do you think causes these negative impacts on the community? For example, with regard to vandalism, do you think these situations are organized and follow a specific pattern, or are they the result of random activity?

17. Which of the following types of crime do you feel you can help reduce, either through personal preventive actions in your own home or by getting involved with your neighbours in crime prevention programs?

a. Theft ☐
b. Break and enter ☐
c. Vandalism ☐
d. Assault ☐
e. Rape/sexual assault ☐
f. Domestic violence ☐
g. Youth crime ☐
h. Other (specify) ☐

i. None ☐

18. Have you done anything in the past year to protect your house (apartment, store) from crime... things like stronger locks, outside lighting, alarms, and so on?

a. Yes (specify) ☐
b. No ☐

19. Do you have an arrangement with any of the neighbours on your street to watch each other's house while you are away?

a. Yes ☐
b. No ☐

20. Generally speaking, are you satisfied with the quality of police services in your community? If not, why not?

21. Are you familiar with any crime prevention programs in your community?

a. Yes ☐ b. No ☐

If yes, which ones?

a. Neighbourhood Watch ☐
b. Youth programs ☐
c. After-school programs ☐
d. Welcoming services for new Canadians ☐
e. Recreation ☐
f. Community centres ☐
g. Block Parents ☐
h. Operation Identification ☐
i. Other (specify) ☐

_____
_____
_____
_____

22. What kinds of crime prevention programs would you like to see undertaken in your community? (specify)

_____
_____
_____
_____
_____
_____
_____
_____

23. Would you be willing to participate with your neighbours in a community involvement crime prevention program?

a. Yes ☐
b. No ☐

24. For the purposes of our analysis, which category do you fit in?

a. Homeowner ☐
b. Tenant ☐
c. Business person ☐

25. Which age category do you belong to?

a. under 30 ☐
b. 30 to 39 ☐
c. 40 to 49 ☐
d. 50 to 59 ☐
e. 60 or over ☐

26. Are you a parent with children still at home?

a. Yes ☐
b. No ☐

27. (Interviewer should indicate sex of respondent and code the respondent's location for later analysis.)

a. male ☐
b. female ☐
c. location

_____
_____
_____

QUIZ

In publications such as householders or community newspapers, a quiz can be an effective way to share information obtained from your own formal surveys or other statistical sources. As an innovative approach to information sharing, a quiz can challenge the existing myths about crime and leave the reader with the facts — especially those facts that people are likely to get wrong, such as a perceived increase in Canada's crime rate.

In addition, it is important to provide details at the end of the quiz as to where further information can be obtained or who the reader should contact if he or she wishes to become more involved in a particular issue.

Here's a sample quiz.

QUICK QUIZ

1. In a 1993 survey by Statistics Canada, what proportion of Canadians said that they had been victims of a crime over the previous five-year period?

a. 9% ☐
b. 15% ☐
c. 24% ☐
d. 41% ☐

2. According to the 1996 statistics on crime reported in Canada, what percentage of criminal incidents were violent?

a. 25% ☐
b. 11% ☐
c. 5% ☐
d. 35% ☐

3. The homicide rate is commonly viewed as a relatively reliable measure to compare crime levels among nations. How does Canada's homicide rate compare with that of the United States?

a. about the same ☐
b. about 1/2 as high ☐
c. about 1/3 to 1/4 as high ☐
d. slightly higher ☐

4. Approximately how much does crime cost Canadians each year?

a. $10 million ☐
b. $200 million ☐
c. $2.5 billion ☐
d. $46 billion ☐

5. What is the cost of housing one inmate in a federal institution?

a. about $75,000 per year ☐
b. about $50,000 per year ☐
c. about $35,000 per year ☐
d. about $10,000 per year ☐

6. According to 1996 statistics, what percentage of robberies involved firearms?

a. 70% ☐
b. 51% ☐
c. 10% ☐
d. 21% ☐

7. What percentage of the deaths caused by firearms are suicides?

a. about 90% ☐
b. about 80% ☐
c. about 52% ☐
d. about 34% ☐

8. According to the 1993 General Social Survey conducted by Statistics Canada, what percentage of robberies in that year were not reported?

a. 25% ☐
b. 45% ☐
c. 53% ☐
d. 75% ☐

9. How many Criminal Code incidents (excluding traffic crime) were reported to the police in 1996?

a. 2.6 million ☐
b. 2.9 million ☐
c. 1.9 million ☐
d. 3.9 million ☐

10. Which of the following can affect the police-reported crime rate?

a. the victim's perception of the police's ability to help ☐
b. a decrease in the public's tolerance for certain crimes ☐
c. amendments to the *Criminal Code* ☐
d. changes in police charging practices ☐
e. all of the above ☐

Answers:
1 (c), 2 (b), 3 (c), 4 (d), 5 (b), 6 (d), 7 (b), 8(c), 9(a), 10(e)

COMMUNITY ACTION

Eight Ways to Make a Difference

Crime prevention is about more than merely installing better locks and apprehending and punishing offenders. To really make a difference, we need to address the root causes of crime, and work to create vibrant and safer communities. Factors such as opportunities for education and employment, and access to services, adequate housing and accessible play and recreational facilities are all important in this regard. As individuals, we can take action to create change. Our efforts can make a substantial difference for others, for ourselves, and for our communities.

Here are just a few ideas on how you can help to build safer communities.

1. **Get involved.** Why not become a volunteer in your community? You can help make sure that safety needs are part of the agenda of a community organization — for example, your local residents' association. Or you can get involved in groups already working to help influence the factors that can prevent crime in the long run. For example, why not help out with Boys and Girls Clubs or Big Sisters and Big Brothers?

2. **Be neighbourly.** If you live in a neighbourhood where many residents come and go, why not work with other residents to develop a "welcoming kit" for new neighbours? This kit could include information about community services, recreational facilities, and any organized groups such as Block Parents or Neighbourhood Watch. Neighbours developing a strong sense of community is one step toward creating a safer society.

3. **Help build pride.** Why not establish a "Pride in Your Community" project? For example, you could help to organize community clean-ups in the spring, or check with your local municipality about starting a community garden in a public space or derelict site. Activities such as these celebrate communities and encourage residents to get to know one another.

4. **Audit for safety.** If you conduct a safety audit, you can make recommendations about how to improve safety by modifying various features of your community. The findings can be presented to your city councillor and work can be done with him or her to develop an action plan.

5. **Be a sport.** You can make a difference by getting involved in organized recreational activities and sports. Young people benefit most from the type of coach who not only teaches them a sport but also aims to build self-esteem and helps them to become team players. Youths also need adult friends who are positive role models. This can help reduce the risk of their becoming involved in antisocial behaviour and make them less vulnerable to exploitation.

6. **Focus on early prevention services.** Early prevention services aim to make sure babies and young children receive a rich and healthy upbringing. You can make a difference by getting involved in programs supporting pregnant teens, working with your local community resource centre or residents' or parents' associations to set up babysitting cooperatives, or by establishing a community visit program for parents, especially single parents.

7. **Celebrate diversity.** In addition to planning events to celebrate diversity, you can help to ensure that the services delivered in your community (e.g., community health, resource and recreation centres) are culturally sensitive and appropriate. When the barriers that exclude some groups and individuals are dismantled, community spirit flourishes.

8. **Reduce the opportunities for crime.** While you can't entirely prevent theft, you can reduce the likelihood of its occurrence. For example, you can take action by never leaving valuables in open view, by always locking your car doors, and by making sure that someone keeps an eye on your home when you are away (e.g., have someone pick up your mail and help make sure your home looks occupied while you're gone).

COMMUNITY ACTION

BUILDING A SAFER CANADA

What is the best way to prevent crime in your community? It all depends on the community — on the particular problems in your area and the resources available to deal with them. Only by tailoring programs to your community's situation can truly effective crime prevention strategies be developed. The publication *Building a Safer Canada* is a manual that aims to provide the information that community groups need to design effective crime prevention initiatives. Here is a brief outline of the steps involved.

1. Describe the problem

Identify problems in your community by gathering relevant information, determining priorities, and analysing key issues and how they relate to your community.

2. Develop an action plan

Determine what level of intervention is needed to address problems (i.e., action at the local, provincial or federal level), consider who should participate (i.e., representatives from police, criminal justice system, non-governmental organizations and so on); brainstorm for prevention strategy options; select the best options; set goals and objectives; and develop an action plan.

3. Carry out your action plan

Obtain community support and implement your program.

4. Monitor and evaluate your program

Monitor your program's implementation; evaluate your program's impact.

Building A Safer Canada is available from the Department of Justice Canada.

WORKSHEET

A WORKSHEET FOR PARTNERS IN CRIME PREVENTION

To develop effective crime prevention initiatives, communities must have access to the knowledge, skills and resources they need to get the job done. After identifying the partners who will be involved in their initiatives, communities have to identify the role that each partner is best able to play and then clearly distribute each partner's tasks and responsibilities. This worksheet can be used by communities in the consultation and planning process for crime prevention partnerships. It can be helpful in the task of assigning roles and responsibilities and in identifying needs and existing resources.

PARTNERS	Knowledge	Skills	Resources
■ *Communities*			
■ *Governments* federal/ provincial/ territorial/local			
■ *Non-governmental organizations or associations*			
■ *Police/justice system*			
■ *Private sector and labour*			

YOUTH EMPLOYMENT STRATEGY

CANADA'S YOUTH EMPLOYMENT STRATEGY

No experience, no job and no job, no experience: this is the dilemma facing many young Canadians. The Youth Employment Strategy is intended to help them overcome this barrier. It helps create work experience opportunities for Canada's youth through partnerships between federal departments and agencies and the private sector, community organizations, Aboriginal communities, and other levels of government.

The Strategy aims to provide work experience to unemployed or underemployed youth and to provide young people with access to relevant labour market information. Four initiatives support these objectives

1. Youth Internship Canada
2. Youth Service Canada
3. Student Summer Job Action
4. Information Initiatives

For more information

- visit your local Human Resource Centre of Canada
- browse the Youth Resource Network of Canada at **http://www.youth.gc.ca**
- call the Government of Canada's toll-free **Youth Info Line** at **1 800 935-5555**
- order *Youth Link*, a publication listing all federal government youth programs and services by calling the Youth Info Line.

YOUTH EMPLOYMENT STRATEGY: Youth Internship Canada

Internships provide young people with an opportunity to enhance their skills, build work experience and profit from entrepreneurial assistance in order to help them successfully integrate into the labour market. Youth Internship projects foster partnerships between the private and voluntary sectors and all levels of government, and encourage the partners to work together in creating employment opportunities for young Canadians.

How do internships work?
Human Resources Development Canada (HRDC) provides financial contributions to private and public sector associations and non-governmental organizations to develop projects that offer unemployed and underemployed youth positions in their local labour markets and in emerging and growth sectors of the economy. Internships provide work experiences, in Canada or abroad, in key areas such as science and technology and international trade and development. This initiative also responds to the needs of First Nations and Inuit youth.

Who can participate?
Young people (normally under the age of 30) who are unemployed or underemployed, out of school and legally entitled to work in Canada.

Who can be a sponsor?
Businesses, organizations (including not-for-profit, employer, professional and labour associations), public health and educational institutions, band/tribal councils and municipal governments.

How are projects selected?
The selection of projects is based on key elements such as local community needs, specific target groups, relevant skills and experience, possibility of long-term employment, contributions of sponsors/partners and funding availability.

How to apply?
Interested sponsors and participants should contact their local Human Resource Centre of Canada.

HRDC works in partnership with all levels of government, the private sector and community organizations to help young people get the work experience and information they need to prepare for and participate in the work world. A number of other Government of Canada departments work with HRDC in delivering internship programs for youth.

For more information

- visit your local Human Resource Centre of Canada
- browse the Youth Resource Network of Canada at **http://www.youth.gc.ca**
- call the Government of Canada's toll-free **Youth Info Line** at **1 800 935-5555**
- order *Youth Link*, a publication listing all federal government youth programs and services, by calling the Youth Info Line.

YOUTH EMPLOYMENT STRATEGY: Youth Service Canada

Youth Service Canada (YSC) develops work opportunities for youth who face significant barriers to entering the labour market by providing them with an opportunity to participate in community service projects. YSC projects challenge young people to invest their time, energy and expertise in their own communities. Through projects designed and implemented by experienced community-based groups, young people acquire valuable job and life skills, while strengthening their attachment to their community.

Examples of typical YSC activities include designing and building a safe recreation area for inner-city children, providing meals-on-wheels or other services to older adults, mentoring teenaged parents or assisting with community policing efforts.

Who can participate?

Young people (normally under the age of 30) who are unemployed or underemployed, out of school and legally entitled to work in Canada.

Who can be a sponsor?

Businesses, organizations (including not-for-profit, employer, professional and labour associations), public health and educational institutions, band/tribal councils and municipal governments.

How to apply?

Interested sponsors and participants should contact their local Human Resource Centre of Canada.

For more information

- visit your local Human Resource Centre of Canada
- browse the Youth Resource Network of Canada at **http://www.youth.gc.ca**
- call the Government of Canada's toll-free **Youth Info Line** at **1 800 935-5555**
- order *Youth Link*, a publication listing all federal government youth programs and services, by calling the Youth Info Line.

YOUTH EMPLOYMENT STRATEGY

YOUTH EMPLOYMENT STRATEGY:
Student Summer Job Action

Student Summer Job Action creates summer work experiences for secondary and post-secondary students. A partnership program with private and not-for-profit groups, Student Summer Job Action helps students find summer work through wage subsidies to employers, interest-free loans to students, promotional activities and information. Components of the program include

- *Summer Career Placements* — wage subsidies to private and not-for-profit employers to create career-related summer jobs for students.
- *Student Business Loans* — interest-free loans of up to $3,000 for students to start their own summer business. Business counselling, seminars and workshops on how to start a business are also provided.
- *Partners in Promoting Summer Employment* — a joint effort between the Government of Canada and business associations to promote the hiring of students in their communities.
- *Human Resource Centres for Students* — located throughout Canada, these centres help students find summer jobs and offer group information sessions on resumé writing, looking for a job and preparing for an interview.

Who can participate?
Secondary and post-secondary students returning to full-time studies, who are legally entitled to work in Canada.

How to apply?
Interested sponsors and participants should contact their local Human Resource Centre of Canada.

Human Resources Development Canada (HRDC) works in partnership with all levels of government, the private sector and community organizations to help young people get the work experience and information they need to prepare for and participate in the work world. A number of other Government of Canada departments work with HRDC in delivering summer programs for youth.

For more information
- visit your local Human Resource Centre of Canada
- browse the Youth Resource Network of Canada at **http://www.youth.gc.ca**
- call the Government of Canada's toll-free **Youth Info Line** at **1 800 935-5555**
- order *Youth Link*, a publication listing all federal government youth programs and services, by calling the Youth Info Line.

YOUTH EMPLOYMENT STRATEGY:
Information Initiatives

The Youth Information Initiative provides young people with labour market information they need to make decisions about their education and career. It also funds activities that increase awareness on youth issues, and promotes action by partners to respond. Its products and services include

- *Youth Resource Network* Web site (**http://www.youth.gc.ca**) — a single access point for young people to find career information, education and career planning resources, work experience and internship opportunities.
- *Youth Info Line* (**1 800 935-5555**) — a toll-free, bilingual information line on all federal initiatives targeted at Canadian youth, providing one-stop shopping for information on more than 250 Government of Canada programs, services and resources for young people.
- *Canada-wide Youth-serving Agencies Network* — (under development) will comprise a network of 5,000 youth-serving agencies equipped with information resources that will help guide youth through career and job search decisions.
- *Youth Link* — an annually updated compendium of information on more than 250 Government of Canada youth programs, services and resources to help young people make their way from school to work and into a career. It can be obtained by calling the Youth Info Line. It is also posted on the Internet at **http://www.youth.gc.ca.**
- *Youth Awareness Initiatives* — these initiatives provide funding for organizations that help communities increase awareness on subjects directly related to youth. Awareness initiatives include conferences, seminars and Canada Career Week activities, held in communities throughout Canada.

Who can participate in awareness initiatives?

Stakeholders working with and for youth, for example, educators, career counselors, community organizations and band councils.

For more information

- visit your local Human Resource Centre of Canada
- browse the Youth Resource Network of Canada at **http://www.youth.gc.ca**
- call the Government of Canada's toll-free **Youth Info Line** at **1 800 935-5555**
- order *Youth Link*, a publication listing all federal government youth programs and services, by calling the Youth Info Line.

YOUTH EMPLOYMENT STRATEGY

THE CANADIAN OPPORTUNITIES STRATEGY
Building Canada for the 21st Century

If Canadians are to prosper and achieve high living standards in the 21st century, they must be equipped to fill the jobs of tomorrow. The key to growth and jobs in the years ahead is access to knowledge and skills. Through the Canada Millennium Scholarships, the federal government is supporting access to post-secondary education for all Canadians to make knowledge and skills more accessible.

The Canada Millennium Scholarship Foundation will manage an initial endowment of $2.5 billion and provide scholarships to more than 100,000 Canadians annually, beginning in the year 2000. Canadians of all ages — studying full- or part-time in publicly funded universities, community colleges, vocational and technical institutes and CEGEPs — will be eligible for scholarships.

- Scholarships will be awarded to persons who need help financing their studies and who demonstrate merit.
- For full-time students, scholarships will average $3,000 a year; part-time students will also be eligible.
- Scholarships will be available for up to four academic years (or 32 months) of study toward undergraduate degrees, diplomas or certificates.
- Individuals can receive up to $15,000 — reducing the debt load many recipients would otherwise incur by over half.
- Awards will help recipients of scholarships to study away from home, particularly outside their province, and support limited terms of study abroad.

INFO

DID YOU KNOW?

Preventing crime

- A national Angus Reid/CTV News poll conducted in June 1997 found that 84 percent of Canadians favour a higher priority being given to the social development approach to crime prevention.

- A recent Environics poll also found substantial Canadian public support for a social development approach to crime prevention. The poll showed that 80 percent of respondents favoured placing a great deal of emphasis on programs that give children a better start in life, and a further 17 percent favoured some such emphasis.

- The June 1997 Angus Reid/CTV News poll also showed that 94 percent of the respondents recognize the link between negative childhood experiences and criminal behaviour to be an important one, which should be addressed. Almost two thirds (61 percent) of the respondents strongly approved of the National Crime Prevention Council's focus on children and families as a way to break the link. A further third (33 percent) somewhat approved of this focus.

- The same poll also revealed that 74 percent of Canadians favour higher priority being given to community crime prevention programs.

- Some 72 percent of respondents to the Angus Reid poll favour placing a great deal of emphasis on punishing offenders. In fact, Canada has one of the highest rates of incarceration in the industrialized world, with the United States having the highest. In the United States, doubling the rate of incarceration has had no effect on crime rates.

INFO

DID YOU KNOW?

Youth

- According to 1996 statistics, 56 percent of youths charged with criminal offences were charged with a property offence, and 19 percent were charged with violent crimes.
- In general, the victims of violent youth crime tend to be other youths.
- In 1996, the rate of youths charged with violent crime fell 3.9 percent, marking the first notable annual decrease since 1986.
- The proportion of youths charged with violent crimes in 1996 (19 percent) was less than the proportion for adults (28 percent). However, the youth violent crime rate has more than doubled (+121 percent) since 1986, compared with a 24-percent increase in the rate for adults. This difference over the past 10 years is largely due to increases in charges for assault level 1, in which the physical injury inflicted on the victim is relatively minor.

INFO

FIREARMS ACT

The *Firearms Act*: Fostering a Culture of Safety

The Government of Canada is committed to keeping firearms out of the hands of those who are likely to misuse them. To this end, the *Firearms Act* will require every Canadian to have a firearm licence in order to own, borrow or acquire firearms, and to obtain ammunition. To get a licence, each applicant *must* go through a background check to see if there is any reason why it would not be safe to let that person have firearms. A basic screening will be repeated every five years, when a licence holder renews his or her licence. There are also mandatory safety training requirements for certain types of firearm licences.

In addition to the licensing of all firearm owners and users, the Act requires the registration of all firearms, including hunting rifles and shotguns. The registration system will help police to tell whether someone is the legal owner of a firearm found in his or her possession. If the firearm is not registered, this will alert the police to the possibility that the firearm may have been stolen, illegally imported, illegally manufactured or bought on the black market.

Registration will enable police to determine, for example, whether any firearms have been "skimmed" from commercial shipments. It will help them to trace firearms back to their source and to identify patterns of theft from firearm shipments or dealers.

In addition, registration will also hold people accountable and require they take responsibility for ensuring that their firearms do not fall into the wrong hands. Responsible, accountable firearm owners are more likely to store their firearms securely to prevent loss, theft or accidents. They are also more likely to report a loss or theft when it does occur and less likely to give or lend a firearm to someone they don't know or trust.

INFO

FIREARMS ACT

How to find further information about firearm safety and the *Firearms Act*

The *Firearms Act* and regulations take effect on October 1, 1998. For more information, including a variety of free publications and information on the Canadian Firearms Centre's speakers' program, call the toll-free inquiries line at 1-800-731-4000. Research and technical reports as well as other studies are also available from the Firearms Research Unit of the Canadian Firearms Centre.

Information on the *Firearms Act* and regulations is also posted on the Canadian Firearms Centre's Internet site, at http://canada.justice.gc.ca. Firearms research and statistics are also posted at this site.

INFO

YOUTH CRIME REQUIRES A RANGE OF RESPONSES

1. Bear in mind that serious and persistent offenders are in the minority.

2. Address the risk factors associated with serious crimes and develop measures, with input from young people, to reduce the level of minor offending (e.g., opportunity reduction) and antisocial behaviour (e.g., peer group mediation, school "ethos").

3. Consider the fact that young people are also often the victims of crime. A focus on victims may be helpful in devising solutions that encourage more youth involvement. Simply seeing youth as the problem is false and biased.

4. Help to ensure that the consequences of crime are meaningful for youth.

INFO

STAY IN SCHOOL

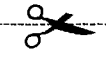
If high school gets you down, you've probably thought about dropping out. You're not alone. Right now, one third of all students leave school. There are lots of reasons, but deep down you know leaving is a bad plan. It's temporary relief in exchange for lifelong headaches.

You've heard the scary stuff about leaving . . . No jobs. Dead-end jobs. Flipping hamburgers. Hauling boxes. Hustling packages on mountain bikes.

Maybe you have to find out for yourself, but anyone who's been there can tell you it takes a lot of guts and determination to go back to school once you've been out on your own for a while. Staying in now is the easy way out. With a bit of planning, finishing school can give you a shot at real freedom.

Don't get stranded. Find a way to stay, since:

- Drop-outs are unemployed more often and for longer periods.
- Drop-outs have more problems finding a job.
- Most drop-outs work in lower-level occupations.



INFO

KID'S HELP LINE

Do you need help? Have personal problems? Would you like someone to talk to? Call the "Kid's Help Line." It's a free, bilingual service available 24 hours a day, 365 days a year.

Call: 1-800-668-6868

The **Kid's Help Line** was launched by the Canadian Children's Foundation in May 1989. In 1994, the name changed to the Kids Help Foundation, which is a national, non-profit charitable organization that offers anonymous, confidential counselling, information and referral services on such subjects as physical, sexual and emotional abuse; loneliness and depression; school and family problems; sexuality; pregnancy; alcohol and substance abuse; delinquency; separation and divorce issues; problems of latchkey children; and suicide.

The Kid's Help Line is staffed by professional counsellors, and provides anonymity and confidentiality through a safe, non-threatening medium — the telephone. This enables kids to talk about issues they will not discuss with anyone else. The Kid's Help Line is currently handling more than 1,000 calls per day, and the number of calls is increasing.

TIPS

SAFETY IN YOUR VEHICLE

If your vehicle breaks down in an isolated area . . .

- Pull the vehicle off the road, so you will be out of the flow of traffic.
- Turn on the emergency (four-way) flashers.
- Raise the hood of your car.
- Stay in your car with all doors locked and windows rolled up.
- Wait for help to come to you (a patrolling police car or another motorist).
- Should a passing motorist stop, stay in your car and ask him/her to send help back to you (you must use your judgment in this situation).

SAFETY IN YOUR HOME

- Check your house to see if there are unprotected entry points.
- Keep all entrances and garages well lit.
- Do not leave tell-tale signs that you are away.
- Install a wide-angle door viewer that permits you to see callers before you open the door.
- Never open a door to strangers without seeing their credentials.
- Do not keep large amounts of money in your home.
- Mark valuable items for identification. The Operation Identification program has been developed by police to assist people in marking their property.
- Keep valuables in a safety deposit box at your bank. If this is not possible, keep them locked up in a reasonable hiding place in your home.

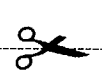
TIPS

TIPS FOR CONSUMERS

As consumers, we have a responsibility involved in each transaction we make. Whether dealing with a door-to-door salesperson or telephone solicitor, corresponding through the mail, or undertaking transactions via the Internet, we have to be aware of situations that could potentially cause trouble.

Here are some prevention tips for avoiding consumer fraud.

- Be wary of products that are promoted with prizes or free trips.
- Be suspicious of "no-risk" claims or promises of huge financial gain.
- Beware of individuals or firms that operate outside Canada. If they are fraudulent they cannot be prosecuted.
- Resist pressure to act immediately; act on reason, not on impulse.
- Before investing your money, get a second opinion from a spouse, friend, financial adviser or attorney.
- Consult with the Better Business Bureau or your lawyer regarding large investments. This may save you financial grief.
- Do not give your credit card number over the phone or the Internet unless you are absolutely certain the organization you are dealing with is legitimate. It's also best if your Internet browser has a top-of-the-line (128-key) encryption.
- Be careful when someone offers to deliver a product to your home. By telling them when it would be convenient, you may be providing them with times when your house will be vacant.



INFO

The National Strategy on Community Safety and Crime Prevention

BUILDING SAFER COMMUNITIES

Crime prevention is about more than putting locks on doors and criminals behind bars. It's also about preventing crime from happening in the first place, by tackling the root causes of crime. It's about taking action to make communities safer for everybody. In order to prevent crime, action must take place at the community level. It is the people who live, work and play in a community who best understand their area's assets, problems, needs and capacities.

The National Strategy on Community Safety and Crime Prevention is designed to help Canadians create safer communities, by supporting community-based crime prevention efforts, enhancing communities' knowledge and experience with respect to crime prevention, and fostering partnerships and collaboration.

Finding out More

Organizations and institutions interested in finding out more information about the National Strategy on Community Safety and Crime Prevention can contact:

The National Crime Prevention Centre
Department of Justice
St. Andrew's Tower
284 Wellington Street
Ottawa, Ontario K1A 0H8

or call toll-free

1-877-302-NCPC

e-mail: ncpc@web.net Web site: http://www.crime-prevention.org

INFO

The National Strategy on Community Safety and Crime Prevention

SAFER COMMUNITIES INITIATIVE

The Safer Communities Initiative is the heart of the National Strategy on Community Safety and Crime Prevention Phase II. It is the main vehicle through which the federal government will assist Canadians to undertake crime prevention activities in their communities. It consists of the following elements.

The Community Mobilization Program provides support to communities in developing comprehensive and sustainable approaches to crime prevention and undertaking activities that address the root causes of crime.

The Crime Prevention Investment Fund supports selected demonstration projects of Canada-wide significance, and encourages the sharing of information on quality crime prevention initiatives across Canada. It also supports research and evaluation into the costs, benefits and overall effectiveness of comprehensive efforts to prevent crime and victimization and build safer communities.

The Crime Prevention Partnership Program provides support to, and encourages the involvement of, national and international non-governmental organizations that can directly contribute to the mobilization and support of community crime prevention efforts.

Finding out More

Organizations and institutions interested in finding out more information about the Safer Communities Initiative, or in obtaining copies of the Access Guides for the Community Mobilization Program, the Crime Prevention Investment Fund or the Crime Prevention Partnership Program, can contact:

The National Crime Prevention Centre
Department of Justice
St. Andrew's Tower
284 Wellington Street
Ottawa, Ontario K1A 0H8

or call toll-free

1-877-302-NCPC

e-mail: ncpc@web.net Web site: http://www.crime-prevention.org

Resources

RESOURCES

A Community Crime Prevention Checklist

What's going on in your community? Chances are, a lot. For years, communities across Canada have been actively involved in preventing crime and creating a safer society. Here's a checklist of organizations you can use to find out more about what people are doing in your constituency.

This list is meant to be a starting point. In some cases, not all the organizations listed will be applicable. In rural areas, in particular, meeting with concerned citizens and community leaders will likely prove the best approach to information gathering.

Community leadership

- Municipal and regional governments for information on urban planning, economic development, recreation, community health initiatives and other local issues
- Band chiefs for information on First Nations community-based policing, social and economic development, and other issues
- Provincial/territorial governments for information on provincial/territorial programs in your community.

Community agencies and organizations

- Local police for information on community safety and crime prevention programs, such as Operation Identification and Neighbourhood Watch; on community-based policing, school liaison programs and other key programs
- Local RCMP detachment for information on community safety and crime prevention programs, such as Rural Crime Watch, crime prevention tips and more
- Youth serving organizations for information on programs for youth and youth-at-risk, through local organizations such as the Boys and Girls Club, Youth Services, or youth advocacy organizations — The Canadian Youth Foundation (listed under "Contacts") has a directory that may be useful
- Social planning councils for information on community social development issues, including poverty and child welfare, among others

- Community health centres for information on programs for children-at-risk, parenting programs and other relevant programs
- Multicultural organizations for information on such topics as community safety, police liaison efforts and social mores
- Women's centres for information on women's shelters, crisis lines, sexual assault centres and other initiatives
- Senior citizens' organizations for information on seniors' concerns about crime and crime prevention, family violence and other subjects
- Local business organizations for information on the business community's support for safer communities and crime prevention strategies for businesses — contact the local Chamber of Commerce or businesses actively involved in the community.

The education system

- School boards for information on working with student groups to address youth crime and safety, safe school policies and more
- Adult education for information on literacy training, English as a second language and employment programs, among others
- Colleges and universities for information on topics such as campus safety initiatives and others.

Contacts

The following contacts can provide resources and information about crime prevention and the creation of safer communities.

Association des Services de
Réhabilitation sociale du Québec*
2000 St-Joseph east, 2nd Floor
Montreal, QC
H2H 1E4
Tel.: (514) 521-3733
Fax: (514) 521-3753

Block Parent Program of Canada Inc.*
12206 86th Avenue
Surrey, BC
V3W 3H7
Tel.: 1-800-663-1134
Fax: (604) 594-6788

Canadian Association
for Adult Education*
Frontier College
35 Jackes Avenue
Toronto, ON
M4T 1E2
Tel.: (416) 923-3591
Fax: (416) 323-3522

Canadian Association
for Community Living*
4700 Keele Street
Downsview, ON
M3J 1P3
Tel.: (416) 661-9611
Fax: (416) 661-5701

Canadian Association
of Chiefs of Police
130 Albert Street, Suite 1710
Ottawa, ON
K1P 5G4
Tel.: (613) 233-1106
Fax: (613) 233-6960

Canadian Association of
Elizabeth Fry Societies*
151 Slater Street, Suite 701
Ottawa, ON
K1P 5H3
Tel.: (613) 238-2422
Fax: (613) 232-7130

Canadian Association of Police Boards
Ottawa-Carleton Centre
111 Lisgar Street
Ottawa, ON
K2P 2L7
Tel.: (613) 560-1312
Fax: (613) 560-1380
http://www.rmoc.on.ca/capb

Canadian Association of Social Workers*
383 Parkdale Avenue, Suite 402
Ottawa, ON
K1Y 4R4
Tel.: (613) 729-6668
Fax: (613) 729-9608

Canadian Bar Association*
50 O'Connor Street, Suite 902
Ottawa, ON
K1P 6L2
Tel.: (613) 237-2925
Fax: (613) 237-0185

Canadian Council on Social Development
441 MacLaren Street, 4th Floor
Ottawa, ON
K2P 2H3
Tel.: (613) 236-8977
Fax: (613) 236-2750
http://www.ccsd.ca

Canadian Criminal Justice Association*
383 Parkdale Avenue, Suite 304
Ottawa, ON
K1Y 4R4
Tel.: (613) 725-3715
Fax: (613) 725-3720

Canadian Institute of Planners
116 Albert Street, Suite 801
Ottawa, ON
K1P 5G3
Tel.: (613) 233-2105
Fax: (613) 237-7045
http://www.cip-icu.ca

Canadian Mental Health Association
2160 Yonge Street
Toronto, ON
M4S 2Z4
Tel.: (416) 484-7750
Fax: (416) 484-4617

Canadian Police Association
141 Catherine Street, Suite 100
Ottawa, ON
K2P 1C3
Tel.: (613) 231-4168
Fax: (613) 231-3254
http://www.cpa-acp.ca

Canadian Psychological Association*
c/o Ministry of Correctional Services
P.O. Box 4100
North Bay, ON
P1B 9M3
Tel.: (705) 494-3333
Fax: (705) 494-3364

Canadian Race Relations Foundation
4900 Young Street, Suite 1305
North York, ON
M2N 6A4
Tel.: (416) 952-3500
Fax: (416) 952-3326
http://www.crr.ca

Canadian Training Institute*
NIMR Building
4700 Keele Street
Downsview, ONM3J 1P3
Tel.: (416) 665-3889
Fax: (416) 661-5701

Canadian Youth Foundation
215 Cooper Street, 3rd Floor
Ottawa, ON
K2P 0G2
Tel.: (613) 231-6474
Fax: (613) 231-6497
http://www.cyf.ca

Federation of Canadian Municipalities
24 Clarence Street
Ottawa, ON
K1N 5P3
Tel.: (613) 241-5221
Fax: (613) 241-7440
http://www.fcm.ca

First Nations Chiefs of Police Association
c/o Anishinabek Police Service
Box 59, Site 5
R.R. #4
Garden River, ON
P6A 5K9
Tel.: (705) 946-2539
Fax: (705) 946-2859

International Centre
for the Prevention of Crime
507 Place d'Armes, Suite 2100
Montreal, QC
H2Y 2W8
Tel.: (514) 288-6731
Fax: (514) 288-8763
http://www.crime-prevention-intl.org

National Association
of Friendship Centres*
275 McLaren Street
Ottawa, ON
K2P 0L9
Tel.: (613) 563-4844
Fax: (613) 594-3428

National Association
of Women and the Law
1 Nicholas Street, Suite 604
Ottawa, ON
K1N 7B7
Tel.: (613) 241-7570
Fax: (613) 241-4657

National Associations Active
in Criminal Justice
383 Parkdale Avenue, Suite 308
Ottawa, ON
K1Y 4R4
Tel.: (613) 761-1032
Fax: (613) 761-9767

Native Counselling Services
of Alberta*
800 Highfield Place
10010 106th Street
Edmonton, AB
T4J 3L8
Tel.: (403) 423-2141
Fax: (403) 424-1173

Prison Arts Foundation*
111 Darling Street
Brantford, ON
N3T 2K8
Tel.: (519) 752-7405
Fax: (519) 752-7367

St. Leonard's Society of Canada*
122 St. Patrick Street, Suite 205
Toronto, ON
M5T 2X8
Tel.: (416) 598-4446
Fax: (416) 977-6698

Salvation Army Territorial
Headquarters*
Canada and Bermuda
2 Overlea Boulevard
Toronto, ON
M4H 1P4
Tel.: (416) 422-6211
Fax: (416) 422-6221

Seventh Step Society of Canada*
10620 Waneta Crescent S.E.
Calgary, AB
T2J 1J6
(403) 271-2278
(403) 271-8907

The Church Council on Justice
and Corrections*
507 Bank Street
Ottawa, ON
K2P 1Z5
Tel.: (613) 563-1688
Fax: (613) 237-6129

The John Howard Society of Canada*
771 Montreal Street
Kingston, ON
K7K 3J6
Tel.: (613) 542-7547
Fax: (613) 542-6824

The National Youth in Care Network
251 Bank Street, Suite 607
Ottawa, ON
K2P 1Z3
Tel.: (613) 230-8945
Fax: 230-4383
http://www.youthincare.ca

The Network: Interaction
for Conflict Resolution*
Conrad Grebel College
Waterloo, ON
N2L 3G6
Tel.: (519) 885-0880, ext. 274
Fax: (519) 885-0806
http://watserv1.uwaterloo.ca/%7Enicr

YouCAN (Youth Canada Association)
c/o The ADR Centre
150 Isabella Street, Suite 205
Ottawa, ON
K1V 1V7
Tel.: (613) 230-1903 or
1-888-4YouCan
Fax: (613) 567-9722

* Member of the National Associations Active in Criminal Justice

Government of Canada

Canadian Heritage
Multiculturalism Program
25 Eddy Street
Hull, QC
K1A 0M5
Tel.: (819) 953-1970
Fax.: (819) 953-9228
http://www.pch.gc.ca

The March 21 Campaign, the International Day for the Elimination of Racial Discrimination
1-888-March21
Fax: (613) 236-3754
http://www.march21.com

Department of Justice
Aboriginal Justice Learning Network
5th Floor, 275 Sparks Street
Ottawa, ON
K1A 0H8
Tel.: (613) 941-2974
Fax.: (613) 957-4697

Canadian Firearms Centre
Tel.: 1-800-731-4000
Fax: (613) 941-1991
http://canada.justice.gc.ca

Communications and Executive Services Branch
239 Wellington Street
Ottawa, ON
K1A 0H8
Tel.: (613) 957-4222
Fax: (613) 957-4223
http://canada.justice.gc.ca

National Crime Prevention Centre
St. Andrew's Tower,
284 Wellington Street
Ottawa, ON
K1A 0H8
1-877-302-ncpc
Tel.: (613) 941-0505
Fax: (613) 952-3515
http://crime-prevention.org

Health Canada
National Clearinghouse on Family Violence
Health Promotion and Programs Branch
Address Locator: 1918C2
18th Floor, Jeanne Mance Building
Tunney's Pasture
Ottawa, ON
K1A 1B4
Tel.: (613) 957-2938 or
1-800-267-1291
Fax: (613) 941-8930
FaxLink: (613) 941-7285 or
1-888-267-1233
TTY: (613) 952-6396 or
1-800-561-5643
http://www.hc-sc.gc.ca/nc-cn

Human Resources Development Canada
Youth Initiatives Directorate
140 Promenade du Portage
Phase IV, 4th Floor
Hull, QC
K1A 0J9
Tel.: 1 800 935-5555
Fax: (819) 953-2465
http://www.youth.gc.ca

Reference Canada
1-800-667-3355

Solicitor General of Canada

General Inquiries
340 Laurier Avenue West
Ottawa, ON
K1A 0P8
Tel.: (613) 991-3283
Fax: (613) 952-2240
http://www.sga.gc.ca

Correctional Service of Canada
General Inquiries
340 Laurier Avenue West
Ottawa, ON
K1A 0P8
Tel.: (613) 996-8140
Fax: (613) 947-7320
http://www.csc-scc.gc.ca

National Parole Board
340 Laurier Avenue West
Ottawa, ON
K1A 0R1
Tel.: (613) 954-6549
Fax: (613) 957-3241

Royal Canadian Mounted Police
Crime Prevention/Victim Services
1200 Vanier Parkway, Room B500
Headquarters Building
Ottawa, ON
K1A 0R2
Tel.: (613) 993-8443
Fax: (613) 998-2405
http://www.rcmp-ccaps.com

Statistics Canada
Canadian Centre for Justice Statistics
R.H. Coats Building, 19th Floor
Tunney's Pasture
Ottawa, ON
K1A 0T6
Tel.: (613) 951-9023 or
1-800-387-2231
Fax: (613) 951-6615

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Comments

We would appreciate receiving feedback on the contents and usefulness of this handbook. Please write your comments on this page and send or fax to the address below. You can also e-mail your comments to us at ncpc@web.net.

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