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Prevention



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Safer communities, everybody's responsibility

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Canada's First Drug Court Breaks the Cycle of Drugs and Crime

Toronto drug addicts clean up their records and bodies in innovative court

By Stephen Bindman

TORONTO — When Kofi Barnes took a career detour and moved to the bustling Old City Hall courthouse as chief drug prosecutor a few years ago, he quickly realized something was wrong.

For the early part of his time with the Federal Prosecution Service of the Department of Justice, Barnes had prosecuted

mostly big-time, organized-crime drug dealers.

"There was always that sense of satisfaction because you always felt that you were breaking up an organization," said the 35-year-old Barnes. "You always felt like you were hitting them hard, you were getting to the source (of the drugs) and that sort of thing."

But it was different at Old City Hall, reputed to be the

busiest courthouse in the country.

Barnes became frustrated by seeing the same drug addicts move through the courts like it was a revolving door.

"I recall seeing the same people I had seen when I started my career and they were still there. And you look at their criminal

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One on one



Interview with Calgary Chief of Police Christine Silverberg

After a successful five-year term as Chief of Police of Calgary, Chief Silverberg is leaving the top post with plans to establish an international policing consultancy. Her ground-breaking career as the first woman in Canada to head a major-city police force will end in October 2000.

Here, she talks with the Editors, about crime prevention, community policing, and tackling the root causes of crime.

Q With all the demands on police forces these days, do you think crime prevention has a role to play in current policing?

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Prevention

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Letter from the Editors

Dear readers,

We are pleased to present the second edition of *Prevention*. This time around, among other things, we are taking a look at the troubling issue of drug addiction and criminal behaviour. All too often, the two are inextricably linked.

Young people battling drug dependency are at risk of both committing crimes under the influence of drugs or breaking the law, be it shoplifting, prostitution or trafficking, to obtain their fix. While we will share some statistics with you, we also want to tell you about a couple of the innovative efforts that have been undertaken to try and break the vicious circle of drug abuse and crime.


So, we invite you to read about how the community and the justice system are using the social develop-

ment approach to tackle this serious problem — and the interesting experiences of a prosecutor and group of parents who are using a holistic approach to prevent crime. We hope that this issue of *Prevention* will give rise to discussions and action in your communities.

We also invite you to visit the National Crime Prevention Centre's new

Web site. The address is the same (www.crime-prevention.org) but WE BELIEVE the design is more user-friendly and the content is deeper and wider. The site offers a range of materials and information on the *National Strategy on Community Safety and Crime Prevention* in particular and on crime prevention in general. You will find

descriptions of all the projects funded by the *National Strategy's Safer Communities Initiative*. Using the site's search engine, you will, for example, find information on all the initiatives that tackle the drug-crime issue among young people.

Until next time, we hope you enjoy our second effort. 

FYI

The National Longitudinal Survey of Children and Youth found that belonging to a peer group that engaged in risk-taking behaviours made 12-13 year olds six times more likely to start smoking than if they did not belong to one.

NCPC Information Network Application (NINA)

The Ncpc Information Network Application (**NINA**) is the fastest way to be informed about the *National Strategy on Community Safety and Crime Prevention* and its progress. It is a computer application for the National Crime Prevention Centre's mailing list, which sends current information to you by e-mail and fax. You can receive updates by e-mail within a few hours, and in just a few days when sent by fax. If you want to receive information via **NINA**, you can register online on our Web site (www.crime-prevention.org), by e-mail at ncpc@crime-prevention.org or by phone at 1-877-302-6272.



Perspectives

By Barbara Hall

This issue of *Prevention* highlights the experience and impact of the first year of the Toronto Drug Treatment Court. I have been privileged to attend several sessions of the Treatment Court, and each time have been impressed and moved by what I have seen and heard. This constructive, caring program is producing results.

Men and women who are addicted to drugs and who have been charged with criminal offences are being encouraged to take responsibility for their crimes and to end their addictions. For many of the participants, real changes happen. Crimes are prevented. Lives are turned around. The human and social costs of the drug treadmill are reduced.

As I listened to the individual testimonies at the first Drug Treatment Court graduation, I was struck by how so many of their lives had been full of problems since early childhood. Yet with a tremendous effort, these graduates had turned their lives around. Besides preventing crime, early intervention would have also helped avoid the immense suffering of so many: offenders, victims, their families, and their communities.

Recently I visited communities in very different parts of the country, whose investment projects funded by the National Strategy do just that. In both the Yukon and in southern Ontario, communities are forming broad partnerships to support families, reduce risk factors, and help children excel.



Kwanlin Dun First Nations Healthy Families project reaches out to new parents, offering them pre- and post-natal services based on their strengths and needs. In this remote Aboriginal community, service providers have come together to develop culturally appropriate supports to reduce child abuse, neglect, and domestic violence. The support workers, who also live in the community, are busy promoting positive parent-child relationships, as well as childhood growth and development. It was wonderful to visit and see the "Mother Moose" room, where mothers and infants share stories together.

Far from the Yukon in southern Ontario, four schools in the Region of Durham are implementing an exciting program called Together We Light the Way. This school-based program

brings together the whole community: parents, businesses, police, and service clubs. Together, they support children in achieving success in school, at home, and within the community. Part of the program focuses on respect — it teaches children to show and give respect as they receive it in return. I was honoured to attend two lunches where community leaders and teachers served children who had earned "respect points" for their attitudes and actions.

Early results at these schools show major improvements in attendance and performance, as well as a significant decrease in bullying, violent behaviour, and vandalism to school property.

In both Durham Region and Kwanlin Dun First Nations, many residents would not

classify their activities as crime prevention. They would say they are helping vulnerable children grow up in nurturing environments, with the supports they need to be healthy and successful. They are; and to me, that's crime prevention. 🌱

Barbara Hall is the current chair of the National Strategy on Community Safety and Crime Prevention, and a former mayor of Toronto.

FYI

Drugs, alcohol, and cigarettes were the second most important concern to young people polled in a 1999 Angus Reid Survey. Only unemployment ranked higher.

Canada's First Drug Court... from cover

records and it's just a question of getting more and more and more time and each time they were released from custody they went to the same areas," Barnes noted.

"True addicts are really driven by the drug, they're not even complicated people. The police officers know where to do their sweeps — you find usually the same people at the same spots. So I knew something was wrong. I was prepared to try anything that will seem to break the cycle."

"Traditional sentences imposed by the courts did not solve the problem. Even when conditional sentences were imposed and the addicts were required by the court to seek treatment for short periods of time, this in many instances, has not been enough to break the revolving door cycle."

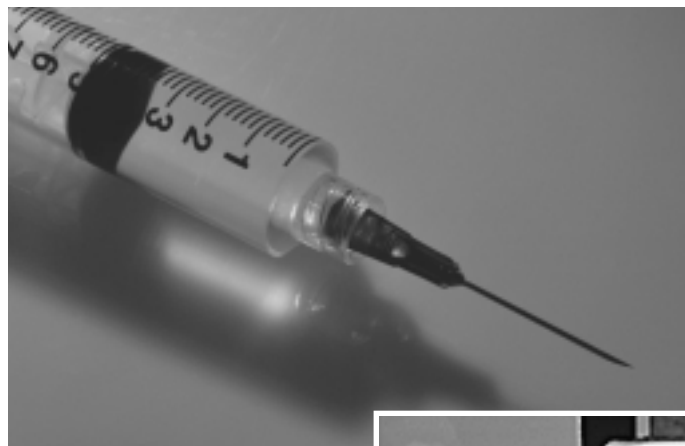
"We are lawyers, we don't really understand what addiction is. So when defence counsel comes and says, 'I've found a bed for somebody for 4 weeks to stay at a substance addiction treatment facility and seek treatment,' we think, 'Oh we just solved the problem.' Obviously that was not working. So something had to be done."

That something was the Toronto Drug Treatment Court.

Now fourteen months old, the drug court is a four-year, \$1.6-million pilot project which substitutes intensive court-supervised treatment, rehabilitation and monitoring for jail time for non-violent drug addicts who get involved in drug-related criminal activity to support their habit.

The first of its kind in Canada, the Toronto court is modeled on the approximately 600 in operation in the United States and is largely the brainchild of Mr. Justice Paul Bentley of the Ontario Court of Justice who continues to sit every Tuesday and Thursday afternoon.

It is a joint venture involving the Ontario Court of



Justice, the federal Department of Justice, the Government of Canada's National Strategy on Community Safety and Crime Prevention, the Centre for Addiction and Mental Health, Toronto representatives of the criminal justice system, the Toronto Police Service, the City of Toronto Public Health and Healthy City Office and various community-based service agencies. It is funded by the National Strategy's Crime Prevention Investment Fund.

The program brings together the criminal justice and drug treatment systems and involves community agencies in helping addicts with all problematic aspects of their lives. It forces offenders to deal with, and accept responsibility for, their addiction.

And it's tough.

Addicts can apply to the program once they are

charged with possession or trafficking in small quantities of crack, cocaine or heroin and/or the offence of prostitution.

Barnes and drug treatment providers then begin a rigorous screening process to ensure the accused has no background of serious violence and is truly an addict willing to seek treatment. They talk to the addict, doc-

If they make it into the program, they are released on bail and begin their intensive treatment. They get help finding a place to live and with other basics such as arranging for ID or health cards.

They undergo regular urine tests and must appear in front of Bentley as much as twice a week to update him on their progress.

One of the program's requirements is that each offender must stay for the whole court session to hear each other's addiction stories.

Unlike most U.S. drug courts, the Toronto court incorporates methadone maintenance as part of its

failures a tongue-lashing, perhaps more frequent appearances in front of the judge and short periods of incarceration ranging from a few hours to a few days. A refusal to admit ongoing drug use despite "dirty" drug screens or tampering with urinalysis can ultimately lead to expulsion from the program and a return to a regular courtroom and ordinary sentencing.

"Drug courts start with the understanding that increased and harsher penalties will not prevent or decrease substance abuse behavior," Bentley wrote in a paper on the court.

"Addiction and not a predisposition to criminal behavior explains why a large group of core drug users persevere in their behavior despite tougher criminal sanctions.

"The traditional court process, with its emphasis on incarceration, does nothing to address the drug user's addiction. Jail merely provides another venue for drug use and drug dealing. Probation, with overworked and under-resourced officers, is often unable to offer immediate and effective treatment."

Bentley says the reduction in crime from drug courts results in both cost savings for the community and increased public safety.

"While Drug Treatment Court is not a magic bullet that will solve all substance abuse problems in our communities, it offers an effective alternative to the traditional approach of incarceration for many individuals who are drug dependent."

Patricia Begin, Director of Policy and Research for



tors, police, family members and community workers.

Selling drugs strictly for financial gain automatically disqualifies an addict as does crimes committed anywhere near places frequented by minors, such as schools.

If they make the preliminary cut — one in five does — then they must appear in front of Judge Bentley and convince him they are genuine.

treatment arsenal for heroin addicts.

Failed drug tests and missed appointments are tolerated, if not expected during the recovery process, but lying is not. Instead of immediately revoking the addict's release and returning them to jail, the court uses "smart punishment" to ensure compliance and a reduction in drug use.

So progress gets praise from Bentley and Barnes,

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Canada's First Drug Court...
from page 4

the National Strategy on Community Safety and Crime Prevention, agrees.

"The cycle of drug abuse and offending is a cruel one," said Begin. "Breaking this cycle, and preventing future offending, is, we believe, within the grasp of the Drug Treatment Court."

"From the perspective of the National Strategy, the Court has the potential of strengthening the capacity of a community and community agencies to be part of a longer-term solution to the threats of crime and victimization."

The participants remain in the program for an average of 12 to 16 months and are able to complete phase I of the program once they've been clean for three months, have completed employment and life-skills training through a range of community activities, and have a stable home and job.

At the end of the process, the charges are either dropped or the former addict receives a non-custodial sentence and then graduates to phase II of the program, where they are placed on a 12 month probation.

Since its launch on December 1, 1998, 150 addicts have entered, and 22 have successfully completed the program. One of the brightest successes was the birth last year of a drug-free baby to a mother who had enrolled in the program pregnant and heavily addicted to heroin.

Research in the U.S. indicates that the recidivism rate for graduates of drug court programs can be as low as four per cent. For those convicted of drug

possession that have not participated in such a program, the rate of reoffending within a three-year period is as high as 45 percent. The cost of treatment in U.S. drug courts is estimated at \$3500 while the cost of incarcerating the same offender runs between \$18,000 and \$25,000 per year.

Though there are no quotas, the Toronto court is targeted at non-violent offenders who are addicted to crack, heroin or cocaine and attempts to reach out to prostitutes, youth and visible minorities.

Barnes, a native of Ghana, admits he was skeptical, even apprehensive, at first.

But as a Black prosecutor with a strong sense of social responsibility, he felt compelled to do something about the high number of visible minorities in the criminal justice system.

Even within crime, Barnes noticed a very evident pecking order — Black people seemed to be involved in street-level trafficking while other nationalities seemed to be higher up the drug chain.

But as the person responsible for screening applicants to the drug court, he was required to release accused persons his training as a prosecutor would have easily led him to seek to detain in bail court.

"The kinds of people who were actually applying were not the safe people. I think when the program started, we thought we'd get people who were just charged with simple possession and not the drug traffickers/dealers. But those people are not interested because in Toronto if you're charged with simple possession of

crack cocaine for example, you will usually get sentenced to pay a small fine or spend a few days in jail so there is usually no incentive for those people to apply for drug treatment court."

"The drug court is hard, it's tough, so we're getting people who are true addicts but who have significant criminal records. One of the things I had to learn is that if you're an addict because you are high on drugs most of the time, you're not going to be showing up in court and of course you're going to be violating probation. And if you're an addict trafficker, of course you're going to have five or six trafficking convictions on your criminal record."

"So here I was getting these sort of applications and having to now break the mold of what I had been taught as a prosecutor and say these are the kinds of people I am going to agree to go to drug treatment court and who are going to get bail and be released back into the community."

"In the beginning it was really tough because I figured I may not have a job soon because the screening methods I applied as crown counsel were unconventional. As the first prosecutor in Canada to perform this function, there was no successful Canadian precedent I could turn to. However such creativity was necessary in the context of the drug treatment court because the focus is on identifying the eligible non-violent addict offender. You can understand why I really thought I had a personal stake in what we were doing."

"But we have developed a system of frequent court appearances, treatment appointments, urinalysis and community supervision

which makes the drug treatment court participant the most supervised non-incarcerated participant in the criminal justice system. Such close supervision ensures public safety."

prepared to give it all up for this. I'm excited about the fact that I get a chance to be creative and at the same time be responsible in doing it. I'm excited about the fact that I can actually



Barnes observes, "What is important is not the number of criminal conviction entries on the applicant's criminal record, but rather the nature of those convictions. Surprisingly, the intensive screening methods we have developed have demonstrated that persons with criminal records with few or no entries tended to be the commercial drug dealers, many of whom used addict drug traffickers to sell their product whilst they hid at a safe distance."


Barnes now calls the drug court "by far the biggest thrill of my career" even though it's taken him away from his first love as a lawyer.

"I have thought about whether or not this is a career-ending thing for me because I'm not doing trials."

"I love to do trials, I miss those trials, but I think I'm

see some tangible results. There's a human aspect to this and I'm grateful for this experience.

"For example, you can see an accused person with a long record show up before the court with no job, with no place to live, living on the street, disconnected with their family, completely high as a kite. Then you watch that person progress over a number of months. You see them clean, observe changes in their demeanor, changes in the way they talk to the court, change in the way they dress, observe them get employed, or retrained."

"It's an experience you can't really describe. That's what keeps you going." 

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

Regional Roundup

Since June 1998, the Government of Canada's National Strategy on Community Safety and Crime Prevention has funded over 1000 Community Mobilization Projects across Canada. All projects emphasize early-intervention crime prevention through social development with a focus on children, youth, Aboriginal people, and women's personal security.

For more information about these and other projects, please visit our Website (www.crime-prevention.org), or call us toll-free at 1-877-302-6272.

Alberta



On May 12, the Honourable Anne McLellan, Minister of Justice and Attorney General of Canada, joined by David Hancock, Minister of Justice and Attorney General of Alberta, visited Edmonton to announce support for 26 initiatives under the *National Strategy*.

That brings the number of projects that have received funding under the *National Strategy's Community Mobilization Program* to seventy-two, now totaling \$2.54 million in contributions.

Through its regional office in Calgary, the Strategy is working closely with communities, giving them the support and help they need to create effective crime

prevention initiatives in their community.

The *Family Youth Resource Centre & Outreach Services* is one of the many projects being funded in Alberta under the Community Mobilization Program. The Centre addresses a need for youth who need a place to go where they can feel safe and interact with their peers. The Centre is an opportunity for strong outreach to the youth of the community, education, and crime prevention in partnership with the community to improve overall health and security of the area residents.

British Columbia



This year, in partnership with the province, the NCPC will participate in six regional work-

shops where community groups can improve and build skills such as needs assessment and media relations, and build stronger networks.

On July 6, funding for 52 projects in the province was announced by the Government of Canada and the Government of British Columbia. This brings the total number of projects supported to date to well over one hundred.

One award-winning project initiated by the B.C. Institute Against Family Violence is "The Person Within" — A Public Education Campaign. The project includes a video and a handbook that aim to prevent violence against children and youth with disabilities. The video lets young people and their parents speak out on the importance of emotionally

responsible caregiving, and on the consequences of abuse and neglect. Workshops for caregivers are also being held using the video and handbook, tackling issues such as social attitudes and expectations, emotional bonding and attachment, and developmental needs.

Nova Scotia



Two interactive approaches to crime prevention in Nova Scotia have been taken by the Festival on the Bay Society and the Cape Breton Tae Kwon Do Association.

In Glace Bay, Project Challenge encourages children and teens to get involved in workshops and a live theatre production in order to develop their social skills. This includes open forum discussions to identify relevant issues and realistic solutions for young people.

Social development is also promoted through the project Youth at Risk "A New Approach", which combines Tae Kwon Do, computer training and academic tutoring. The project will be run at two local youth centres in Sydney.

Ontario



A large percentage of the projects in Ontario are in urban centres in the South, but as the NCPC actively promotes the program in the North, there is a larger proportion of projects from rural, remote and Aboriginal communities. The demography in and around Toronto, present challenges no less



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Young People Battling Addictions Discover it's More Than Just Detox:

Taking a holistic approach to the causes of drug use

By Careesa Gee

OTTAWA — Wearing flare jeans and sneakers, Jenny looks like any ordinary teenager.

Her long, shiny brown hair and large brown eyes make her look innocent.

But the story this 19-year-old girl tells as she sits in the office at Harvest House is anything but.

Everything began in Grade 7, with cigarettes and her grandmother's champagne. From there, Jenny went on to beer, then pot, and then almost everything else, including acid.

"I loved acid," she says. "It changed the whole world."

But Jenny was also cutting and burning her arms, to relieve her feelings of frustration and stress.

She says her behaviour just got worse, and she went through a group home, and the hospital, until finally nobody wanted her at all.

That is how Jenny ended up at Harvest House, a drug rehabilitation centre in Ottawa, because it was the only place that would take her. That was three years ago.

"It took me a really long time because I hated everybody and I couldn't understand why they were so happy and smiling the whole time. My goal was to get my year in, and celebrate with a glass of champagne."

Jenny says she is having a hard time accepting that she'll never be totally

"cured" and thinks she will stay for another few years.

Although Harvest House is structured around a one-year plan, many of the young people stay longer or come back again. The rehabilitation they go through includes 12-step programs like that of Alcoholics Anonymous, and a combination of spiritual principles and learning work skills.

Every day, the young people of this "therapeutic community," gather to talk — about what they did on the weekend, the old friends they miss, and anything else that might be relevant in their struggle against their addictions to drugs and alcohol.

But residential treatment centres like Harvest House are just part of the solution for youths with drug addictions, experts say.

If there seems to be one thing that people involved in drug law enforcement, drug use prevention, drug treatment, and addicts themselves can agree on, it is that there is no one magical solution. There are various approaches, but it comes down to individual, personal decisions.

Jenny hopes she can influence decisions by going to school presentations on drug use to tell her story and warn kids about addiction.

"When you're in a class of 40, maybe one or two will listen, but that is one or two who won't end up in jail."

RCMP Insp. Ron Mostrey, who used to work in under-

cover drug investigations and as a policy analyst with the National Crime Prevention Centre, agrees that teens need to hear about drugs and their consequences from other teens. He says "peer influences" are "the biggest key to getting people starting to take drugs."

And he's not alone in his beliefs.

Peer influence is the driving force behind the DEAL Web

site. Created by teens from seven schools in the Ottawa area with the help of RCMP Cpl. Pat Poitevin, it gets young people directly involved in finding solutions to issues that they feel are important to them.

Poitevin too says there is no cure-all for drug use, but that DEAL is a fast and cheap way of communicating to a lot of people. The site includes testimonials from recovering drug addicts, and Poitevin says that real-life stories, especially from teens, have much more impact than just hearing from the police.

Blair, 22, has smoked a joint every day for the last six

years. He believes that hearing from former addicts will keep a lot of kids away from drugs, but says there will always be one or two kids like him in the back of the class who tell themselves that it could never happen to them.

He should know. He recently spent a month in a drug rehabilitation centre in Port Colborne, Ont., for his marijuana and ecstasy use.

Blair says quitting drugs depends on a person's desire to stop, and that any program is what you decide to make of it. He thinks his month in Port Colborne was too short a time, and the

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The new www.crime-prevention.org,
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de prévention
du crime



English

Français

Canada

- Information on **funded projects** in Canada;
- **Crime prevention tools**;
- **New publications** such as:
 - Policy Frameworks (Women and Girls, Youth and Children);
 - Fact Sheets;
 - The Newsletter **Prevention**;
 - The e-bulletins;
 - And more to come soon;
- A revised on-line registration form;
- A revised on-line application form for a new link;
- Four easy ways to contact us.

One on One from cover

A Absolutely. Police in Canada are, by overwhelming majority, actively engaged in community safety partnerships that seek to respond to crime and victimization. Crime prevention remains a key goal of policing; community-based policing is the vehicle and social development strategies are the means by which local needs can be met.

Q What experience brought you personally to view a social development approach, that tackles the root causes of crime and works with communities, as smart and effective?

A I have been particularly impressed by social research, which remains consistent in identifying the “risk” and “protective” factors associated with victimization and harmful behaviours. When one looks at these factors, it's clear that positive connections to the social environment — be it family, schools or the community at large — are viable ways of reducing risk.

Q How can this type of approach, one that tackles the root causes of crime and works with communities, have the most impact?

A I think that the greater the participation of different sectors in a community, the greater the impact. Those communities that have successfully developed rich and robust partnerships are, in my opinion, sending a loud and clear message about their capacity to respond to crime and the threat of crime.

Q How is police leadership supporting this approach?



A As the leader of a police organization, I consider it my responsibility to ensure that our values are instilled systematically throughout. By so doing, I believe our members are better equipped to respond to situations that extend well **beyond a rule-driven framework**. And, as we can see from the projects supported by the National Strategy on Community Safety and Crime Prevention, a social development approach is anything but “one size fits all”.

Q Do you see the nature of police work changing in the context of this approach to crime prevention?

A Yes, essentially, it means providing alternatives to those most at risk of making harmful choices. This represents a significant departure from past crime prevention efforts which were narrowly focused and had relatively short-term expectations for change, such as reduced crime rates. By comparison, crime prevention through social development is a long-term investment strat-

egy, focused on the broader impact of crime.

Q Thinking about crime for a moment, what do you think is the most alarming trend today?

A In my mind, incidents of school violence are of particular concern. Because the school environment remains a crucial part of a young person's life and one which can counter some of the negative effects a poor home environment may be having on behaviour, one of our biggest challenges will be to ensure that schools remain a secure

learning — and indeed social — environment.


Q Thinking about community policing, what do you think has been its greatest success?

A Community-based policing has brought police officers into closer contact with the communities they serve, than ever before. Without it, the partnerships necessary to foster early-intervention strategies would be difficult, if not impossible, in many situations. And let's not forget, most policing issues are social issues; crime is a serious social ill.

Q There has been a lot of attention in recent months on the problem of youth crime. Can the National Strategy make inroads in this area?

A There exists a conventional wisdom that says, “it takes a village to raise a child.” Though it comes from a time when communities were characterized by close-knit social networks, it remains relevant. The National Strategy is making it possible for communities to implement homegrown initiatives that build safety from within. So, in times of need, our youth are provided alternatives that don't place them at risk.

Q Are there any particular projects that stand out in your mind as really good examples of the National Strategy?

A I lean towards those that build on community capacity and involve the widest possible number of community actors; those that establish a single point of entry through which individuals can be connected to an array of resources and supports. The Toronto Drug Treatment Court and Calgary's Coordinated Criminal Justice System Response to Domestic Violence are, in my mind, two such initiatives. 

FYI

A CROP survey commissioned by La Presse last year on the tenth anniversary of the shootings at the École Montréal Polytechnique, showed that Quebecers over the age of 18 perceived drugs as the fourth highest cause of violence.



Young People Battling Addictions... from page 7

experience was very remote when he came back to Ottawa.

"They kept telling me to stay away from my friends," he says, "but how do you stay away from people you've known your whole life?"

Even though he has tried to make new friends, everyone he meets seems to do drugs.

Despite his constant drug use he manages to attend his business courses at a local community college and hold down a part-time job at Home Depot. But Blair says he knows that he would do better at school and at work if he could quit.

"I can't quit smoking weed alone, I just need someone there for me, someone that doesn't smoke it." But part of him does not want to quit. "What am I going to do with my life without smoking weed?"

"I know its bad for me. I know I'd be a better person... but I just don't know how to do it."

Sgt. Claude Turgeon, of the Ottawa-Carleton police and current executive director of the Boys and Girls Club of Ottawa-Carleton, says experiences like Blair's are common. Although removing a teen from a drug-filled environment works at first, he says it is useless without a good follow-up — which includes dealing with the issues behind an addiction.

That's what they try to do at the David Smith Centre in Ottawa. Lyne Montpetit, the clinical coordinator, says the program includes family assessment and parent education. Besides the main goal of abstinence, the Centre also tries to improve

the family and academic situation of the teen.


Carm Ranieri William, a counsellor at the Centre, says "the way to go is family therapy," because the reasons behind substance abuse often become clear when you dig into family relationships. The 10-week day program she runs includes group therapy and schooling.

Ranieri William says if parents themselves have addictions, they encourage them to get help, by making them understand how their use is harming their children. And if a child is under 16, they have to report the situation to the Children's Aid Society, which has the power to remove children from dangerous situations.

Louise Logue, a youth officer for the Ottawa-Carleton police, tries to identify youths who might fall into drugs and crime. She looks at home life and school habits to see what might lead kids into using — things like physical or sexual abuse, learning disabilities, or unstable families.

Logue also looks at what extra-curricular activities they are involved in, if any, because she says teens get into drugs when they lack a sense of belonging and have nothing to do socially.

However Logue has to rely mostly on schools to send her the youths first, and most come because they have already shown warning symptoms such as aggression or absenteeism.

"You need to get them off the stuff first, and then talk about coping mechanisms...but you can't do one without the other." 

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

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profound than those presented by the geography in the North.

The After School Arts Program and the Community Centre for Media Arts in Hamilton is an excellent example of crime prevention through social development for children. The program provides artist-mentors and volunteers to help at-risk children with their homework and to increase their motivation to succeed, encourage positive behaviours and reduce their marginalization.

Prince Edward Island



The Annual Crime Prevention

Conference on communities challenging violence was held in Charlottetown on June 15-17. The focus of the meeting was on preventing violence and building peaceful communities. Participants from aboriginal communities, business areas, education system, youth, police forces and others, came together to reach broad goals: build on what works, reach out and involve more people, inspire each other to take action, and renew the commitment to work together.

Family violence is an area that L'Association des Femmes Acadienne is challenging, through the development of a bilingual information kit to help both victims and aggressors. L'*Outil d'intervention* will help people find and receive the services available to them as soon as possible. L'Association also hopes to promote these services and the idea of healthy relation-

ships through a publicity campaign.

Québec



À Montréal, une activité des plus

intéressantes a vu le jour pour offrir un soutien aux élèves qui, pour diverses raisons, se retrouvent exclus temporairement de l'école qu'ils fréquentent. Le rapprochement du milieu scolaire et de la police avait permis de faire une corrélation entre l'errance des adolescents, le décrochage scolaire et l'entrée dans le monde de la criminalité. En effet, on a réalisé que l'errance durant les périodes de suspension avait un lien avec le risque de criminalité juvénile en observant que la plus grande partie des délits commis dans le quartier s'effectuait durant les heures de classe.

Le YMCA DuParc s'est joint aux partenaires pour mettre en place le programme Alternative suspension qui a pour but de prévenir le décrochage scolaire et de redonner le goût pour l'école.

Il s'agit d'une ressource mise à la disposition des écoles secondaires de Montréal. Les jeunes se rendent au Y durant toute la période de suspension (3 jours à 2 semaines). Les responsables du programme abordent d'abord la valorisation et l'émergence des compétences personnelles et sociales des jeunes. Ensuite, on discute de la place de l'école dans leur vie.

Depuis son démarrage en septembre 1999, les intervenants du Y et de l'école St-Louis ont observés une amélioration significative du fonctionnement des jeunes participants : présence à l'école, respect du

code de vie, estime de soi. Alternative suspension a aussi permis de solidifier la concertation entre l'organisme et le personnel de l'école qui encadre les jeunes ce qui donne place à des interventions plus cohérentes. Voilà une approche durable de prévention du crime grâce au développement social.

Saskatchewan



The Community Mobilization

Program in Saskatchewan announced on May 25 the funding of twelve new crime prevention projects. Many of these projects focus on the root causes of crime, and on how each community can deal with these factors to work towards a safer community. Many of the projects focus on the needs of Aboriginal people and how their needs specifically relate to, and fit with Crime Prevention through Social Development (CPTSD).

One example of how the needs of Aboriginal people integrate with CPTSD is reflected in a project sponsored by the Saskatoon Tribal Council Urban First Nations Services Incorporated, called *Crossing Bridges: Bridge City Track Program*. This project gives at-risk children from the inner-city a chance to participate in individual sports, which shows them an alternative lifestyle to street activities. Learning new skills and achieving personal bests helps to improve self-esteem and gives children a sense of accomplishment, which ultimately leads to better decision-making and value judgements. In addition to healthy bodies, the project

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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 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.

(Note: The first part of this document can be found in the first edition of the newsletter *Prevention*. It is also available on the NCPC Web site)

When we last left Jack, he had just been through five foster homes in five years after being removed from his mother's care. He was also having more problems in school and in relating to other children...

Jack Aged 11 to 14:
By the age of 11, Jack is big for his age and precocious in his behaviour towards his peers, particularly girls. The child welfare services recognize that he has never settled down in the various foster homes he has lived in. In conjunction with the education and child health

services, they conclude that a group home placement may be the only way to contain Jack's "acting-out."

The "acting-out" continues in the group home setting, however. He comes to the notice of the police several times before he turns 12, partly through misbehaviour at school and partly through various delinquent acts in the community.

Finally, at the age of 12 he is charged in relation to a number of incidents of shoplifting, vandalism, and rowdy behaviour in a local shopping mall. He goes to Youth Court for the first time, and is ordered to provide restitution services to make up for the damage he has done. He remains in the care of the child welfare services. Jack's contact with his mother is spasmodic after years of living away from her. When he does see her, it usually results in a period of disturbed behaviour in the group home and at school. At the age of 13, he gets involved with drugs at school, starts selling them to schoolmates, and becomes physically abusive in collecting his debts.

On one occasion, he hurts a boy seriously enough for the boy to receive in-patient care at a local hospital. Charges are laid, and Jack goes to Youth Court for a second time, where he is found guilty. The court is in a quandary over what sentence to give him. One possibility is to send him to a youth custodial facility, but this is seen as extreme for a boy of his age. Instead, he is placed on probation for a year, while continuing in the care of the child welfare services.

Jack is able to complete the year's probation without any further major incidents, with the help of the child welfare services, including the group home staff, the probation officer, and the school authorities. The probation ends when he has passed his 14th birthday. He is by now a physically mature young man, but he still has difficulty restraining his temper.

One weekend Jack leaves the group home without permission and meets some friends at a local mall. They obtain alcohol and drugs, and steal a car. Jack is the ringleader. They are caught after running the car off the road. On his third appearance in the Youth Court, Jack is remanded to the local detention facility for assessment reports. When he next returns to court, for his fourth appearance, the Youth Court sentences him to an open custodial placement followed by probation supervision of a year. He is sent to a youth centre for three months, and meets other youths with similar backgrounds. Jack receives some educational services, but is found to be backward for his age. The court had recommended psychological and psychiatric services, but no professional treatment other than assessments is provided in the open facility.

Costs: Four years of group home care at \$36,500, special education services at \$2000 a year, child welfare supervision at \$2300 a year; probation supervision for one year at \$1200; police contacts before age 12, \$1000; three police investi-

gations at \$1500 each; four court sessions at \$1000 each; four police attendances at court at \$250 each; two psychological and psychiatric assessments at \$2000 each; three months open custody \$19,250. Total = \$198,150.

Jack Aged 15 to 17:
When he leaves the open custody facility, Jack is 15 years old. He returns to the same group home, continues to have contact with the child welfare social worker, and attends school when he feels like it. He is again under probation supervision, but is very unsettled. He meets some of his former friends from the youth centre, and they decide to break into a local pharmacy to steal drugs. They trip the alarm and are apprehended. After a further remand in a detention facility, the Youth Court (where he has now made his fifth and sixth appearances) sends Jack to another open custody facility for six months, with supervision to follow. Halfway through his sentence, Jack escapes with some of his fellow inmates. They steal a car, but their erratic driving alerts a patrolling police car. In the subsequent chase with Jack at the wheel, they crash into another vehicle, killing the driver. It is now his seventh appearance. The Youth Court, without asking for further reports, sends him to a secure custody facility for two years with supervision to follow.

By the time Jack is released he is approaching the age of 18. He has a girlfriend, and their relationship is unstable and often violent. She soon becomes pregnant, and it is all too likely the cycle of Jack's early life is about to repeat itself.

Costs: special education services, about \$2000; two psychological and psychiatric assessments at \$2000 each; three years for child welfare supervision at \$2300 a year; one year for group home care at \$36,500; three appearances in Youth Court at \$1000; two police investigations at \$1500 each and three police court attendances at \$250 each; two years of probation supervision etc. at \$1200; six months open custody at \$38,500; one year closed custody at \$91,500. Total = \$188,550.

Grand Total for Jack's Career to Age 17 = \$511,500.

The Moral of the Story
Jack's career as a repeat young offender illustrates some of the common features of how children and young people pass through the child welfare and young offender systems. Not only are these services expensive to provide, but the offences themselves result in a cost to society in terms of the physical costs, personal injuries, and psychological harm experienced by victims.

Jack has a painful early life, and his offences cause pain to others. The cost of such pain is enormous and not easily calculated in dollar terms, which would require placing a figure on a lost life, or lost employment and lost enjoyment of life by victims and families (see National Crime Prevention Council's publications *Money Well Spent: Investing in Preventing Crime*, September 1996c and *The Dollars and Sense of a Comprehensive Crime Prevention Strategy for Canada*, January 1997a at <http://www.crime-prevention.org/ncpc>). In addition, the costs of crime have to be calculated over time,



because pain and suffering are not necessarily short-term in their effects.

Jack's story is not intended to suggest that the various services do not succeed in helping many young people. What it shows, in fact, is how important it is to invest early in helping young people and their families. Without this help, too many young people end up just like Jack, poised at the age of 18 to enter on a life of adult offending and to bring further costs to society and all who come in contact with them.

Where the Figures Come From

The estimated costs for Jack's career draw on a variety of sources, some

more clear and definitive than others. It is important to note, though, that the figures as a rule are conservative. Levels of expenditure vary considerably across Canada. Jack's fictional career is intended to illustrate the various stages a repeat young offender is likely to have passed through in his early life.

The estimates are based on a mix of published figures on the average cost of, for example, periods in open or closed custodial settings. Similarly, average probation costs can be calculated from statistics in various publications of the Canadian Centre for Justice Statistics (CCJS). The cost of child care in a group setting is an estimate. The child welfare figures are based on figures

published on the transfers made to provinces in 1994–95 under the Canada Assistance Plan, plus some provincial data which corroborate the estimates.

The figures for police time, for the work of teachers, doctors, and other personnel who have contact with Jack are rough estimates. A figure of \$1000 is given for each court appearance. The figures for child welfare services include some incidental expenditures incurred related to school attendance, as well as medical services received.

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

By the Numbers

"Illicit drugs and crime in Canada"

- The long-term trend of police-reported drug offences has generally remained stable over the past 15 years.*
- The rate of cannabis offences has increased by 34% since 1991. The rate of cocaine offences has dropped by 36% since 1989 and the rate of heroin offences fell 25% over the last four years.*
- British Columbia showed the highest rate (426 offences per 100,000 population) of drug offences in 1997, almost twice the national average. Newfoundland reported the lowest rate (132).*
- Younger people are the least likely to be charged with serious drug offences. Of all persons charged with cocaine and heroin offences, only 36% were under 25 years of age. For cannabis offences, this proportion was 86%.*
- Nearly 31% of the homicides in 1987 involved suspects or victims who had been consuming alcohol or an illicit drug.**
- International studies show that between 50% and 75% of offenders showed traces of drugs in their urine at time of arrest.**
- In a 1993 Australian study, 72% of the drug addicts under scrutiny identified drug trafficking or property crimes as either their principal or secondary source of income.**
- The number of illicit drug-related deaths in Canada in 1992 is estimated at 732 — along with 7095 hospitalizations.***
- In the same year, the economic costs of illicit drugs was estimated at \$1.37 billion — \$48 per Canadian.***

Note: It must be noted that trends in drug offences are directly influenced by levels of police enforcement.

Sources:

*Tremblay, Sylvain (1999). *Illicit Drugs and Crime in Canada, Juristat*, Vol.19, No.1, Canadian Centre for Justice Statistics, Ottawa.

** Brochu, Serge (1995). *Estimating the costs of drug-related crime*, Paper prepared for the Second International Symposium on the Social and Economic Costs of Substance Abuse, Montebello.

*** Single, Eric; Robson, Lynda; Xie, Xiaodi; Rehm, Jurgen (1996). *The Costs of Substance Abuse in Canada*.



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will also develop healthy minds, by bringing in guest speakers such as elders, who will teach the children about Aboriginal culture and history after their workouts.

Yukon



In the Yukon, crime prevention through social development was boosted by a very successful capacity building conference in April 1999, sponsored jointly by the National Crime Prevention Centre, Yukon Justice and the RCMP. Workshops highlighted the importance of early intervention including a powerful session called "Capacity Crushed in the Cradle", which introduced the topic of brain trauma and the critical first year of life.

Yukon families are also receiving support through a project called *Nobody's Perfect — Train the Trainer and Facilitator Training Program*. Twenty new Facilitators are being trained this year to increase the number of parenting groups available in Whitehorse and in rural communities. The groups they lead help to promote personal growth and development and also give support to parents facing difficult challenges and transitions.

Manitoba



In Eastern Manitoba, the residents of Lac du Bonnet are involved in the project *Community Kids*. Mrs. Lucci's Second Hand Store Education and Training Centre sponsors youth activities in this small rural community, that provide their young people with a sense of belonging. Activities include things like planting and caring for a local garden, painting park benches, creating murals

for buildings, designing window displays, and building a float for the Canada Day parade.

Daily sharing circles are held to discuss issues surrounding victimization and crime prevention, and recreational activities like camping help to foster relationships between the young people, the RCMP, and the local businesses.

By building these relationships and by being directly

involved with store owners and businesses, young people can gain a sense of responsibility and respect towards their community.

Nunavut



The new territory of Nunavut has already received funding for eight crime prevention projects that reflect the distinctive culture of the region's people.

An example of a project that incorporates Inuit culture into crime prevention is *Connecting With Our Youth*, in Sanikiluaq. Sponsored by The Iniqtirjiit Justice Committee, elders in the community teach the young people there about their traditional skills and practices. This will help to form stronger bonds within the community, and provide the youth with a sense of belonging and purpose.

Events Calendar

August 2000

Xth International Symposium on Victimology

Date: August 6–11, 2000

Place: Palais des Congrès de Montréal
Montreal, Quebec, Canada

Contact: X International Symposium on Victimology
1555 Peel Street, Suite 500
Montreal, Quebec, Canada H3A 3L8

Telephone: (514) 287-1070

Fax: (514) 287-1248

E-Mail: info@victimology-2000.com

Web site: http://www.victimology-2000.com/02_anglais/01_home/content.htm

September 2000

Y2Kcrime Prevention 2000

BCCPA 22nd Annual Training Symposium

Date: September 21–23, 2000

Place: Sheraton Guildford Hotel, Surrey, British Columbia

Contact: British Columbia Crime Prevention Association

Telephone: (604) 594-1552

Fax: (604) 594-5214

E-Mail: info@bccpa.org

Web site: www.bccpa.org

October 2000

Child Welfare in Canada in the Year 2000:
Research and Policy Symposium

Date: October 18–22, 2000

Place: New Conference Centre in Cornwall

Contact: Peter Dudding

Executive Director

Child Welfare League of Canada

75 Albert Street, Suite 209, Ottawa, ON K1P 5E7

Telephone: (613) 235-7616

E-Mail: peter@cwlc.ca

22nd Annual International Symposium of the
Association for the Advancement of Social Work with
Groups, Inc.

Date: October 19–22, 2000

Place: Toronto, Ontario, Canada

Contact: Ellen Sue Mesbur or Nancy Sullivan

Telephone: (416) 979-5000

(Ellen Sue Mesbur Ext. 6219) or (Nancy Sullivan Ext. 6229)

E-Mail: emesbur@acs.ryerson.ca or navillus@interlog.com

November 2000

The Fifth International Metropolis Conference

Date: November 13–17, 2000

Place: Vancouver Convention and Exhibition Centre
999 Canada Place, Vancouver, Canada

Contact: Metropolis — International Site

Fax: (613) 957-5968

Web site: http://www.international.metropolis.net/events/vancouver/index_e.html