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# Prevention



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Safer communities, everybody's responsibility

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## C.O.W. Brings Games, Books and Crime Prevention to Lives of Tots

**Early-intervention program moves school right into the neighbourhood**

**By Stephen Bindman**

EDMONTON – Micheline, Madison, Draydon and Michelle are busily sculpting the play dough in front of them on the kids-high table.

"I'm making a snake," says Micheline.

"I need help," says three-year-old Draydon.

The toddlers' artistic creativity is interrupted only long enough to feed a nearby doll, snack on a Tim Horton's treat or join educators Anna and Tina in a rousing rendition of "A hunting we will go."

Upstairs at the Gathering Place, A Capital Region Housing tenant centre in Edmonton's Clareview neighbourhood, their

mothers are comparing notes in the parenting group.

But for the oversized black and white Holstein parked outside, it could be a typical morning at a preschool anywhere.

That's Holstein as in C.O.W., Classroom on Wheels, an innovative

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## One on one



**Interview with Barbara Hall, Chair of the National Strategy on Community Safety and Crime Prevention**

**Q** Ms. Hall, how did the former mayor of Toronto come to serve as Chair of the National Strategy on Community Safety and Crime Prevention?

**A** Well, in some ways it is a very natural continuation of my previous work, not only as a politician but also as a community worker, a lawyer and a probation officer. Building safer communities, helping people to work together to develop solutions to local problems – those are things I've spent most of my life working on in one way or another.

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## Prevention

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## Message from the Minister of Justice



I am delighted to have the opportunity, in this first issue of *Prevention*, to share a few observations on the Government of Canada's National Strategy

on Community Safety and Crime Prevention.

The Strategy, which was first launched in 1994, is predicated on the fact that the real experts on preventing crime within our communities are the people who live, work, and play in them. Building safer communities is not something that can be legislated, it must develop locally, one block at a time, one neighbourhood at a time.

Since the beginning of Phase II of the Strategy in June 1998, we have worked closely with Canadians, and their communities, in every

part of our country. In that short time, we have been able to support hundreds of exciting and innovative approaches to crime prevention. We have fostered partnerships—between governments, sectors, communities, and individuals—to ensure that everyone has a role in this important undertaking.

As Minister of Justice and Attorney General of Canada, I consider this initiative a fundamental part of the Government of Canada's commitment to protect the right of all Canadians to safe homes

and safe streets. Indeed, the Strategy is a vital part of our broader efforts to continue building a dynamic, responsive and effective system of justice.

In closing, please accept my congratulations for your commitment to crime prevention and your leadership in building safer communities.

The Honourable  
A. Anne McLellan,  
P.C., M.P.

## Message from the Solicitor General



I would like to take this opportunity to applaud your efforts and the efforts of all those who have worked to make Canada a safer place to live. Phase II

of the National Strategy on Community Safety and Crime Prevention is now well underway thanks to the dedication of all partners involved.

This first issue of *Prevention* provides evidence that solutions to crime can be found when ideas and resources are shared between governments and concerned citizens.

As Solicitor General, I strongly believe that the key to public safety lies in addressing the root causes of crime. In this way, we can prevent the crimes of tomorrow. Nowhere is

this more important than at the community level. I have often said that those best situated to help find solutions to local crime prevention and public safety challenges are the people who live and work in the community and know it best.

The National Strategy is an important example of the Government of Canada's commitment to invest in violence-free homes, protected schoolyards, and safer streets. This \$32-million-a-year program has been a success story since it was launched in June of 1998, due, in no small part to the hard work taking

place in communities across Canada.

Strong partnerships between governments, police, community organizations, businesses, families and individuals will ensure the continued success of these community efforts. Safekeeping gives you the opportunity to discover other Canadians like you, who care about a safer tomorrow, and are mobilizing to achieve one.

Thank you for your efforts,

The Honourable Lawrence  
MacAulay, P.C., M.P.



## Letter from the Editors

Dear readers,

We are pleased to welcome you to the pages of the first-ever edition of *Prevention: Safer Communities, Everybody's Responsibility*.

hope or despair, courage or fear, they have acted with vision and determination to change the course of their communities.

That's not all *Prevention* is about (though telling stories is our priority). We want to inform and expand the ongoing debate about the changing nature of our criminal justice system.

The brand of crime prevention we will feature most prominently is often called crime prevention through social development. More than anything else, it is about dealing with the root causes of crime.

Intervening early to prevent crime, and helping people and their communities become more resilient to the factors that can trigger and influence criminal behaviour, is simply good justice policy. It is also good social policy and smart economic policy.

When talking about crime prevention, nobody has a monopoly on good ideas. If you have one, please share it with us. If you have a good story, we want to hear about it. And if you just want to comment on what we are saying, or how we are saying it, let us know.

The Editors 🍁



**One on One** from cover

**Q** Some people have said that the last thing we need is another government body studying crime.

**A** I agree! And that's why we're not "studying" it. We're doing something about it! People often ask me when our report is coming out; but we're not writing a report. Instead, we're on the front lines, funding projects, and working with people on real solutions. And we're making tremendous progress.

**Q** How would you respond to those people who say that the only way to really have an impact on crime is tougher sentences and tougher enforcement of existing laws?

**A** Obviously we have to be tough on crime. But being tough on the causes of crime is just as important. The crime rate has been decreasing right across Canada for several years now, and that's not because we've suddenly passed new laws.

**Q** Is spending money on new prevention programs a justifiable expenditure?

**A** I think we have to think very carefully about how to get the best value for our law enforcement dollars. Jails, courts, police investigations...these

things are extremely important but they're also tremendously expensive. Many of the programs which we've looked at cost very little to run, but are remarkably successful at preventing crimes. That's a good investment, both in financial terms and in human terms.

**Q** Something a lot of people have commented on is the 'structure' or the 'process' of the National Strategy, particularly the Safer Communities Initiative. People have called it a "bottom-up" program instead of a traditional "top-down" program. Would you agree with this characterization?

**A** When people use terms like "bottom-up" and "top-down," I think they're referring to the fact that this isn't a program with a big, centralized decision-making body. Instead of imposing solutions on people, we came up with an analysis of what works, and then set out to find examples of programs that work. The range of issues is so different in various parts of the country that I don't think it would have been possible to run a big, centralized program.

**Q** What are the criteria that you look to in judging the success of programs?

**A** The goal of safer communities can be reached by countless roads, and in countless ways. This is very much a results-driven exercise and, just over a year in, it is a bit early to talk about success. Yet, as a sign of success, or progress, I might say that the level of interest has been extraordinarily high.

**Q** How many projects have received funding through the National Strategy?

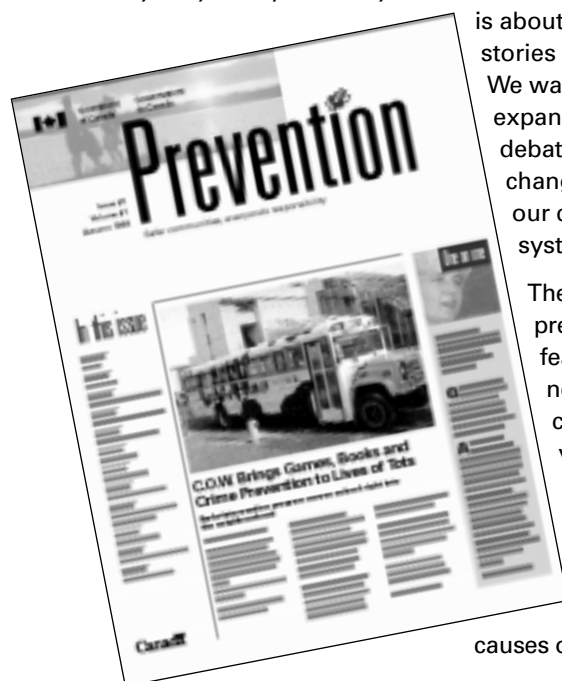
**A** At last count, we had received over 2500 applications, and funded nearly 640 projects. Projects in every part of the country, from Vancouver to Whitehorse to St John's. Some of the most successful and innovative have been in small, remote communities.

**Q** Are there any particular projects which stand out, in your mind?

**A** There are many. Many projects and many people. One that comes to mind is a program in Durham with the wonderful name "Together We Light the Way," a program which seeks to build responsibility in young people and reduce anti-social tendencies. It's a school-based intervention model but it also involves the entire community, including parents, corporations and community groups. I think it has tremendous potential to be applied in other schools across the country. We'll be watching it closely.

Ms Hall, thanks for speaking with us.

It's been a pleasure. Thank you. 🍁



*Prevention* is about crime. Violent crime. Property crime. And victimization.

You won't, however, see the stuff of today's headlines in its pages. *Prevention* is about how Canadians are responding to crime and, more to the point, what they are doing to stop it.

What it strives to do is tell interesting stories about some of the Canadians and the communities that are taking on the responsibility of making our country a safer place to live, work and play. These are people who have grappled with the problems of crime and victimization. Whether borne of

## Classroom on wheels from cover

project of Edmonton's  
Success by 6 partnership.

The theory is simple – a free mobile preschool and family resource centre that can roll high-quality programs right into the low-income, high-risk neighbourhoods where children and their parents need it most and might otherwise miss out.

**“If that process can be interrupted and ideally turned around, people can break out of that cycle.”**

In Edmonton, as in so many other Canadian cities, transportation barriers keep a growing number of families from accessing quality pre-school.

The C.O.W., an eye-catching converted bus, therefore brings the classroom right to those families' doors.

Because it is mobile, the C.O.W. can serve a different neighbourhood on alternating days, which is much less expensive than establishing several permanent locations in different communities.

It can respond quickly as demographics change without the fuss and bother of packing and renovation.

The program uses constructive play, counting games, books and positive experiences with other tots to get pre-schoolers ready for school by developing their language and motor skills and enhancing their self-esteem, social and communications skills, creativity and curiosity.

But perhaps not as obvious, it's also an example of crime prevention in action.

Last December, Justice Minister Anne McLellan announced a \$900,000 contribution to Success by 6 for two initiatives, including the C.O.W. under the Crime Prevention Investment Fund of the National Strategy on Community Safety and Crime Prevention.

“Canada's justice system is committed to tackling the root causes of crime and to dealing with the factors that lead children, young people and adults toward criminal activity in the first place,” McLellan said.

“The Success by 6 initiative demonstrates how communities, governments and the private sector can work together to address the needs of young children in high-risk situations and, it is hoped, make our communities safer.”

Martin Garber-Conrad, chair of the Success by 6 Council of Partners, said it is now well accepted that people who end up in trouble with the law share a number of common experiences early in their lives.

It is estimated that one dollar spent early in a child's life saves up to seven dollars in later social costs.

“It's pretty clear that things like poverty, school failure, abuse or other family difficulties that are not dealt with, even something as simple as hearing difficulties, are quite good predictors of criminal behaviour,” Garber-Conrad said in an interview.

“If that process can be interrupted and ideally turned around, people can break out of that cycle.

FYI

The National Strategy on Community Safety and Crime Prevention (Phase II) is the Government of Canada's **\$32-million-a-year** crime prevention initiative. Launched in June 1998, it aims to provide communities with tools to combat crime-related risk factors such as poverty, abuse and poor parenting. The Strategy focuses on children and youth, women and Aboriginal people. So far, the strategy approved nearly **640 projects** from coast to coast.

**It is estimated that one dollar spent early in a child's life saves up to seven dollars in later social costs.**

That's really what we're trying to do. The earlier you intervene, both the better chance of success as well as the less damage that's done.

“Every kid that grows up this way doesn't end up in a maximum-security prison but statistically we're trying to interrupt the process that leads to bad outcomes, both for individuals and communities.”

While Edmonton can't claim the first C.O.W. anywhere – the first wheeled into Tennessee more than 25 years ago – it is the first in Canada.

The bus is actually a renovated classroom but

because of Alberta's winters, the kids have not been able to play and learn inside the bus in cold weather. But all of the furniture and supplies are portable and the program is coordinated with an existing indoor facility in the carefully-selected neighbourhoods where the C.O.W. grazes.

“The visual reminder of the C.O.W. will be a real functional school bell to remind people to come and it does allow one set of resources to be used in four different neighbourhoods. It would be nice if this were California where you could have kids in the bus all year round. But that not being the case, the program is exploring and adapting to environmental conditions in unique ways.”

Garber-Conrad said the C.O.W. is seen as a “partial solution” to the reality that there are simply not enough

**But perhaps not as obvious, it's also an example of crime prevention in action.**

resources to meet all the needs for traditional Head Start – pre-school early intervention – programs.

“We know we're only reaching a small proportion of the kids who really need it. There may very well be places that don't have enough willing kids of the right age in the immediate area to start a Head Start program right now even if we did have the resources to do that.” It's also a philosophical kind of thing, in terms of taking the program to the people rather than the people having to come somewhere for the program.”

A comprehensive evaluation will be conducted to

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## Public safety a touchstone for Canadians, national survey shows

**A majority favour early-intervention approach in fight against crime**

By Patricia Begin

When weighed against our social safety net, the Maple Leaf, our Olympic athletes, and film, television and literary productions, "feeling safe" is considered to be the foremost defining characteristic of being Canadian.

In the April 1999 *Rethinking Government* report by Ekos Research, fully 91 percent of Canadians polled identified "feeling safe in most places" as important in "giving a sense of belonging to Canada."

While this touchstone of 'Canadianism' is perceived to be important, and increasingly so (with a three-percent increase since Ekos' 1996 findings), it is apparently also prone to erosion.

Today, 76 percent of Canadians view Canada as a safe country, but only 65 percent believe it will be a safe place in ten years. The notion that Canada is traveling a path towards a more dangerous society is most strongly held by economically-insecure Canadians who are also more likely to be exposed to criminal victimization.

In this context, Canadians think social development ought to be a high priority of the Government of Canada. Health care, education and child poverty head the list for proposed government action.

### Six in ten Canadians identified a social development deficit as the most important factor producing crime in Canada

While social issues may predominate, Canadians have not signalled a wish to open wide the public coffers.

According to Ekos president Frank Graves, writing in *Rethinking Government V: A Year-End Review*, "when Canadians say they want increased activism, it does not mean they have abandoned fiscal prudence, nor does it mean they want a holus bolus return to the 'big government' models of a couple decades ago."

Less than 20 percent of Canadians considered investments in more passive measures such as employment insurance and welfare supports to be a promising response to social problems like poverty, homelessness and poor literacy skills. Instead, many Canadians – 44 percent – saw active community-based government intervention to be the most effective.

Such measures are targeted, cost-effective and involve a partnership approach to addressing society's problems. This speaks to, Graves says, the "conditional receptivity" of Canadians for a return to an active agenda by government.

"Governments," says Graves, "will be expected to meet important public conditions for renewed government activism. In very simple terms, Canadians want to see a shift from paternalism to partnerships, they want clear accountability for targets and results, they want fiscal prudence, and they want citizen inclusion in the selection of goals and means that reflect public values."

This is a dynamic that fits well in the Government of Canada's approach to crime prevention and community safety, where many Canadians make a connection between investments in social development and community safety. That is, they tend to favour approaches to social problems, like crime and victimization, which target its root causes.

Six in ten Canadians identified a social problem of one kind or another as the most important factor producing crime in Canada (the remaining 37 percent of Canadians blamed a lenient criminal justice system).

Of those who connected social problems to crime, one-third pointed to poverty, a further 21 percent linked it to a difficult family situation, and another 11 percent named inadequate social programs

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## By the Numbers

### "The Costs of This, That and the Other Things"

- Amount of money invested each year in Phase II of the National Strategy on Community Safety and Crime Prevention: **\$32 million**
- Average annual cost of keeping an offender in a federal institution (1995-96): **\$50,375**
- Estimated annual cost of detaining a young offender (1995-1996): **\$100,000**
- Estimated total annual costs associated with crime and the criminal justice system in Canada(1996): **\$46 billion**
- Operating costs of 411 Canadian shelters for abused women (1997-98): **\$170 million**
- Amount that the theft of motor vehicles and their parts cost the insurance industry in Canada in 1996: **\$600 million**
- Estimated costs due to fraudulent insurance claims in Canada in 1994: **\$1.3 billion**
- Spending on justice services in Canada in 1994-95: **\$10 billion:**  
on criminal prosecutions: **\$258 million,**  
on youth corrections: **\$526 million,**  
on legal aid: **\$646 million,**  
on courts: **\$835 million,**  
on adult corrections: **\$1.9 billion,**  
and on police services: **\$5.8 billion.**
- Estimated amount of the illicit street-drug trade in Canada in 1998: **\$18 billion**
- Amount Canadians spent on tobacco products and supplies (1998): **\$5.8 billion**
- Amount Canadians contributed to RRSPs in 1994: **\$20.9 billion**
- Sales by Canadian wholesalers in the computer, packaged software, and electronic alarm system sector in 1996: **\$24.7 billion**
- Amount Canadian consumers spent on food and beverages in 1998: **\$59.3 billion**
- Expenditures on health care in Canada in 1995: **\$74.5 billion**
- Amount Canadian consumers spent on motor vehicles in 1998: **\$86.4 billion**
- Spending in Canadian retail stores in 1998: **\$246.8 billion**

## “Healthy Relationships” lead to life skills, less violence

**Avoiding troubles and tragedies in our schools**



**By Careesa Gee**

In the aftermath of recent tragic high school shootings, there has been much attention focussed on violence-prevention programs in our schools.

One of the programs in the spotlight – even as far away

as Manchester, England – has been the Online Healthy Relationships Pilot Project in Halifax, Nova Scotia, which used a widely-distributed curriculum called Healthy Relationships: A Violence-Prevention Curriculum.

**“Dealing with violence before it happens is better than waiting for it and then trying to cope.”**

Employing a variety of activities with titles like

*The Emotions Wheel, Anatomy of Anger, and Tom Blows his Cool* to discuss the factors behind violent behaviour, the goal of the program is to equip students with the skills needed to build healthy relationships.

The original curriculum was developed by Men for Change, a community group that formed in 1989 after the massacre of 14 female students at l'École Polytechnique in Montreal. The pilot project in Halifax featured a new online component consisting of email discussion groups to complement the Healthy Relationships activities and lessons, and integrated the police into the classrooms to create a joint effort with the teachers in presenting the curriculum.

A crew from the British Broadcasting Corporation recently came over to film the use of the Healthy Relationships curriculum in the classroom.

Constable Wayne Knapman, the school liaison officer at Duncan McMillan High School in Sheet Harbour, N.S., says the media have a hand in swaying the public's perception of crime in school. He says that things can get blown out of proportion and coverage of violence in school may even fuel copycat crimes. However, he says the important lesson to take away from tragedies like the Colorado and Taber shootings, is to remember that violence can happen anywhere, anytime.

Dealing with violence before it happens, Knapman says, is better than waiting for it and then trying to cope.

“You're going to get violence in any school,” agrees Constable Shawn Smith, one of the school liaison officers at Sir John A. MacDonald High School in Tantallon, N.S., who participated in the pilot. The key, he says, is to make violence-prevention an early-intervention program.

“By the time you get to high school, the issues you're dealing with and the baggage you are carrying around are too much. The program provides the tools you need to deal with things, but the earlier provided, the better the results. It's more difficult to incorporate (the tools) later on, but they're life skills.”

Mary McDonald, a health and family studies teacher in Nova Scotia for 22 years, participated in the pilot project, but has been using the curriculum in her family health classes since it was first developed in 1993. While Astral Drive Junior High in Cole Harbour, N.S. where she currently teaches does not have a severe violence problem, McDonald has taught at schools where the curriculum really hit home because students were dealing with issues like poverty and abuse.

Activities like the “Anger Iceberg,” which consists of a graph showing the different emotions that can lead up to an angry outburst, were extremely relevant to the students and taught them to deal with situations at home and in and around school, she says.

“What's underneath your iceberg?” entered the lexicon of students after the activity was introduced, says McDonald, whose

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**"They got to know me and see that I am approachable." Knapman says many kids are intimidated by police or they don't think they are human. "They need to realize it's only a job,"**

class was one of those filmed by the BBC.

Jan Claes, a teacher participating in the pilot at George P. Vanier Junior High School in Fall River, N.S., says there may not have been "open violence, but rather inner turmoil" at her school.

She says the students learned a lot from a lesson entitled "Verifying Violence" which taught them to identify different forms of violence such as emotional abuse and verbal harassment.

One of the positive outcomes of the pilot, Claes says, was the improved relationship between Sgt. Gilroy, the participating officer at her school, and the students. She says instead of a "who has drugs in their locker" or "who's in trouble now" reaction to him, students would run up to talk to the officer instead. In a questionnaire done after the pilot, one officer remarked that he "enjoyed being able to interact with the students in a relaxed environment. It seemed like the uniform...disappeared after a while, and the students saw me as a person."

Knapman says he too felt the pilot allowed students to get to know the person behind the badge. "A lot

of time there are barriers between students and police officers," he says. "They got to know me and see that I am approachable." Knapman says many kids are intimidated by police or they don't think they are human. "They need to realize it's only a job," he says.

Andrew Safer, one of the project coordinators, says he believes the reason the curriculum is so appealing is that it involves the students and interacts directly with them, instead of just being presented in a dry lecture format. It deals with real situations that could occur in school, and has students perform a variety of activities to come up with different approaches to handle them.

Safer, who co-authored the curriculum along with two other members of Men for Change, Peter Davison and Roger Davies, has traveled to places such as Los Angeles, the Hague, and Trinidad to attend training sessions and conferences.

Since the original curriculum dates back to six years ago, Safer feels there are changes that can be made to the classroom activities based on the feedback he has received.

In the second phase they are currently planning, Safer and his colleagues hope to fix the technical difficulties they had with the online component. Among other things, he would like to develop the training component online, to make it more widely available. For the first pilot, all the training was done in person which while effective, would

**continued page 12**

## Jack's Troubled Career: The Costs to Society of a Young Person in Trouble

**By H. Philip Hepworth**

Problems start early for many future offenders, especially those who will become chronic and persistent offenders. Patterns of troublesome behaviour are often apparent by the age of three. The costs to society start early as well, and increase as the years go by.

Identifying all the costs of a delinquent career would be an impossible task. But it is possible to identify some elements and make estimates or educated guesses of what they might cost in the life of a repeat young offender before he or she reaches the age of 18. Take the fictional, but typical, case of Jack. He is a troubled child who needs special help and preventive services early in his life - but the appropriate services are not available to him and his family.

### **Jack's First Three Years:**

The child welfare authorities become aware of serious problems in Jack's home during his first year. His parents often have arguments, many of which end with the exchange of blows, especially after they have been drinking. Their parenting is affectionate, but erratic. Child welfare staff regularly visit Jack and his parents during his first three years of life. Social workers make a number of suggestions about his care and the special help he may need, but because of a lack of community resources, they are not able to refer

Jack to appropriate support services.

*Costs: Child welfare services for three years at \$2,300. Total = \$6,900*

### **Jack Aged Three to Five:**

Jack is showing a number of developmental problems, both physical and psychological. By the age of three he is difficult to manage. His parents do not know how to cope with his impulsive behaviour, and he shows no awareness of the consequences of his actions. The child welfare services, in conjunction with the family doctor and child psychiatric services, conclude that Jack would benefit from being placed in a subsidized child care centre. Jack's mother qualifies for the subsidized service, but the staff at the centre are not trained to provide the remedial care he really needs. Jack tends to bully the other children, disrupt their play, and be insensitive to the needs of others.

*Costs: Three years child welfare services at \$2,300 a year, child care at \$12,000 a year, and health and psychiatric services at \$2,000 a year) Total = \$48,900*

### **Jack Aged Six to Ten:**

Although Jack has benefited from the child care services, and is better behaved in group settings, his home situation has gone from bad to worse. His parents have separated, and his mother is now living with a young man who appears

jealous of the affection she shows towards Jack, and is abusive towards him. The child welfare services decide, reluctantly, that they have to take him into care; this requires an appearance in family court. Jack is placed in the first of a series of foster homes. Separation from his mother upsets him and reawakens his behaviour problems. He has difficulty relating to his foster parents and their children. In five years he lives in five foster homes. These moves disrupt his education and he has difficulty getting on with other children. Consequently, he is involved with school guidance counsellors and child psychiatric services.

*Costs: Five years child welfare services at \$2,300 a year, foster care at \$7,300 a year, guidance counsellors and special education services at \$2,000 a year, health and child psychiatric services at \$2,000 a year, and court services for one appearance at \$1,000. Total = \$69,000*

**Jack's Troubled Career:**  
(continued next issue)

*H. Philip Hepworth, now retired, was a Senior Advisor at the NCPC and is actively involved in social development.*



## 'Think globally, act locally' credo takes shape in crime prevention

**International Centre gathers best practices and promotes awareness**

by **Claude Vézina**

Gathering know-how and experience globally to solve problems locally aptly describes the efforts of the International Centre for the Prevention of Crime (ICPC). Located in Montreal, and founded in 1994, the ICPC assists cities and countries in reducing delinquency, violence and insecurity by tackling the root causes.

"The community is the focal point of crime prevention. Governments at all levels must nurture community based anti-crime efforts." That was one of the conclusions of the European and North American Conference on Urban Safety and Crime Prevention, held in Montreal in 1989, and the progenitor of the ICPC.

**Strategies include mobilizing agencies such as schools, housing, health and social services to reduce the factors that predispose young persons to delinquency.**

An international non-governmental organization, the ICPC is led by a board composed of leading representatives from crime prevention and criminal justice organizations from around the world. Its core program is supported by contributions from the governments of Canada and the Province of Quebec, France, Ivory Coast, The Netherlands, Portugal, South Africa, and the United Kingdom.

For the ICPC, says its Director General Irvin

Waller, "crime prevention means building safety and quality of life through integrated and rigorous strategies, and it requires the involvement of a range of sectors working individually and collectively to target the causes of crime problems and promote responsible decisions by potential offenders." Strategies include:

- mobilizing agencies such as schools, housing, health and social services to reduce the factors that predispose young persons to delinquency;
- fostering better design by industry of buildings, products, and communities to make it harder, more risky, or less rewarding for offenders to commit crime; and,

- facilitating partnerships between police, justice services, social development entities, business sector and citizens to solve problems and hold potential offenders accountable.

"The ICPC," says Waller, "provides decision-makers with the knowledge to make the right choices and investments in crime prevention." As well, the Centre has been able to amass some success stories, offering evidence of the extent to which prevention projects have reduced crime, the economic benefits of prevention, the extent of public support and how prevention strategies can be used. Graph I illustrates just one of several analysis demonstrating that tackling the causes of crime is much tougher on crime and its costs than the so-called "get tough" approaches.

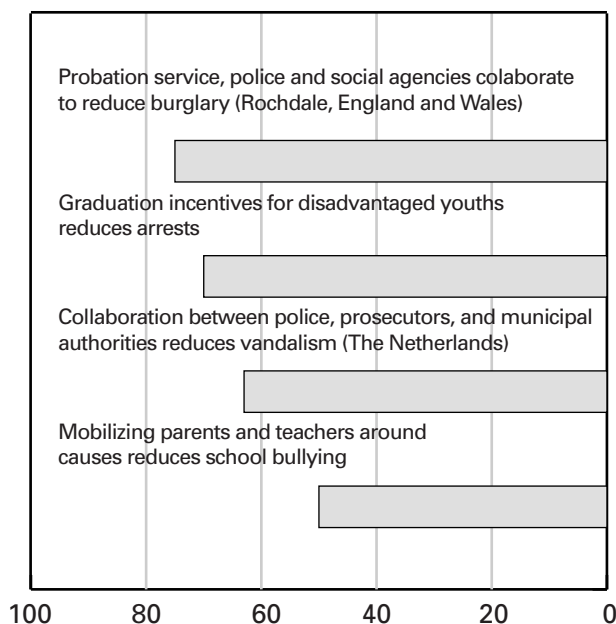
Based on comparisons by the Rand Corporation of the cost effectiveness of strategies to reduce crime, a ten per cent reduction in crime

**The Quantum Opportunities Program (USA) encouraged disadvantaged teenagers to complete school by offering after-school activities such as computer training and life/family skills training as well as hourly stipends (nominal wages) for their college fund account.**

across a jurisdiction would require an increase in taxes of \$334 for additional prison use. By comparison, focussing on proven ways of tackling risk factors would achieve the same result for only \$48-\$71 per household through inciting youth at risk to complete school or training parents experiencing difficulty.

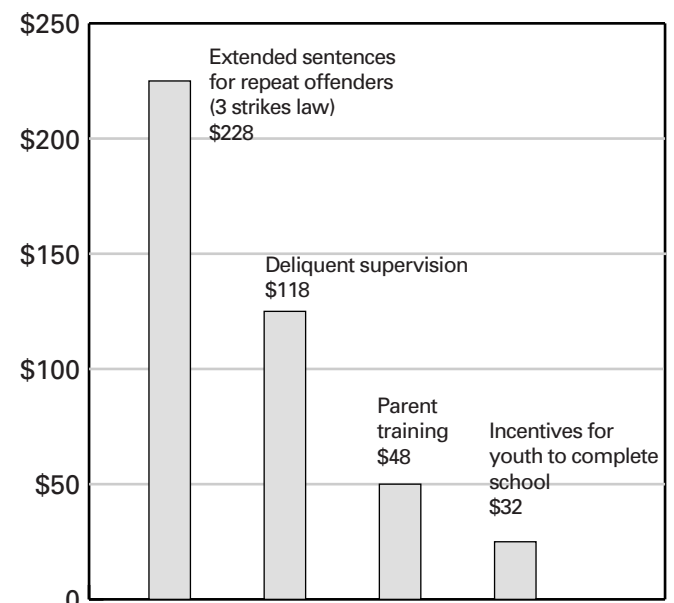
Graph II illustrates the success of four varied approaches to prevention in reducing crime by 50 to 75

**continued page 12**



**Graph 2 (left) Problem-solving partnerships that work**

**Graph 1 (right) Increase in taxes for 10 percent reduction in crime (US\$)**







## Regional Roundup

Since June 1998, the Government of Canada's National Strategy on Community Safety and Crime Prevention has funded 415 Community Mobilization Projects across Canada to tackle the root causes of crime. All projects emphasize local grassroots social action and early positive intervention with a focus on children, youth, Aboriginal people, and women's personal security.

## Highlights From Across Canada

### Manitoba



The Government of Canada

funded \$1,551,955 in Manitoba to provide both urban and isolated communities an opportunity to obtain crime prevention training, social counselling and other services to foster healthy relationships. Among the 56 projects, many support the Urban Aboriginal Strategy, and empower First Nations and Métis youth and women to turn to their traditional culture to reverse cycles of poverty, violence and victimization.

### P.E.I.



Among the 14 funded projects in P.E.I., many focus on youth programs. The \$200,000 funds such projects as Youth - Building Safer Communities, sponsored by Org Adventure Group. The project is an adventure-based program involving youth in adventurous activities that focus on success experiences to help youth break the cycle of low self-esteem and develop relationship skills.

### New Brunswick



New Brunswick communities

were awarded more than \$800,000 for 37 projects. Many projects, such as the Youth Action Plan for Lifestyle Development at the Bathurst Youth Centre build partnerships within the community to enable all groups to have a positive impact in the lives of youth.

### Nunavut



The \$200,000 awarded to Nunavut sup-

ports eight community building projects that address the unique needs of this vast territory with its two dozen widely dispersed small communities. Many projects prevent crime by building strong positive relationships between elders and youth through traditional knowledge, practices and values.

### Yukon



"People of Northern Canada have a reputation of being inventive and resourceful," said Justice Minister Anne McLellan in an announcement this past September of six new funded Yukon projects. "These projects demonstrate that the citi-

zens of Yukon are firm in their resolution to promote safety and prevent crime by coming up with innovative ideas involving the community as a whole." Since 1998, Yukon has received \$500,000 to fund 24 projects.

### North West Territories



Crime prevention projects in the harsh

climate of the North West Territories must be tailored to the unique needs of its people and their way of life. The Crime Prevention Investment Fund is providing nearly \$650,000 over a three year period to the Gwich'in Outdoor Classroom Project which explores a culturally appropriate approach with youth in Gwich'in communities.

### Alberta



Statistics Canada's 1998 report, Crime

Statistics in Canada, cites Alberta as one of the provinces and territories with the lowest crime rates in Canada compared to ten years ago. To ensure this trend continues in Alberta and other provinces and territories, the Government has funded over \$1million to fund 27 community-based crime prevention projects since the National Strategy's first year of operation. Many projects establish community programs such as parent/child conflict management, positive relationship building through sports activities, drug and sexual abuse counselling and victim-offender mediation.

### Quebec



In 1998, crime rates dropped in each of Canada's nine largest met-

ropolitan areas, four of which are Quebec cities. Quebec has consistently maintained one of the lowest crime rates in Canada over the last decade, and 1998 Statistics Canada figures reported that Quebec City recorded the second lowest crime of those nine cities. To boost Quebec communities in their crime prevention efforts, the Government of Canada funded nearly \$800,000 for 49 projects geared mainly to youth at risk and applies a social development approach to tackling the root causes of crime.

### Nova Scotia



Among the 63 community projects

(totalling nearly \$1.5 million) funded under the National Strategy, many operate actively to strengthen community, youth and family networks, identify and develop realistic and relevant prevention measures and empower families to deal with such problems as violence and drug and alcohol abuse.

### Newfoundland



The Government of Canada has

awarded Newfoundland communities \$700,000 to fund 24 early intervention crime prevention projects since 1998. True to the social development approach, many projects encourage finding solutions to crime within the community such as victim offender mediation and conflict-resolution workshops.

### British Columbia



"The B.C. government is working in partnership with communities across the province to

find innovative ways of making neighbourhoods safer," said Ujjal Dosanjh, Minister of Justice and Attorney General of British Columbia, "We're working together and listening to what people have to say because the most effective solutions to preventing crime and violence come directly from the people who live in the community." The Government of Canada has backed up B.C communities in their commitment to crime prevention through social action with nearly \$3 million to fund 96 projects.

### Ontario



Ontario has received almost

\$3 million to tackle the root causes of crime at the community level since 1998. Of the 72 early-intervention projects funded, the majority of these projects target youth at risk and support the Government of Canada's strategy to renew Canada's youth justice system by preventing youth crime before it starts.

### Saskatchewan



The Government of Canada

has awarded more than \$800,000 to Saskatchewan to fund 41 crime prevention projects. Among the projects which target women and youth, many are sensitive to the unique healing approaches of Aboriginal communities such as Carry the Kettle First Nations (Sintaluta) with its Community Healing Through Crime Prevention project.



## Events Calendar



photo courtesy of Health Canada

### November 1999

#### **1999 National Conference on Preventing Crime: Power of Prevention – Realizing America's Future**

Date: November 3 – 6, 1999

Place: Washington, DC, Grand Hyatt Hotel

Contact: National Crime Prevention Council (Washington)

Telephone: (202) 466-6272

Fax: (202) 785-2134

Web site: <http://www.ncpc.org/power99>

#### **The Long Shadows of Trauma, Traumatized Parents and Infants: Developmental and Clinical Issues (International)**

Date: November 12 – 15, 1999

Place: Toronto, Ontario, Hart House, University of Toronto

Contact: The Hincks – Dellcrest Institute

Telephone: (416) 972-1935 ext. 3

Fax: (416) 924-9808

E-mail: [hincks@interlog.com](mailto:hincks@interlog.com)

## FYI

After peaking in the early 1990s, Canada's crime rate has been falling steadily. In 1998, the police-reported crime rate dropped for the seventh consecutive year. Over these seven years, the crime rate has **decreased by 22 percent**, making the 1998 rate (12.3 percent) the lowest since 1979.

(Statistics Canada results calculated on rates of Criminal Code, police-reported incidents excluding traffic offences)

### **Classroom on wheels** from page 4

determine if the long-term benefits derived from traditional week-long Head Start programs can be translated into a less frequent drop-in program like the C.O.W.

"We're not putting all our eggs in that basket, we don't think it's a magical solution to everything but it's kind of a neat idea that seemed to be worth a try to see how it works. It's taking a model that we know works and pushing the envelope, trying to expand at the edges to see if there's a little more value that we can get out of it."

Community support has been tremendous, as has the partnership between different levels of government and

community organizations, Garber-Conrad said.

Of course where there's one C.O.W., there must also be a herd.

Four more buses have been purchased and are being painted and renovated as a literacy C.O.W., a science and technology C.O.W. (complete with onboard computers), a transportation C.O.W. to take kids from other pre-school programs to activities and a Head Start C.O.W.

Micheline, Michelle, Draydon and Madison are clearly enjoying their once-a-week adventure in playland.

But so are their mothers, who are encouraged to participate in all C.O.W. activities and have access to a

portable resource centre of parenting advice.

Crystal, a mother of three, likes the fact that the C.O.W. is more than a babysitting service.

"When the kids see the C.O.W. bus they know pre-school is here," says 28-year-old Crystal.

"They definitely receive experiences here that we wouldn't be able to provide for them by ourselves. They interact with the other children. Even as a mother you can't have that kind of variety and that kind of regimen because you get distracted with the day-to-day stuff. They have books and reading material that we wouldn't otherwise have access to."



Garber-Conrad said parental involvement has been proven to be key to the potential success of early-intervention programs like C.O.W.

"Even more with the bus than a traditional Head Start program, you've got the kid for a few hours. They spend most of the rest of the time in their family and anything that you can do to equip the parents to better educate, stimulate and encourage their child is going to be for the better."

"Children living in poverty or with any other kind of disability or disadvantage don't exist as these little four-year-old units in isolation. They in fact live in families and a lot of what's wrong with them is related to what's going wrong for their family. So it's better if we can not only help them but help the whole family."

More than anything, organizers hope the eye-catching C.O.W. on the road will serve as a rolling reminder about the needs of our youngest children.

"Besides meeting families right where they're at, each C.O.W. will remind us that kids need our care and attention," said Carol Gilfillan, Success By 6 project director.

"I hope adults seeing the C.O.W. will take a moment to review what they're doing for the children of Edmonton. To me, the C.O.W. spells nurture. Where children are concerned, nurture is up to all of us." 🍁

*Stephen Bindman, an award-winning legal journalist is currently a Special Advisor at Justice Canada.*

## Public safety

from page 5

and services as the root causes of crime.

In its 1993 report, *Crime Prevention in Canada: Toward a National Strategy*, the House of Commons Standing Committee on Justice and Solicitor General highlighted the negative impact of crime on the human and economic development of communities. Submissions by crime prevention practitioners, academics, crime victims, government officials, community groups, business owners, volunteers, and law enforcement agencies all emphasized the relationship between public safety, investment in social development initiatives, and quality of life.

In the Ekos study, six years after the Standing Committee's work, nearly two-thirds of Canadians indicated that their community needs more crime prevention programs. And 67 percent believed that crime prevention through community-based, early-intervention programs is a more cost-effective approach than law enforcement.

It seems, therefore, that Canadians believe effective solutions to crime problems require a balanced approach that includes both efforts to tackle root causes and the responses of the traditional criminal justice system. Indeed, when asked to identify the best example of crime prevention, 33 percent named social development programs that support parents and children, 22 percent identified recreation activities for youth, and 25 percent



**It seems, therefore, that effective solutions to crime problems require a balanced approach that embraces both efforts to tackle root causes and the responses of the traditional criminal justice system.**

pointed to community policing.

Finally, on the issue of implementing crime prevention programs, 86 percent of Canadians supported a partnership approach that involved police, government and community groups working together.

For this survey, Ekos interviewed 1506 Canadians,

aged 16 and over, in the period of March 12 to March 31 1999. The results are considered valid within +/- 2.5 percentage points 19 times out of 20, and have been weighted along age, gender and regional lines. 🍁

*Patricia Begin is Manager of Research and Evaluation at the NCPC.*

## Events Calendar

### International Seminar on Violence and Adolescence

Date: November 15 – 18, 1999  
 Place: Jerusalem, Israel  
 Contact: ISAS International Seminars  
 Telephone: 972-2-6520574  
 Fax: 972-2-6520574  
 E-mail: [isas@netvision.net.il](mailto:isas@netvision.net.il)


### Northern Women: Different Lives, Common Threads – A Circumpolar Women's Conference

Date: November 18 – 21, 1999  
 Place: Whitehorse, Yukon, Yukon College  
 Contact: Women's Conference Co-ordinators  
 Telephone: (867) 667-5740  
 Fax: (867) 393-6270  
 E-mail: [conference@circumpolar.net](mailto:conference@circumpolar.net)  
 Web site: <http://www.circumpolar.net/>

### Safe and Caring Schools & Communities Conference

Date: November 25 – 27, 1999  
 Place: Edmonton, Alberta, Ramada Inn  
 Contact: Brenda Sautner  
 Telephone: (780) 434-8418  
 Fax: (780) 430-7511  
 E-mail: [sacs@teachers.ab.ca](mailto:sacs@teachers.ab.ca)  
 Web site: <http://ednet.edc.gov.ab.ca/safeschools>

### Crime prevention week

All provinces and territories, (except Saskatchewan and the Northwest Territories) formally celebrate a crime prevention week. In all jurisdictions except Alberta (May), it takes place during the first week of November (November 1-7, 1999). 

### Think globally, act locally from page 9

percent within two to three years. Cost benefit analyses in the ICPC 1997 Crime Prevention Digest indicate that such programs have produced returns of two to seven dollars for every dollar invested.

ICPC identifies, collates and disseminates information on best practices. Its Worldwide Best Practices in Crime Prevention describes selected benchmarks of success and innovation as well as "how to" guidelines from North America, Western Europe and other leading countries. Here are a few highlights:


The Kirkholt Burglary Prevention Program (Rochdale, England and Wales) reduced household vulnerability to burglaries and repeat victimization through collaboration between the probation service, police, and social service agencies. Targeted measures included: home security upgrading, a "cocoon" neighbourhood watch program, and a group work program for offenders. The impact: a 75 percent reduction in burglaries.

The Quantum Opportunities Program (USA) encouraged disadvantaged teenagers to complete school by offering after-school activities such as computer training and life/family skills training as well as hourly stipends (nominal wages) for their college fund account. The impact: 70 percent lower rate of arrests, and 42 percent of participants went on to post-secondary school.

The HALT program (The Netherlands) involves collaboration between police, prosecutors, municipal authorities, victims, and the community to have young offenders repair vandalism damage they have caused as well as providing assistance in resolving employment, housing, and education problems faced by young offenders. The impact: a 63 percent reduction in vandalism.

A National Anti-Bullying Campaign (Norway) enlisted the support of school personnel, parents, the public and school children to identify and stop bullying incidents. The impact: a 50 percent decrease in bullying, and a 15 percent reduction in self-reported anti-social behaviour.

"Harnessing experience and expertise from cities and countries around the world in reducing delinquency, violence and insecurity is a challenge facing all of us. Sharing, adapting and putting to use this knowledge will contribute significantly to make our communities safer and more peaceful." concluded Irvin Waller.

For more information of the ICPC, its Crime Prevention Digest and its Worldwide Best Practices in Crime Prevention consult [www.crime-prevention-intl.org](http://www.crime-prevention-intl.org) 

*Claude Vézina is Associate Director General of the International Centre for the Prevention of Crime.*


### Healthy relationships from page 7

make expansion considerably slower.

Instead, roving consultants are being considered to provide help to those remote pilot sites using the online training program.

McDonald agrees that the program should be implemented into other schools because the curriculum itself is capable of making a huge difference. But she doesn't feel that it should be limited to only those schools that have up-to-date technology. Often, she says, it is those schools that can't afford it that have the most need because their students are the ones who exhibit the most risk factors and have unstable home situations.

Claes says the most important thing is to identify problems early.

"This type of teaching is more important than (school) curriculum," she says. "If they don't feel connected and safe, then they aren't getting (school lessons) anyways, because they are too busy feeling scared. It's the inner volcano that you need to address, you can't wait until they start firing in the hallways." 

*Careesa Gee is a Carleton University journalism student who worked for the NCPC as a summer intern.*