

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

Table of Contents

1. Key Themes (to be explored)	3
2. Research Questions	4
2.1. Crime Prevention Projects.....	4
2.2. Coordination.....	4
3. Relevant Documents, Studies and Practices – Yukon	5
3.1. Crime Prevention Projects- 2002.....	5
3.2. Crime Prevention Projects- 2001.....	11
3.3. Crime Prevention Projects – 2000.....	15
3.4. Crime Prevention Projects – 1999.....	15
3.5. Crime Prevention Projects- 1998.....	21
3.6. Restorative Justice in the Yukon - 1999.....	24
3.7. Building Community Justice Partnerships - 1997.....	24
3.8. Exploring the Boundaries of Justice: Aboriginal Justice in the Yukon – 1992.....	24
3.9. A Review of the Justice System in the Yukon – 1986.....	25
4. Relevant Documents, Studies and Practices – Other Northern Territories	27
4.1. Nunavut (Northern) Justice Issues -2000.....	27
4.2. Culture and Recreation Programs as Crime Prevention.....	27
5. Relevant Documents, Studies and Practices – Other Canadian	30
5.1. Crime Prevention Through Social Development.....	30
5.2. Crime Prevention Projects Benefiting Victims.....	30
5.3. Sustainability.....	31
5.4. The Criminal Justice System: Significant Challenges – 2002.....	33
5.5. Restorative Justice - A Program for Nova Scotia - 2001.....	34
5.6. Sentencing Aboriginal Offenders - 2001.....	34
5.7. Manitoba Aboriginal Justice Implementation Commission – 2001.....	35
5.8. Law, Justice, And The Community - 2001.....	37
5.9. Sustainability of Social Development Activities in Canada: Some Implications For Crime Prevention?.....	51
5.10. Aboriginal Legal Theory and Restorative Justice -1999.....	74
5.11. An Elaboration Of Community Needs In Crime Prevention - 1997.....	76

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

5.12.	Step by Step: Evaluating Your Community Crime Prevention Efforts - 1997	76
5.13.	Building A Safer Canada: A Community-based Crime Prevention Manual - 1996	77
6.	Relevant Documents, Studies and Practices – USA.....	78
6.1.	American Probation and Parole Association	78
6.2.	Restorative and Community Justice in the United States -2000	79
6.3.	Restorative Justice and the Notion of "Success" - 1998.....	80
6.4.	Preventing Crime: What Works, What Doesn't, What's Promising – 1997	83
7.	Relevant Documents, Studies and Practices – International	84
7.1.	The Impact of Crime Prevention on Aboriginal Communities	84
7.2.	New Zealand – Draft Crime Reduction Framework for Strategies and Programmes	87
7.3.	Restorative Justice Helps Offenders & Victims - 2001.....	88
7.4.	Restorative justice -- Helping Crime Victims/Offenders - 2000.....	90
7.5.	Restorative and Community Justice – Inspiring the Future - 2000.....	90
7.6.	A Role For ADR In The Criminal Justice System? - 1999.....	94
7.7.	Linking Crime Prevention to Restorative Justice - 1998	94
7.8.	It Takes A Just And Capable Village: Prevention Strategies For Community Justice - 1997	103

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

1. Key Themes (to be explored)

Would a restorative approach, which anticipated an expanded role for communities in the prevention of crime likely garner more support?

Can we address crime prevention through the development of Restorative Justice practices through social development?

Is connecting a person to their community by helping a person see and "empathize with the victim" a useful tool in crime prevention?

- Does restorative community justice and its principles/processes motivate crime prevention?
- Depending on the role of crime prevention, different strategies are needed
 - o to prevent recidivism - for adults – often works in tandem with healing
 - o to prevent criminal activity from starting (situational/property).
 - o social development
- Aboriginal people are not only over-represented as offenders in the justice system; they are also over-represented as victims.
 - o A long-term goal must be to reduce the victimization of Aboriginal people.
 - o This means greater focus on crime prevention measures in Aboriginal communities to improve a wide range of social factors – to focus on the roots of social disorganization.
- Are the challenges crime prevention projects facing, the same ones that restorative community justice projects are encountering?
 - o Sustainability - continuous strategic funding/activities - rather than project focused/piecemeal approach
 - o Holistic approach – involve health, education, welfare etc.
 - o Building community capacity – setting the stage for sustainable activity - what should be done first? Is too much time spent on administration rather than program delivery/problem solving?
 - o Community Development – mobilizing community assets
 - o Forging partnerships with other stakeholders/organizations – mandated roles/concerns of health/social/justice system agencies that may pose barriers to community-based needs/initiatives
 - o Training and education resources
 - o Developing and implementing programs the local level - bottom-up, horizontally integrated with vertical linkages – diverse, potentially divided and dynamic entities
 - o Focusing more attention and disseminating more information on victimization of women, youth and minority groups
 - o Over-criminalizing, conditions in and behaviour of communities
 - o Meaningful evaluations - difficulties in part because many of the activities need long term evaluation strategies to show meaningful results.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

2. Research Questions

2.1. Crime Prevention Projects

Over the same period as existence of the community justice project, how many crime prevention activities have been delivered by the community justice project without funding from the government? With funding from the government?

What were the objectives of these crime prevention projects?

Was the primary goal to prevent recidivism or prevent crime from starting?

Who were the primary clients of these projects? Adult/youth; men/women; aboriginal/non-aboriginal; offenders/victims?

What kind of activities took place in these projects? Wilderness camps; sports leagues; drumming; canoeing

Did the projects work in tandem with other community initiatives? Healing? Health? Education? Employment? Housing?

Were they successful? Reduce caseloads; Reduce number of incarcerated offenders; Reduce crime rate; Strengthen community? Sense of responsibility and belonging; ownership for ones' actions?
If so, why? If not, why?

2.2. Coordination

Is there coordinated and comprehensive effort by government and other stakeholders to address the root causes of crime in communities– alcohol/drug abuse, unemployment, family violence, abuse/neglect, poverty and lack of education – to deliver a meaningful crime prevention program.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

3. Relevant Documents, Studies and Practices – Yukon

3.1. Crime Prevention Projects- 2002¹

WHITEHORSE, May 15, 2002 - Community groups dedicated to preventing crime across the Yukon Territory are receiving support for their efforts under the Government of Canada’s National Strategy on Community Safety and Crime Prevention.

Mr. Larry Bagnell, M.P. for Yukon, along with the Honourable James McLachlan, Minister of Justice for the Yukon, today announced that 31 crime prevention projects that work to reduce crime and increase community safety will receive over \$1.3 million from the National Strategy. Mr. Bagnell made the announcement on behalf of the Honourable Martin Cauchon, Minister of Justice and Attorney General of Canada, and the Honourable Lawrence MacAulay, Solicitor General of Canada.

“On behalf of the Government of Canada, I am proud that together with the people of the Yukon, we are working towards making our homes and streets safer,” said Mr. Bagnell. “Through building the capacity of Yukon communities to address their individual needs, we are helping to prevent the future criminal involvement and victimization of children and youth.”

“Preventing crime and supporting safe and healthy communities requires both individual and collective action,” said Yukon Justice Minister McLachlan. “These projects show that Yukoners are working hard and care about the future of our children, youth, families and communities. Community involvement is one of building blocks for safe communities, and on behalf of the Government of Yukon, I congratulate these Yukon groups for their work. The Government of Yukon is committed to continuing to work with local organizations and the National Crime Prevention Centre on this important issue in our communities”.

The National Strategy takes an early-intervention approach to crime prevention and community safety and supports innovative, grass-roots responses to the problems of crime and victimization. Through the projects announced today, communities across the Yukon will develop and implement local solutions to the factors that contribute to crime and victimization; factors that include isolation, substance abuse and school problems.

The National Strategy has identified children, youth, women’s personal security and Aboriginal communities as its four principle priorities. A majority of the projects announced today are aimed at at-risk children and youth, and adapted to the specific needs of Yukon communities. Many have been developed to help youth improve life-skills, and become better acquainted with traditional skills and culture.

“All of these efforts focus on early intervention as the best way to stop young people from becoming involved in crime, which encourages the healthy development of children and youth, for the future benefit of all Canadians,” added Mr. Bagnell.

Funding for these projects is being provided under the Community Mobilization Program and the Investment Fund of the National Strategy on Community Safety and Crime Prevention. Launched in 1998 by the Minister of Justice and the Solicitor General of Canada, the Strategy is jointly administered by the Government of Canada and the Yukon and is part of a multi-faceted public safety agenda that balances a vigorous response to crime with a determined attack on its root causes.

In July of 2001, the Government of Canada announced the investment of a further

¹Government of Canada’s National Strategy on Community Safety and Crime Prevention http://www.crime-prevention.org/english/whatsnew/news.asp?language=e&document_id=400&action=view&page_id=297

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

\$145 million over four years, in addition to the \$32 million per year the Strategy already receives.

Since its launch, Phase II has supported more than 2,200 projects in over 600 communities across the country. For more information on the projects and the National Strategy, please consult the attached Backgrounder or visit <http://www.crime-prevention.org/>.

Funding for this project was provided for in the December 2001 budget and is therefore built into the existing fiscal framework.

Backgrounder - Yukon Crime Prevention Initiatives

National Strategy on Community Safety and Crime Prevention

The Safer Communities Initiative, administered by the National Crime Prevention Centre (NCPC), was launched in June 1998 as part of the Government of Canada's National Strategy on Community Safety and Crime Prevention. The National Strategy is aimed at developing community-based responses to crime, with a particular emphasis on children and youth, Aboriginal people, and women. Through the National Strategy, the Government of Canada is working with communities across Canada to develop programs and partnerships that will help prevent crime. The Safer Communities Initiative is comprised of four funding programs: the Crime Prevention Investment Fund, the Crime Prevention Partnership Program, the Community Mobilization Program and the Business Action Program on Crime Prevention.

Crime prevention projects funded under the National Strategy deal with a broad range of risk factors across communities that contribute to crime and victimization, including family violence, poor parenting, social isolation, and drug and alcohol abuse. These initiatives are intended to remove these personal, social and economic factors that can lead some individuals to become involved in criminal acts as offenders or victims.

Crime Prevention Investment Fund

The Crime Prevention Investment Fund is a directed funding program that supports selected demonstration projects and encourages the sharing of information on quality crime prevention initiatives across Canada. It also supports research and evaluation of the costs, benefits, and overall effectiveness of efforts to build safer communities. The Government of Canada has awarded funding to the following group under the Investment Fund:

Fetal Alcohol Syndrome Society Yukon (FASSY) has received \$848,287 for *With A Little Help From My Friends*, an initiative for both Non-First Nation and First-Nation women and girls living with Fetal Alcohol Syndrome or Fetal Alcohol Effects (FAS/E), and/or other traumatic brain injuries. Research demonstrates that people with these disabilities, especially women, are highly vulnerable to being victimized, and without proper support, often become victims of crime and continue the cycle of crime within their own families. With its project, FASSY intends to increase sustained personal safety and prevent further victimization and crime by developing supports aimed at promoting coping skills, building and sustaining friendships, and laying the foundation for ongoing community support networks. The project, whose participants include women and girls living with FAS/E or traumas, natural supports like family and friends, and community frontline workers, has three main elements: Peer Support, Experiential Learning and Training Families/Community. Individuals living with FAS/E or traumas will have the opportunity to participate in experiential learning activities, such as outdoor wilderness trips, sports and games. The project will provide the capacity to sustain relationships with the affected women and girls, as well as train and assist the people who support them. Ultimately, through increasing the number of individuals trained to effectively support those who offend or are victimized, the project hopes to decrease crime and victimization. [(867) 393-4948]

Under the Community Mobilization Program, the NCPC has provided \$468,774 to help fund 30 crime prevention projects in the Yukon.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

Community Mobilization Program

The Community Mobilization Program helps communities develop comprehensive and sustainable approaches to crime prevention and undertake activities that deal with the root causes of crime. The federal government and the provinces and territories jointly manage this program. The Government of Canada will award funding under this program to the following groups:

The **Bringing Youth Towards Equality (BYTE) Society** in Whitehorse has received \$10,000 for its *Youth Plan to Take Over the World Conference, 2002*. An annual tradition, this culturally diverse and mobilizing conference is planned and implemented almost entirely by youth. The conference, which will bring 400 young people and volunteers from all Yukon communities together, is designed to provide a healthy and positive environment for youth, where they can meet and make connections and possibly reduce any feelings of isolation. Workshops will be provided that focus on areas such as substance abuse prevention, entrepreneurship, environmental awareness, peer support, youth and politics, human rights and media activism. By planning the event themselves, youth will develop transferable skills and ensure that topics will engage participants in local crime prevention issues. [(867) 667-7975]

Challenge - Dawson City has received \$3,500 for its *Yukon River Waterfront Cleanup*. In order to provide a safe, clean space for the community and visitors, Challenge will incorporate crime prevention through environmental design activities. These include involving participants in a life skills and training project while clearing and maintaining the riverbank of Dawson City, and laying the ground work for a sustainable waterfront clean-up and maintenance program. This project will ultimately provide participants with employability and self-esteem, and hopefully encourage community involvement in the project's sustainability. [(867) 993-2855]

The **Child Development Centre** in Whitehorse has received \$25,004 for its *Positive Guidance Project*, which will build on the success of last year's Early Intervention Project. Pre-school children with behavioural challenges and their caregivers will attend programming sessions to be trained in early intervention and other skills necessary to address the needs of the children. Early intervention will allow children and families to address behaviour and parenting issues in the pre-school years, which has been shown to be one of the most aggressive periods in a child's life. After completing the program, parents will also be offered additional support through follow-up home visits.

The Child Development Centre also received \$34,000 for Phase II of this project. Building on the experience of Phase I that assisted children in developing less aggressive coping skills and provided support to their parents and caregivers, Phase II will add the additional element of including the children in community sport and recreational programming. In addition, Phase II will initiate the development of comprehensive evaluation materials that will enable the long-term follow-up of the participants. [(867) 667-8182]

The **City of Whitehorse** has received \$19,000 for the *Whitehorse Crime Prevention Safety Audit*. To reduce the fear and vulnerability of its citizens, the City of Whitehorse will develop a safety audit guide, checklist and public awareness campaign in order to identify possible safety issues. Upon completion of the audit, solutions and responses will be facilitated, and recommendations forwarded to the Safer City Steering Committee, where the committee, and possibly other partners and stakeholders, will then take action on the recommendations. [(867) 668-8650]

Crime Prevention Yukon received \$6,000 for its *Whitehorse Block Parent Renewal Project*. Due to the need for a Block Parent Program in the community in order to address the issue of children's safety and security, Crime Prevention Yukon worked among the community to increase awareness about the program and its implications, and encourage community involvement in renewing the program. Representatives from Crime Prevention Yukon were sent to the National Block Parent training Symposium, where they learned how to initiate and sustain the program and provide training for interested community members.

Crime Prevention Yukon has since received \$2,300 for the implementation of the Whitehorse Block Parent Project. Because the community had shown significant interest in starting up the program, this second phase will involve training

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

program coordinators, delivering a public awareness and recruitment campaign, and providing any additional support needed for screening applicants or with program delivery. [(867) 668-4420]

Whitehorse's **Early Intervention Conference Committee** has received \$10,000 for its *Growing Together Conference*. The Early Intervention Conference, a two-day event held every two years, provides professional development opportunities for those working with Yukon children and families. The Conference Committee is receiving support in order to provide rural residents the opportunity to attend this conference, as well as offer recognition to Yukon presenters. Ultimately, the conference will raise awareness among participants, which will include childcare professionals, family support workers, learning disability educators and parents, about early intervention issues, providing them with networking and support opportunities and helping them to increase their capacity to provide early intervention services. [(867) 668-8794]

The **Faro Interagency Committee** has received \$5,000 for its *Faro Community Social Development Project*. Led by the Faro Junior Athletic Club and the Faro Youth Committee, the project will offer leadership and personal training through recreational programs and workshops on issues such as self-awareness, gender issues, abuse, bullying, racism and harassment. The recreational programming will encourage community participation in organized winter sports, which will bring together genders, different races and all ages in the hopes of promoting attitudinal changes and positive interaction amongst them. [(867) 994-2832]

The **Fetal Alcohol Syndrome Society of Yukon (FASSY)** has received \$18,000 for its project *Increasing Yukon Capacity to Work with FAS/E*, an effort to enhance the capacity and effectiveness of frontline workers and family members working with people living with Fetal Alcohol Syndrome and Fetal Alcohol Effects (FAS/FAE). This project involves training and distributing information to individuals who are faced with this issue, to help them understand the lifelong impairments that affect people with FAS/FAE. These individuals can suffer learning difficulties, memory deficits and attention problems, and traditional methods of punishment are usually ineffective because they are unable to understand the cause and effect of their actions. This project will help inform members of the community about the importance of taking this information into consideration when dealing with FAS/E sufferers.

FASSY also received \$25,000 for its project *For Ourselves*. Because of the disabilities associated with FAS, individuals often have very poor social skills and often no appropriate friends. In order to address this, FASSY will provide individuals and families living with FAS support, safe activities and social opportunities to learn skills. Weekly group gatherings for adults with FAS will allow these individuals to engage in social, recreational and skill enhancing activities. They will learn how to sew, build and make other projects of interest, and will have an opportunity to meet their peers and other adults. This positive, supportive action will allow these commonly isolated individuals to interact with others, and ultimately raise their self-esteem. [(867) 393-4948]

The **Kwanlin Dun First Nation** in Whitehorse has received \$10,000 for its project

Fun & Fantasy/Respect and Dignity, which will provide community-based and driven recreational programming and activities for the children and youth of Kwanlin Dun. The culturally appropriate after-school programming, which includes recreation, arts and crafts and culture, supports healthy lifestyle choices and offers positive alternatives to the social and family experiences faced by some of the children. A number of youth will be trained as youth leaders to assist in the delivery of the program. Ultimately, the project will help provide opportunities for healthy interaction and increase the pride of being a First Nations person. [(867) 633-7839]

The **Little Salmon, Carmacks First Nation** has received \$22,400 for its *Working Towards a Better Tomorrow Camps, 2001*. Two five-day camps will be held for participants aged 10-13 and 14-18 that will facilitate the development of self-esteem, leadership skills and positive life skills that will eventually enable children and youth to make healthy lifestyle choices. Fun and educational cultural activities facilitated by elders will be introduced in the programming, including toolmaking and the Northern Tutchtone language, as well as examining important issues such as crime prevention, substance abuse, violence and conflict resolution and anger management. [(867) 863-5576]

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

The **Pelly Interagency Committee/Pelly Animal Lovers Society** in Pelly Crossing has received \$10,000 for its *PALs Project*. In an attempt to address the results of generations of alcohol abuse and break the cycle of the correlation between animal abuse and family violence, the PALs Project will teach children and youth to nurture and care for living creatures. The goal of the project is to teach the children and youth involved in the project compassion and empathy when caring for the animals, qualities that will eventually help them in their personal relationships. [(867) 537-3300]

Skookum Jim's Friendship Centre has received \$31,900 for its *Tan Sakwathan Family Support Program - Investing in Youth At-Risk*. This pilot program will expand on existing programming, which has worked to include three core principles into homes - family communications, traditional laws and values and traditional parenting, to include a focus on girls and their families in order to help reduce crime by and against young females. The emphasis of the project is on 'breaking the cycle' by strengthening relationships between families and youth, and promoting positive lifestyles among young Aboriginal women and their families. Program topics will include dating and relationship violence, substance abuse, and interventions for children under 12 and interventions specific to children with Fetal Alcohol Syndrome/Fetal Alcohol Effects.

The **Substance Abuse Prevention Coalition** in Whitehorse has received \$3,000 for its *Substance Abuse Prevention* project. The project will work to promote substance abuse prevention across the Yukon by offering a booth at community and youth events that provides non-alcoholic alternative snacks and refreshments. In addition, through the event booth, the project will also offer access to safe transportation, with the help of volunteer drivers, and will provide information on topics of importance to youth, including substance abuse, date rape, and safe sex practices. The project will help to promote harm-reduction strategies related to high-risk behaviours, and may ultimately help to cause a reduction in the number of incidents involving youth and impaired driving. [(867) 668-5258]

The **Tantalus Weightlifting Club** in Carmacks has received \$5,700 for its *Summer Weightlifting Program* for the youth in the community to compliment the winter weightlifting program. To address the lack of positive recreational programs for youth in the summer, and a corresponding increase in the number of incidents of vandalism and mischief, the Tantalus Weightlifting Club provided a summer program built upon the success of the winter program to keep the youth active, and help them stay on their training schedules. The head coach of the program also worked with the youth to develop healthy, drug-free lifestyles. [(867) 863-5034]

The **Teslin Tlingit Council** in Teslin has received \$25,000 to recruit a *Youth Crime Prevention Worker* who will be responsible for providing support to the existing resource staff in the community. The prevention worker will take care of implementing programming that will engage at-risk youth and provide healthy alternatives to substance abuse and criminal activity, and will also provide tutoring to these youth, to help them achieve increased success in school. The programs will be managed out of Teslin's existing youth centre. [(867) 390-2532 ext.330]

The **Trondek Hwechin First Nation** in Dawson City has received \$25,000 for its *New Foundation Recovery Project*. In an effort to aid in the recovery process for people who have substance abuse problems and/or are involved with the justice system, the Recovery Project promotes aspects of healing, training and a traditional connection to the land. Participants go to a retreat location on traditional lands, where coordinators will assist them in building log cabins, while Yukon College will provide life skills and other training. Upon completion of the retreat, a First Nation community support worker will continue to work with participants on an individual basis. [(867) 993-5385]

The **Victoria Faulkner Women's Centre** in Whitehorse received \$9,100 for Phase II of its project, *Things I Don't Want To Do With My Mother*, a 5-week summer program for at-risk girls 12-14. The program, which will provide a safe environment for the young women to get together and explore new activities, will use music and dance to build confidence and develop positive life skills, including problem solving and communication skills. Activities and workshops focusing on sexuality, safety and self-esteem will also be included to promote personal safety and help the young women become "street smart".

Phase III of the project, which will build on the importance of the positive activities offered in earlier phases, has received \$9,000. Three camps will be offered in this phase, continuing the theme of dance and choreography, while

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

building participants' communication and self-awareness skills. Two of the camps will focus on specific groups of underserved women, First Nation girls and those from low-income families. [(867) 667-2693]

The **Whitehorse Youth Centre Society (WYCS)** has received \$42,000 for its *Transition Project*. The WYCS, who have been performing extensive research and planning towards the opening of a multi-use facility for the youth in Whitehorse, will implement a transition phase for the facility. Following this phase, which will allow continuing design and construction of the facility, the centre will be sustainable, with core partnerships and funding in place to support staffing and future program development. The transition phase will involve developing outreach programs, nutritional and recreational programs and the development of a youth centre operation board, so that youth can be involved in all aspects of the centre's operations. [(867) 667-5689]

The **White River First Nation** in Beaver Creek has received \$15,000 for its *Supporting Youth through Business Strategy*. Special needs and other youth in the community require summer activity and employment to develop job skills and involve themselves in positive activities so as to avoid criminal behaviour. To address this, the Strategy will develop the concept of a community food bank, with special needs youth involved in its implementation and operation. Youth will learn life skills, food storage skills and basic business management, ensuring that the elders and others in the community will have regular access to nutritious and adequate food. [(867) 862-7802]

The **Youth Association of Watson Lake** has received \$10,000 for its *Positive Choices Tour, 2002 - Reach for the Stars*. An expansion of the initial Positive Choices Tour, this skill development-based project for children from Kindergarten to grade four, will incorporate Students Tackling Aggression with Respect (STARS) and focus on anger management, aggression and bullying prevention. Children will learn to present theatrical performances on bullying and aggression to other children throughout the Yukon. This tour, which will last between two to four weeks, will work towards the goal of stopping bullying, abuse and aggression in schools and communities. [(867) 536-2677]

The **Youth of Today Society** has received \$15,000 for its *Youth Arts & Technology Project*. The project, in partnership with businesses, will give at-risk youth the opportunity to learn basic computer and business skills in a work-place environment. In order to help them find a positive place in the community and inspire positive attitudes, the project will use presenters to focus on developing their work ethic, a sense of responsibility to the workplace, to co-workers and to ones' self. Finally, job placements will be researched, where youth will be able to practice their newly found skills. [(867) 633-9686]

The **Yukon Association for Community Living (YACL)** received \$7,200 to send four volunteers from the Yukon to participate in the *Community, Cops, Court and Crown Conference* held in Manitoba in November of 2001. The conference focused on the development of a tangible crime prevention plan for people with intellectual disabilities. The participants, which included a member of the YACL Parent/Family Group and an individual with an intellectual disability who had been involved in the justice system, were able to gain knowledge about dealing with the justice system, and take the crime prevention plan home with them and share ideas with their communities. [(867) 667-4606]

The **Yukon Council on Aging** in Whitehorse has received \$10,000 for its *Home Security for Seniors* project. In order to address the issue of security for a growing elderly population in the Yukon, the Yukon Council on Aging will work to educate seniors on implementing security measures and being safe in their homes. Volunteers will be trained to do security assessments for seniors, provide information in user friendly format, and do training seminars and workshops as well as one-on-one visits. [(867) 668-3383]

The **Yukon Educational Theatre** in Whitehorse has received \$10,000 for *Part 2* of its *Addictions Radio Drama Series*. CBC North is currently in the process of producing and airing radio drama episodes developed by the Theatre that address the Yukon's substance abuse and addiction problems. This project will allow the Theatre to develop and create workbooks and background information to support these radio episodes and extend the life of their messages. The workbook will provide support materials, which include real life stories, in-depth coverage of the issues, and a list of available support services for those who need help in overcoming an addiction. These activities will not only help to

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

offer hope to addicted persons, but inform the community about this issue, and of the efforts that are being implemented to help prevent substance abuse. [(867) 667-6878]

The **Yukon Family Services Association (YFSA)** in Whitehorse received \$26,670 for its *Youth Outreach Counselling Program - Pilot Project*. This project involved hiring a youth worker to serve as a group therapist and facilitator to work with street-involved youth in order to help prevent or reduce their involvement in criminal activity and risk of substance abuse. The worker also connected these youth with the appropriate agencies for assistance and counselling, to ensure that they have the proper housing and food, and hopefully encourage youth to return to school or pursue employment training.

Focusing on the issue of gender sensitivity, and the fact that at-risk females will often feel more comfortable with a female counsellor, the **YFSA** also received \$24,000 to hire a female outreach counsellor. This will help deal with the expanded caseload and rise in female clients who often respond more easily to a female counsellor. The female worker will help these young women to stabilize their lives through securing housing and healthy meals, connecting them with education or vocational training, and trying to reconnect them with family or a positive adult mentor. These efforts will help engage young people in planning for their future and revitalize the participation of the community and its health, social and recreational services. in the hopes of reducing the incidence of crime committed by street youth. [(867) 667-2970]

3.2. Crime Prevention Projects - 2001 ²

National Crime Prevention Centre Funds Twenty-Seven Crime Prevention Projects In Yukon

WHITEHORSE – March 5, 2001 - The Government of Canada is supporting the efforts of community organizations in Yukon, by awarding \$322,110 to fund 27 crime prevention projects. Mr. Larry Bagnell, MP for Yukon, on behalf of the Honourable Anne McLellan, Minister of Justice and Attorney General of Canada, and the Honourable Lawrence MacAulay, Solicitor General of Canada, made the announcement jointly with the Honourable Pam Buckway, Justice Minister for Yukon. The funding has been provided under the National Strategy on Community Safety and Crime Prevention.

"Preventing crime before it happens is the best way to reduce crime rates and to ensure the safety of our streets and homes," said Mr. Bagnell. "These thoughtful projects prove that Yukon residents possess the skills and ingenuity to act early against crime and victimization."

"I am pleased to see Yukon communities establishing projects to address the root causes of crime," said Justice Minister Pam Buckway. "We need to support community education and healing initiatives if we are to provide a more promising future for our children and our youth."

"Communities are at the forefront of crime prevention because they know best what the local needs are," said Mr. Bagnell. "It is encouraging to see that the people of Yukon are involved in these crime prevention projects, and are taking an active interest in community safety."

The National Strategy, which takes an early intervention approach to crime prevention and community safety, supports innovative, grass-roots responses to the problems of crime and victimization. The projects will help Yukon communities develop and implement solutions to the factors that contribute to crime and victimization; factors that include child abuse, neglect, and substance abuse, among others. While many of the projects deal with youth at-risk and promote a multidisciplinary approach to crime prevention, they all seek to address the root causes of crime and victimization.

² Government of Canada's National Strategy on Community Safety and Crime Prevention. http://www.crime-prevention.org/english/whatsnew/news.asp?language=e&action=view&document_id=53&page_id=39

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

"The projects funded represent a good balance of community based responses to a broad range of issues," affirmed Val Pike, member of the Joint Management Committee. "These issues range from those affecting youth, children, and rural communities, to the personal security of women."

Funding for twenty-six of these projects is being provided under the Community Mobilization Program of the *National Strategy on Community Safety and Crime Prevention*. Phase II of the Strategy, announced on June 2, 1998 by the Minister of Justice and Attorney General of Canada and the Solicitor General of Canada, includes \$32 million a year in federal funding to help Canadians undertake crime prevention initiatives in their communities.

The remaining project, *Information Technology (IT) Peace Corps*, is funded under the Business Action Plan, which supports a partnership between the public and private sector to increase information sharing and community awareness.

Since its launch, the National Strategy has supported almost 1,500 projects across Canada, including the projects announced today, 59 initiatives in Yukon have received funding from the National Strategy.

Backgrounder - National Strategy On Community Safety And Crime Prevention

National Strategy on Community Safety and Crime Prevention

The Safer Communities Initiative, administered by the National Crime Prevention Centre (NCPC), was launched in June 1998 as part of the Government of Canada's National Strategy on Community Safety and Crime Prevention. The National Strategy is aimed at developing community-based responses to crime, with a particular emphasis on children and youth, Aboriginal people, and women. The Government of Canada has committed \$32 million annually to assist communities across Canada to develop programs and partnerships that will help prevent crime. The Safer Communities Initiative is comprised of four funding programs: the Crime Prevention Investment Fund, the Crime Prevention Partnership Program, the Community Mobilization Program and the Business Action Program on Crime Prevention.

Under the Business Action Program, the NCPC has provided \$60,000 to help support partnerships with the private sector in Yukon.

The Business Action Program on Crime Prevention

Canada's crime prevention efforts are strengthened by partnering with the private sector to fight crime. The expertise, creativity and extensive networks of national and provincial/territorial business associations can help governments and local communities prevent crime, share information and increase public awareness about crime prevention strategies.

The Government of Canada will award funding under this program to the **Yukon Entrepreneurship Centre** Society's *Information Technology (IT) Peace Corps* project. The project is modelled after Canada World Youth, the American Peace Corps, and a number of third world development agencies. At-risk youth are recruited and trained at the centre through an existing IT and Enterprise Skills Program, and are then placed on a list for volunteer or work opportunities. The program is aimed at youth at-risk, and offers them work experience in addition to a chance to live in an environment that may be different from their current situation. [(867) 393-3574]

Under the Community Mobilization Program, the NCPC has provided \$262,110 to help fund twenty-six crime prevention projects in Yukon.

Mobilizing Communities to Prevent Crime

The Community Mobilization Program helps communities develop comprehensive and sustainable approaches to crime prevention and undertake activities that deal with the root causes of crime. The federal government and the provinces and territories jointly manage this program. The Government of Canada will award funding under this program to the following groups:

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

Bringing Youth Toward Equality (BYTE) in Whitehorse has received \$5,000 for its *Tracking and Needs Assessment* project. This group assessed the services requested by youth and those mandated to serve them. The results are being used to facilitate information-sharing regarding community services, build links between service providers, and raise public awareness about services offered to youth. [(867) 667-7975]

The **Carcross Recreational Committee** has received \$9,000 for its *Active Youth Project*. An after-school program has been implemented with such activities as leadership and positive skills training sessions. Parents and other family members are included in other activities. [(867) 821-3211]

The **Child Development Centre** in Whitehorse has received \$25,000 for its early intervention approach to dealing with children with challenging behaviours. The Centre will guide young children by teaching them appropriate and socially acceptable ways to behave and by providing parents with appropriate skills to help their children. [(867) 667-8182]

Crime Prevention Yukon in Whitehorse has received \$5,550 for its *Prevention of Bullying: A Community Responsibility Conference*. This project was developed in response to incidences of bullying in local schools. A conference will be held April 4-5, 2001 with the objectives of informing the general public and developing long-term strategies to prevent bullying. [(867) 668-4420]

Les EssentiElles in Whitehorse has received \$8,000 for its *Projet pilote de services d'écoute et d'aide situationnelle*. The program will evaluate French services for women's security and poverty available in the area. French-speaking women of Yukon will be supported to learn to help themselves and acquire a sense of security allowing them to positively integrate into society. [(867) 668-2636]

The **Faro Interagency Committee** has received \$9,000 for its *Community Building through Involvement* project. This program focuses on the development of youth and families through sports, outdoor activities, and performing arts. An emphasis on healthy lifestyles, teamwork, and sportsmanship forms its underlying philosophy. The participation of numerous community organizations will strengthen co-operative ties between youth, adults and families. [(867) 994-2832]

Humane Society Yukon in Whitehorse has received \$5,000 for its project, *Tangled Web of Abuse*. A seminar has been hosted to help raise awareness of officials working in social agencies and the general public on the links between animal abuse and family violence. [(867) 633-6019]

Jack Hulland Interagency Team has received \$10,000 for its project, *A Parenting Component for the Jack Hulland 5 Stage Intervention Model*. The objective was to develop a pilot support group for parents of children who offend or display challenging behaviours based on the school-programming model. This group raises parental awareness of existing resources, and allows them to cope with their children's behaviour and better understand them. [(867) 667-8496]

Kwanlin-Dun – House of Learning in Whitehorse has received \$20,000 for its *Drop-In Centre – A Beginning to Autonomy*. This is the extension of the pilot project, and this second phase will evaluate the effectiveness of the program and bring necessary revisions. This project provides a safe and healthy place for youth while empowering them and promoting healthy lifestyles. [(867) 633-7809]

Learning Disabilities Association of the Yukon (LDAY) in Whitehorse has received \$7000 for its *Turning Things Around* project. The project is designed to help youth and young adults with disabilities that prevent them from finding and maintaining employment, reaching their full potential in school, or that put them at-risk of criminal activity. [(867) 668-5167]

Liard First Nation in Watson Lake has received \$9,000 for its *Youth Empowerment Project* designed to develop positive personal characteristics among young participants and deter them from negative social behaviours. Educational workshops and information sessions about safe sex, birth control, and other health issues are being offered as well as recreational activities for children and youth. [(867) 536-2131]

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

Mayo Recreation Department has received \$9,000 to help fill its *Recreation Programmer Position*. A youth centre worker has been hired to extend recreational programs to teenage girls, First Nation youth and elementary age children. This project provides opportunities for participants to learn new skills and activities in a safe environment and encourages community involvement. [(867) 996-2600]

Northern Tutchone Tribal Council has received \$15,000 for its *Youth Program*. The objective of this project is to address the social and emotional needs of youth aged 11-15 at the Tatla Mun Lake Treatment Centre. It is a healing program, helping youth with issues related to personal safety, self-protection, past losses and trauma. [(867) 537-3331]

Old Crow Recreation Society in Old Crow has received \$2,800 for its *Vadzaiih S'tal (Little Caribou) Playgroup*. The project will promote healthy social interaction skills and provide positive, safe leisure activities for young children. [(867) 966-3002]

Options for Independence Society in Whitehorse has received \$5,000 for its *Evaluation Plan Design and Communications Strategy Development* project. Data has been gathered to develop plans for a wide-scale implementation of a home-living program for adults who suffer from Foetal Alcohol Syndrome. A communications strategy has also been developed to link the project to other crime prevention efforts and to provide data to governments and agencies to assist them in formulating policies around this issue. [(867) 667-4606]

The **Second Opinion Society/Canadian Mental Health Association, Yukon Division** in Whitehorse has received \$8,000 for its *Crisis Support Assessment* project. An assessment will be conducted to establish community needs and assets in order to develop improved services for people in emotional crises. The project will strengthen communities, form partnerships, and build knowledge in an effort to develop initiatives for crime prevention. [(867) 667-2037]

Tantalus School in Carmacks has received \$1,000 for the *Cultural Camp*. This project is an exchange with First Nations students from Saskatoon. The camp has helped develop the children's self-esteem through sharing cultural skills, building rapport with elders, learning awareness of, and respect for, the traditional language, and learning respect for the environment. [(867) 863-5371]

Victoria Faulkner's Women Centre in Whitehorse has received \$13,000 in support of its *Women's Advocacy Project, Phase 3*. This project is designed to expand on the women's advocacy outreach services to the community. It includes training sessions on Exploring Your Anger workshops for women, support women when dealing with government agencies and accessing court services, and help empower women to make positive decisions and take action. [(867) 667-2693]

This same organization has also received \$10,000 for its project *Things I Wouldn't Do With My Mother*. This project is a series of workshops for girls aged 12-14 that explore activities such as dance, self-expression, self-assertiveness training, and the sharing of information on community resources. [(867) 667-2693]

Vuntut Gwitchin First Nation, Department of Health and Social Programs in Old Crow has received \$5,000 to develop its *Vuntut Gwitchin Safe House – Safety Manual*. This procedure manual meets the needs of survivors of violence and provides training that enables workers of the Safe House to intervene and be supportive in different situations related to survivors of violence. [(867) 966-3519]

Yukon College in Whitehorse has received \$1,200 for its project *A Safer Place to Learn Phase 1* and \$5000 was funded for *Phase 2* of the project. This project will serve as an awareness campaign during orientation for students and staff. Four luncheons and workshops have taken place. Issues such as community justice and violence were on the agenda and First Nations elders were invited to talk about relationships and cross-cultural differences and similarities. [(867) 668-8741]

The **Yukon Educational Theatre** in Whitehorse has received \$15,000 for the *Addictions Radio Drama Series*. Ten radio drama episodes have been created to address Yukon's serious substance abuse and addiction problems. The series has also been made available for broadcast on other radio stations. [(867) 667-6878]

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

The **Yukon Family Services Association** in Whitehorse has received \$31,560 for its project *Parenting the Child Six to Eleven, Parenting the Teen*. Parents and caregivers of children between the ages of 6-11 and youth 8-12 will receive important information and be provided with the skills and confidence necessary to properly care for young people. [(867) 667-2970]

Youth Association of Watson Lake has received \$10,000 to help organize its *Positive Choices Tour 2001*. This project will promote a Junior Leadership Tour of a group of students (Grades 5–7) called Students Working Against Tobacco (SWAT). The tour will showcase the dangers of tobacco and the issues of bullying and personal safety. Different workshops will also be held and will include issues such as personal safety, dealing with strangers, substance abuse, and self-esteem. [(867) 536-2505]

Youth of Today Society in Whitehorse has received \$18,000 for its *Youth Connect Project*. The project proposes to give at-risk youth a sense of connection to the community and increased self-respect by providing them with educational activities that focus on developing positive life skills. Among the many activities to be offered, participants will be given the opportunity to learn how to build a stage and plan for community concerts and youth events. [(867) 633-9686]

3.3. Crime Prevention Projects – 2000

3.4. Crime Prevention Projects – 1999 ³

Funding For Nine Crime Prevention Projects In Yukon Approved By National Crime Prevention Centre

WHITEHORSE, November 26, 1999 - The Government of Canada recognized the work of several communities in Yukon, by awarding close to \$108,000 to fund 9 crime prevention projects. Senator Ione Christensen made the announcement today, on behalf of the Honourable Anne McLellan, Minister of Justice and Attorney General of Canada, and of the Honourable Lawrence MacAulay, Solicitor General of Canada, jointly with the Honourable Lois Moorcroft, Justice Minister for the Yukon. The funding has been provided under the National Strategy on Community Safety and Crime Prevention.

"These thoughtful, tailored and flexible initiatives reflect well on Yukon's community- driven organizations," said Senator Christensen. "Crime and fear of crime won't go away on their own and I am pleased to see that the Government of Canada is supporting these local ideas to help create safer communities."

"Many of these community projects are geared to youth and early intervention," Minister Moorcroft said. "We're committed to supporting organizations that tackle the root causes of crime."

The National Strategy, which takes an early intervention approach to crime prevention and community safety, supports innovative, grass-roots responses to the problems of crime and victimization. The projects will help Yukon communities develop and implement solutions to problems that contribute to crime and victimization. While many of the projects deal with youth at risk and promote a multidisciplinary approach to crime prevention, they all seek to address the root causes of crime and victimization.

"Safety and security are fundamental rights of all Canadian citizens. The people of Yukon have always shown leadership and vision and the projects announced today clearly demonstrate that they have the necessary tools to come up with innovative and effective ways to preserve those basic rights," added Senator Christensen.

³ Government of Canada's National Strategy on Community Safety and Crime Prevention
http://canada.justice.gc.ca/en/news/nr/1999/doc_24296.html

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

"Communities are in the front line in the struggle to find practical and effective ways to support families and improve residents' quality of life," said Patti Balsillie, member of the Canada-Yukon Joint Management Committee. "Through these initiatives, we're taking responsibility for strengthening our communities."

The funding for these projects is being provided under the Community Mobilization Program of the *National Strategy on Community Safety and Crime Prevention*. Phase II of the Strategy, announced on June 2, 1998 by the Minister of Justice and Attorney General of Canada and the Solicitor General of Canada, includes \$32 million a year in federal funding to help Canadians undertake crime prevention initiatives in their communities.

National Strategy on Community Safety and Crime Prevention

The Safer Communities Initiative, administered by the National Crime Prevention Centre (NCPC), was launched in June 1998 as part of the Government of Canada's National Strategy on Community Safety and Crime Prevention. The Strategy is aimed at developing community-based responses to crime, with a particular emphasis on children and youth, Aboriginal people and women. The Government has committed \$32 million annually to assist communities across Canada to develop programs and partnerships that will help prevent crime. The Safer Communities Initiative is comprised of four funding programs: the Crime Prevention Investment Fund, the Crime Prevention Partnership Program, the Community Mobilization Program and the Business Action Program on Crime Prevention.

Under the Community Mobilization Program, the NCPC has provided \$107,337 to help fund nine crime prevention projects in Yukon.

Mobilizing Communities to Prevent Crime

The Community Mobilization Program helps communities develop comprehensive and sustainable approaches to crime prevention and undertake activities that deal with the root causes of crime. The federal government and the provinces and territories jointly manage this program. The Government of Canada will award funding under this program to the following groups:

The **Bringing Youth Toward Equality Society (BYTE)** in Whitehorse has received \$10,000 to help organize a two-day conference for youth. The *Yukon Youth Conference 2000* will provide training and opportunities for youth to gain skills, experience and confidence in a variety of areas and to meet in a positive environment. [(867) 667-7975]

The **Canadian Red Cross Society** in Whitehorse has received \$8,000 for its project, *Child Abuse Prevention: A Means to Prevent Youth Crime in the Yukon Territory*. Informative sessions on child abuse prevention and relationship violence will be offered to high school students. This project will also provide First Nations communities with training that will enable them to deliver abuse prevention workshops in their respective communities. [(867) 633-2805]

The **Dawson Community Group Conferencing Society** has received \$8,000 for its project, *Mentor/Job Coach, Research and Public Awareness and Planning Project*. The objective is to meet the needs of at-risk youth and adults by developing and implementing a model program to meet the needs of Dawson City residents. This group will also research other programs and research funding options. [(867) 993-5060]

The **Lake Laberge Lion's Club** in Whitehorse has received \$40,000 for its *Whitehorse Youth Centre Project Development*. This group will develop a business and communications plan to support Phases I and II of their project to develop a Youth Centre that is financially sustainable and explore interim options to meet youth needs while the centre is in development. [(867) 667-2500]

The **Tr'ondek Hwechin First Nation** in Dawson has received \$8,000 for its *Youth Enhancement Project*. This group will work with youth to promote alternative and healthy lifestyles, using drama and knowledge of culture. The aim is to promote self-respect in youth and help them attain economic self-sufficiency and leadership. [(867) 993-5385]

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

The **Vuntut Gwitchin First Nation** in Old Crow has received \$10,337 for its *Small Engines/ Appliance Repair Program*. Through this initiative, young people who have been in trouble with the law will have an opportunity to learn a combination of management, business and practical repair skills that will improve their employability. [(867) 966-3261]

The **Yukon Aboriginal Women's Council** in Whitehorse has received \$5,000 to help organize the *Circumpolar Women's Conference*. The objective is to bring together women from the Yukon and circumpolar regions to discuss northern women's issues. This conference is viewed as an opportunity to provide networking and information sharing to participants from across Canada. Many of the workshops deal with crime prevention through social development. [(867) 668-4588]

The **Yukon Child Care Association** in Whitehorse has received \$10,000 to plan, manage and hold the *Raising our Future – Early Intervention Conference*. This is a two-day event focusing on issues and topics relating to early intervention for children. This conference will increase public awareness of the potential for early intervention programs to prevent later delinquency and criminal behaviour. [(867) 667-4013]

The **Yukon Family Services Association** in Whitehorse has received \$8,000 in support of its *Nobody's Perfect Train the Trainer and Facilitator Training Program*. The *Nobody's Perfect* parenting program, currently available in Whitehorse and some rural communities, promotes personal growth and development and supports people through difficult challenges and transitions. Through this initiative, the Association will be able to train facilitators and increase the number of *Nobody's Perfect* parenting groups. [(867) 667-2970]

Yukon Projects Awarded Nearly \$115,000 Under The National Strategy On Community Safety And Crime Prevention⁴

OTTAWA, September 14, 1999 - Anne McLellan, Minister of Justice and Attorney General of Canada, and Lawrence MacAuley, Solicitor General of Canada, today announced that the Government of Canada has awarded close to \$115,000 to fund six crime prevention projects in Yukon.

"People of Northern Canada have a reputation of being inventive and resourceful," said Minister McLellan. "The six projects announced today demonstrate that the citizens 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."

"By investing now in our children and youth, we are investing in the future of Canada," added Minister MacAuley. "These crime prevention projects address real problems and demonstrate the strong and energetic civic spirit of these communities".

The various programs and services announced today are centered on problems facing youth and women in Whitehorse and the Watson Lake area. They all share the same objectives of reducing crime, increasing public safety and enhancing public education.

"Effective crime prevention is about dealing with community and social issues before they become crime issues," Yukon Justice Minister Lois Moorcroft said. "These projects will help Yukoners do just that."

Val Pike, community member of the Canada-Yukon Joint Management Committee, stated that "these projects are excellent examples of community safety and crime prevention." Pike added, "the committee members are very excited about the potential of this program and are optimistic that projects funded through this program will be beneficial to the entire population of the Yukon."

⁴ Government of Canada's National Strategy on Community Safety and Crime Prevention http://www.crime-prevention.org/english/whatsnew/news.asp?language=e&document_id=235&action=view&page_id=140

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

Funding for these projects is being provided under the Community Mobilization Program of the National Strategy on Community Safety and Crime Prevention. Phase II of the Strategy, announced on June 2, 1998, includes \$32 million a year in federal funding to help Canadians undertake crime prevention in their communities.

Yukon Crime Prevention Initiatives

National Strategy on Community Safety and Crime Prevention

The Safer Communities Initiative, administered by the National Crime Prevention Centre (NCPC), was launched in June 1998 as part of the Government of Canada's National Strategy on Community Safety and Crime Prevention. The Strategy is aimed at developing community-based responses to crime, with a particular emphasis on children and youth, Aboriginal people and women. The Government has committed \$32 million annually to assist communities across Canada to develop programs and partnerships that will help prevent crime. The Safer Communities Initiative is comprised of four funding programs: the Crime Prevention Investment Fund, the Crime Prevention Partnership Program, the Community Mobilization Program and the Business Action Program on Crime Prevention.

Under the Community Mobilization Program, the NCPC has provided nearly \$115,000 to help fund 6 crime prevention projects in Yukon.

Mobilizing Communities to Prevent Crime

The Community Mobilization Program helps communities develop comprehensive and sustainable approaches to crime prevention and undertake activities that deal with the root causes of crime. The federal government and the provinces and territories jointly manage this program. The Government of Canada will award funding under this program to the following groups:

Crime Prevention Yukon in Whitehorse, has received \$16,457 for its **Storefront Projects**. Five complementary projects have been designed to link the community, including the development of a promotional program, evaluation process and resource library, in order to serve as an organizing agency for the community. [(867) 668-4420]

Kwanlin Dun First Nation in Whitehorse, has received \$18,640 for its **Summer Recreation and Youth Leadership Project**. This project will provide community-based sport and recreational activities for children and provide skill and leadership development techniques for youth. [(867) 633-7835]

Liard Basin Task Force in Watson Lake, has received \$25,000 for its **Community Intervention Support** project. This activity will address the needs of youth at-risk and support parents and young children in building positive relationships. [(867) 536-7105]

Victoria Faulkner Women's Centre in Whitehorse, has received \$35,000 for its **Women's Advocate Pilot Project**. Through this initiative, the Centre will be able to provide support to women during times of crisis. Anger management workshops will also be offered as part of the project. [(867) 667-2693]

Yukon Family Services Association in Whitehorse, has received \$8,500 to expand its **Parent -- Child Mother Goose Program** to other communities to complement existing parenting programs for older children. Parents will be offered support, resources and skills and will be encouraged to use language and song to teach their children. [(867) 667-2970]

Youth Association of Watson Lake has received \$11,000 for its project, **Klondike Kapers**. This project will reach young people by involving them in the creation of a live theatre [(867) 536-2501]

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

Fifteen Yukon Projects Approved For Funding Under The National Strategy On Community Safety And Crime Prevention⁵

WHITEHORSE, April 9, 1999 - Community safety in Yukon got a big boost from the Government of Canada's National Strategy on Community Safety and Crime Prevention today. The Honourable Anne McLellan, Minister of Justice and Attorney General of Canada, and the Honourable Lawrence MacAulay, Solicitor General of Canada, announced jointly with Lois Moorcroft, Yukon Minister of Justice, that the Government of Canada will award over \$325,000 to fund 15 crime prevention projects in the territory.

"The projects announced today demonstrate how community members with commitment and ideas can work together to make their communities safer," said Minister McLellan. "These projects send a clear message that our justice system and the people of Yukon are committed to getting at the root causes of crime."

"These projects are an important first step in providing the information, tools and resources that Yukon communities need to participate in crime prevention", said Minister MacAulay. "They all possess the coordination, commitment and strong partnerships to make community solutions work."

Through various programs and services, the projects will help communities develop and implement community-based solutions to problems that contribute to crime and victimization. Project objectives are to reduce crime, increase public safety and enhance public education and awareness about the causes of crime.

"It is encouraging to see the support for projects focusing on all areas of crime prevention and community safety," said Minister Moorcroft. "It is especially gratifying to see 10 of the 15 projects coming from rural Yukon communities."

The funding for these projects is being provided under the Community Mobilization Program of the *National Strategy on Community Safety and Crime Prevention*. Phase II of the strategy, announced on June 2, 1998, includes \$32 million a year in federal funding to help Canadians undertake crime prevention initiatives in their communities.

National Strategy on Community Safety and Crime Prevention

National Strategy on Community Safety and Crime Prevention

The Safer Communities Initiative, administered by the National Crime Prevention Centre (NCPC), was launched in June 1998 as part of the Government of Canada's National Strategy on Community Safety and Crime Prevention. The Strategy is aimed at developing community-based responses to crime, with a particular emphasis on children and youth, Aboriginal people and women. The Government has committed \$32 million annually to assist communities across Canada in developing programs and partnerships that will help prevent crime. The Safer Communities Initiative is comprised of three funding programs: the Crime Prevention Investment Fund, the Crime Prevention Partnership Program and the Community Mobilization Program.

Under the Community Mobilization Program, the NCPC will provide over \$325,000 to help fund 15 crime prevention projects in Yukon.

Mobilizing Communities to Prevent Crime

The Community Mobilization Program helps communities develop comprehensive and sustainable approaches to crime prevention and undertake activities that deal with the root causes of crime. The federal government and the provinces and territories jointly manage this program. The Government of Canada will award funding under this program to the following groups:

⁵ Government of Canada's National Strategy on Community Safety and Crime Prevention http://www.crime-prevention.org/english/whatsnew/news.asp?language=e&document_id=251&action=view&page_id=155

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

Breakfast for Learning, Canadian Living Foundation, c/o Yukon Food For Learning

Project Title: Building Safer Communities through Good Child Nutrition

Amount: \$25,000 Tel: (867) 634-2288

Champagne and Aishihik First Nation

Project Title: Child and Family Center

Amount: \$38,525 Tel: (867) 634-2288

Dawson Shelter Society

Project Title: Family Fighting Group

Amount: \$3,000 Tel: (867) 993-5086

Skookum Jim's Friendship Centre

Project Title: First Nations Youth Diversion Program -- Traditional Laws Workshop

Amount: \$15,690 Tel: (867) 667-3781

Jack Hulland Elementary School

Project Title: Jack Hulland Behavioural Project - 5 Step Intervention Model

Amount: \$25,000 Tel: (867) 667-8496

Johnson Lake School Council

Project Title: Kaska Culture Week

Amount: \$9,384 Tel: (867) 536-7333

Kwanlin Dun First Nation

Project Title: Resource Intervention Team

Amount: \$49,511 Tel: (867) 633-7850

Lake Laberge Lions Club

Project Title: Whitehorse Youth Centre Management, Design and Operation Study

Amount: \$14,850 Tel: (867) 667-2500

Liard Basin Task Force

Project Title: Youth and Family Counselor

Amount: \$9,000 Tel: (867) 536-7105

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

Liard First Nation Department of Justice

Project Title: Youth Crime Prevention Worker Program

Amount: \$50,000 Tel: (867) 536-2131

Little Salmon/Carmacks First Nation Safe Home

Project Title: Safe Teen

Amount: \$5,000 Tel: (867) 863-5918

Old Crow Alternative Justice Committee

Project Title: On the Road to a Healthy Community

Amount: \$2,000 Tel: (867) 966-2677

Ross River Dena Council

Project Title: Ross River Justice Worker and Community Dinner

Amount: \$16,506 Tel: (867) 969-2430

Southern Lakes Justice Committee

Project Title: Yukon Community Based Justice Gathering

Amount: \$15,754 Tel: (867) 821-4009

Southern Tutchone Tribal Council

Project Title: Cultural Awareness

Amount: \$48,525 Tel: (867) 634-2513

3.5. Crime Prevention Projects - 1998⁶

Yukon Projects Awarded Funding Under The National Strategy On Community Safety And Crime Prevention⁷

WHITEHORSE December 18, 1998 — Today, Minister of Justice and Attorney General of Canada Anne McLellan and Solicitor General of Canada Lawrence MacAulay, announced jointly with the Yukon Minister of Justice Lois Moorcroft, funding of \$582,610 for four crime prevention projects in the Yukon. The funding for these projects is being

⁶Government of Canada's National Strategy on Community Safety and Crime Prevention http://www.crime-prevention.org/english/whatsnew/news.asp?language=e&document_id=400&action=view&page_id=297

⁷Government of Canada's National Strategy on Community Safety and Crime Prevention http://www.crime-prevention.org/english/whatsnew/news.asp?language=e&document_id=268&action=view&page_id=173

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

provided through the Crime Prevention Investment Fund and the Community Mobilization Program of the National Strategy on Community Safety and Crime Prevention.

"Community-based crime prevention is vital to providing Canadians with safer homes and streets," said Ms. McLellan. "The projects announced today demonstrate how community members with commitment and ideas, in Whitehorse and throughout the Yukon, can work together to find innovative solutions to crime."

The Government of Canada will provide \$519,970 through the Crime Prevention Investment Fund to the Kwanlin Dun Health Centre to assist the Kwanlin Dun First Nations Healthy Families Program. It is dedicated to helping pre-school children and their families in Kwanlin Dun by providing integrated health, education and social support to improve family coping skills, promote positive parenting skills and enhance parent/child interaction.

"By taking this type of action," said Mr. MacAulay, "we are working together in an effort to reduce the factors that can increase a child's risk of offending later in life — factors such as child abuse, neglect, and domestic violence."

In addition to the Healthy Families program, the Ministers also announced funding for the first three community crime prevention projects in the Yukon, supported by the Community Mobilization Program. Funding of \$29,640 will be awarded to the Victoria Faulkner Women's Centre for its Women's Advocate Project, to provide an advocate to help women get information on programs, services and legal options available to them. Crime Prevention Yukon will receive \$23,000 for its Supporting Community Development project, which will help communities develop crime prevention and community safety strategies, and provide grants for crime prevention activities throughout the Yukon.

Finally, funding of \$10,000 will be provided to F.H. Collins Secondary School for the F.H. Collins Secondary School Conflict Resolution Program. The goal of this youth-driven initiative is to reduce the amount of violence in the school and improve conflict resolution and anger management skills.

"The Yukon government is committed to working with community members to develop crime prevention solutions," noted Lois Moorcroft, Minister of Justice for the Yukon. "These projects are one part of our overall strategy to involve the Yukon people in making our justice system more responsive to Yukon needs."

Phase II of the National Strategy on Community Safety and Crime Prevention, announced on June 2, 1998, includes \$32 million a year in federal funding to help Canadians undertake crime prevention initiatives in their communities.

Yukon Crime Prevention Initiatives

National Strategy on Community Safety and Crime Prevention

The Safer Communities Initiative, administered by the National Crime Prevention Centre (NCPC), was launched in June 1998 as part of the Government of Canada's *National Strategy on Community Safety and Crime Prevention*. The Strategy is aimed at developing community-based responses to crime, with a particular emphasis on children and youth, Aboriginal people and women. The Government has committed \$32 million annually to assist communities across Canada in developing programs and partnerships that will help prevent crime. The Safer Communities Initiative is comprised of three funding programs: The Crime Prevention Investment Fund, the Crime Prevention Partnership Program, and the Community Mobilization Program.

Under the Crime Prevention Investment Fund and the Community Mobilization Program, the NCPC will provide a total of \$582,610 to help fund four crime prevention projects in the Yukon.

The Crime Prevention Investment Fund and Community Mobilization Program

The Crime Prevention Investment Fund supports selected demonstration projects of Canada-wide significance and encourages the sharing of information on quality crime prevention initiatives across Canada. It also supports research and evaluation of the costs, benefits, and overall effectiveness of comprehensive efforts to prevent crime.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

The Community Mobilization Program helps communities develop comprehensive and sustainable approaches to crime prevention and undertake activities that deal with the root causes of crime. The federal government and the provinces and territories jointly manage this program.

The Healthy Families Program

As a remote Aboriginal community, there is a tremendous demand placed on existing Kwanlin Dun community resources and services. Under the Crime Prevention Investment Fund, the NCPC will provide \$519,970 over three years, from December 1998 to December 2001, to the Kwanlin Dun Health Centre, to help fund the Kwanlin Dun First Nations Healthy Families Program. This program will help pre-school children and families in Kwanlin Dun by providing health, education and social services. Children who have witnessed violence in their homes, or whose parents are adult offenders, will be referred to the program by police and corrections officials. Families participating in the program will receive culturally appropriate support, information and skills to reduce child abuse, neglect and domestic violence — all factors that may increase a child's risk of becoming involved in criminal activity.

An independent evaluator will rigorously assess the impact of the Kwanlin Dun First Nations Healthy Families Program. The information gained from this evaluation will advance Canadian research and experience on the benefits of early intervention with Aboriginal children in remote, northern locations.

Through the Investment Fund, the NCPC is also supporting similar Healthy Families initiatives in Charlottetown, Prince Edward Island and Edmonton, Alberta. Together, the projects represent an opportunity to test a model of early childhood intervention that has been designed to reduce the factors that can contribute to future criminal behaviour, and to determine its applicability in other communities.

Mobilizing Communities to Prevent Crime

The Government of Canada is also supporting three Community Mobilization Programs in the Yukon. The Victoria Faulkner Women's Centre in Whitehorse will receive \$29,640 in support of its Women's Advocate Project. This project involves making a women's advocate available to help women obtain information on the programs, services and legal options available to them.

Funding of \$23,000 will be awarded to Crime Prevention Yukon for its Supporting Community Development project, which will help communities develop crime prevention and community safety strategies. The project will also provide grants for crime prevention activities throughout the Yukon to enable groups to continue to focus on early intervention and support for families, children, and youth.

Finally, the Community Mobilization Fund will award \$10,000 to F.H. Collins Secondary School for the F.H. Collins Secondary School Conflict Resolution Program. The objectives of this youth-driven project are to: decrease violence, both verbal and physical, within the school environment; provide students and teachers with an alternative to resolving conflicts, in addition to the counselling already provided in the school; and transmit conflict resolution and anger management skills to other community members.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

3.6. Restorative Justice in the Yukon - 1999⁸

Youth Recreation Projects

- Three (3) communities stressed the significant role recreation plays in crime prevention, especially when it concerns youth crime.
 - o It came as no surprise to these community members that crimes committed by youth dropped significantly when their community instituted a recreation project.
-

3.7. Building Community Justice Partnerships - 1997⁹

- Restorative justice goes beyond the detection and conviction of offenders, and focuses on the
 - o deterrence of recidivism;
 - o reparation of the harm caused to the victim; and
 - o integration of the offender back into the community.
 - The impact of a victim's voice on an offender can be compelling.
 - Restorative justice enhances a community's sense of safety by identifying circumstances in the community which contributed to the offence, and determining what can be done to avoid a similar situation in the future.⁸
 - o Strengthening the ability of individuals and communities to take greater responsibility; reconnecting people to positive environments; rebuilding a sense of community; and redressing the underlying causes of crime also result from restorative approaches and contribute to crime prevention.¹⁰
-

3.8. Exploring the Boundaries of Justice: Aboriginal Justice in the Yukon – 1992 ¹¹

Crime Prevention

- No one is surprised by the news that for too long many ineffective approaches in criminal justice have been tried and aboriginal communities are prime examples of the failure of 'band-aid' approaches.
 - o Increasingly, criminologists and government agencies with justice mandates are arguing the futility of focusing exclusively on the 'back-end' of the criminal justice system, despite the reality that most the resources are channeled in that direction.
- Research has indicated clearly that certain types of child-rearing are more conducive to the adoption of deviant behaviours than are others.
 - o Family stress, marital discord, unemployment and poverty and various types of physical and sexual abuse are linked with higher rates of delinquency.
 - o As Skogan notes:
 - Many of the factors that predict later misfortune are school or family related.

⁸ In December 1998, the Minister of Justice tabled a draft discussion paper on Restorative Justice in the Yukon as part of the government's goal of fostering safe and healthy communities. To focus the consultation process, the draft Restorative Justice in Yukon paper and information pamphlets highlighted a number of issues and questions dealing with correctional reform, crime prevention, policing policy, victim services and community and aboriginal justice projects. In May-June 1999, the Minister of Justice, the Commanding Officer of the RCMP and members of their staff visited most of the Yukon communities to hear what Yukon people had to say about the future direction for Justice in the Territory. During the months of July-August 1999, the comments heard at the public consultation meetings were included in "Restorative Justice in the Yukon, Community Consultation Report." Copies of the report were made public.

⁹ Crime Prevention <http://www.gov.ns.ca/just/rj/rj-ibackground.htm>

¹⁰ Stuart, Barry. 1997. *Building Community Justice Partnerships: Community Peacemaking Circles*. Ottawa: Aboriginal Justice Learning Network, Department of Justice.p. 13.

¹¹ Laprairie, Carol, Report to Department, Yukon Territorial Government, First Nations, Yukon Territory, Justice Canada, Exploring the Boundaries of Justice: Aboriginal Justice in the Yukon. September 1992. This document represent two months of fieldwork in the Yukon Territory, the objective of which was to elicit information from First Nation communities and criminal justice personnel about the state of tribal justice (also referred to as aboriginal justice) in the Territory. The methodology involved interviews with First Nations leadership, band managers, NNADP workers and social service personnel, RCMP, judges, courtworkers, correctional officials (including probation) and the collection and analysis of secondary data including police, courts, corrections, and demographic data and criminology and aboriginal justice literature available in 1992.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- They may include poverty and child abuse.
 - Parental factors are very important; later criminality is related to neglect and lack of parental supervision, poor nurturing, family disruption and marital discord and having criminal parents.
 - Doing badly and misbehaving in school is symptomatic of later difficulties.¹²
 - Comprehensive models of crime prevention provide the most promising directions for addressing what many consider a mounting ‘crime’ problem.
 - Bottoms suggests that future crime prevention strategies should include a ‘balanced strategy embracing the situational, the social and developmental.’¹³
 - In this context, the situational refers to ‘cocoon’ type neighbourhood watch schemes whereby opportunity reduction occurs through increased neighbourhood vigilance, and the attempt to develop stronger social networks and social cohesion in the area; and the social to a focus on drugs, alcohol, unemployment and debt problems as revealed in offender reviews.
 - He concludes that community crime prevention appears more constructive and long-lasting if groups pursue a number of objectives rather than just the one objective of crime prevention.¹⁴
-

3.9. A Review of the Justice System in the Yukon – 1986 ¹⁵

- Communities expressed frustration and disappointment in crime prevention measures
 - It was felt that crime prevention was not a major concern of the justice system.
 - They saw alcohol and drug abuse, unemployment, family violence, abuse and neglect, poverty and lack of education as the primary causes of crime.

Lack of Government Coordination

- It was felt there not a coordinated and comprehensive thrust by government to address these ills.
 - The efforts of all levels of government and private agencies will have to be coordinated.
 - At the territorial government level there are at least five (5) departments (Justice, Human Resources, Education, Economic Development and Community & Transportation) whose efforts must be considered.
 - Senior managers in government have pointed out that no effective mechanism for such coordination now exists and that past attempts using interdepartmental committees for such coordination have had, at best, marginal success.
 - Departmental priorities have always taken priority over resource requirements identified by these committees.

Drug and Alcohol Abuse:

- To accomplish a meaningful crime prevention program the root causes of crime in communities must be addressed and in the particular the problem of drug and alcohol abuse.

Recommendations:

- Mechanism be put in to place that will ensure justice related problems spanning the mandates of several departments be addressed and resolved. It is recommended that this coordinating mechanism:
 - Draw its budget and staff for policy and planning resources of existing members
 - Draft policy statements for the review and endorsement of Cabinet
 - Call for programs and projects from departments to meet the policy directives
 - Review the programs and projects to eliminate duplication and identify gaps in programming.

¹² Skogan, Wesley K., 1991, 10, Recent research on Urban Safety Drugs and Crime Prevention in the United States. A Report submitted to the Scientific Committee of the Second International Conference on Urban Safety, Drugs and Crime Prevention. Sponsored by the Forum and Regional Authorities of Europe, the US Conferences of Mayors and the Federation of Canadian Municipalities.

¹³ Anthony E. Bottoms, 1991, 15, “Crime Prevention Facing the 1990s”, Policing and Society, Vol. 1, No. 1

¹⁴ Anthony E. Bottoms, 1991, 13-14, “Crime Prevention Facing the 1990s”, Policing and Society, Vol. 1, No. 1

¹⁵ John Wright and Joanne Bill – A Review of the Justice System in the Yukon, 19 December 1986 – The Government of the Yukon, in response to concerns expressed about the justice system, appointed a panel to review the Justice System in the Yukon.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- Recommend to Cabinet those programs and projects that meet policy directives (Cabinet must make a commitment to consider only those programs and projects put forward by the co-ordinating mechanism).
 - Monitor the performance of departments as they implement Cabinet approved programs and projects; and
 - Develop a technique for keeping in touch with communities and their ongoing needs.
-

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

4.1. Nunavut (Northern) Justice Issues -2000 ¹⁶

Prevention and healing

- Prevention plays a vital role in many of the communities that develop and operate community-based initiatives.
 - In fact, in the literature it is expressed as a key element.
 - In this collection it is clear that prevention can take many shapes, depending on the particular situation and the specific needs of the community.
 - As well, prevention means different things depending on who the intended targets are.
- Some of the issues surrounding this theme include the following:
 - A number of distinctions must be made regarding the role of prevention.
 - First, a different approach is necessary when discussing prevention as **preventing recidivism** and when discussing prevention as literally, the **prevention of criminal activity from starting**.
 - Very different strategies are required of each.
 - A second distinction has to be made regarding the role of prevention for adults and the role of prevention for young offenders.
 - Prevention strategies will be very different for these groups.
 - For adults, prevention often works in tandem with healing. Adults that commit crimes or anti-social actions often need ‘healing’ because their actions were a symptom of an underlying ‘imbalance’.
 - For many youths this may be the case as well, if they have already begun offending.
 - For younger children, however, prevention does not necessarily mean healing, as it does for adults, but rather refers to preventing the youth from engaging in the criminal activity; developing a strategy that addresses the factors that contribute to a youth starting to engage in criminal activities.

4.2. Culture and Recreation Programs as Crime Prevention¹⁷

Role of Organized Recreation on Crime Prevention:

- This article, part of a workshop compendium, examines the impact and role of organized recreation on crime prevention.
 - The participants discuss how it is that recreation and play prevent young children from beginning to engage in criminal activity and supplies diversion for those youths that have already begun.
 - It addresses the Northern environment and speaks to lessons learned

Underlying Themes

- The participants held that the best approach to justice in the North is to help children develop self-esteem and positive community values.

¹⁶ Department of Justice Canada, Research and Statistics Division, by Naomi Giff, Nunavut Justice Issues: An Annotated Bibliography, March 31, 2000, <http://canada.justice.gc.ca/en/ps/rs/rep/rr00-7a-e.pdf>

¹⁷ Allakariallak, Elizabeth and Vera Kameda. “Culture and Recreation Programs as Crime Prevention” in Justice and Northern Families In Crisis... In Healing... In Control. Burnaby: Northern Justice Society, Simon Fraser University, 1994 cited in Department of Justice Canada, Research and Statistics Division, by Naomi Giff, Nunavut Justice Issues: An Annotated Bibliography, March 31, 2000, <http://canada.justice.gc.ca/en/ps/rs/rep/rr00-7a-e.pdf>

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- Recreational programs and a recreational committee are very important, particularly in relatively isolated communities such as Resolute Bay, NWT.
- Recreation and play is integral to developing self-esteem, reinforcing the idea of belonging to a community, and helping an individual learn about themselves – their interests, strengths, weaknesses.
 - Recreation and play also assists individuals to better understand and interact with their environment while reinforcing positive social norms.
- Organized recreation does not just happen; it is not a spontaneous occurrence.
 - It requires organization through planning and consultation so that the resulting efforts are, in fact, fun and pleasurable for the youths.

Findings and Issues addressed in the dialogue

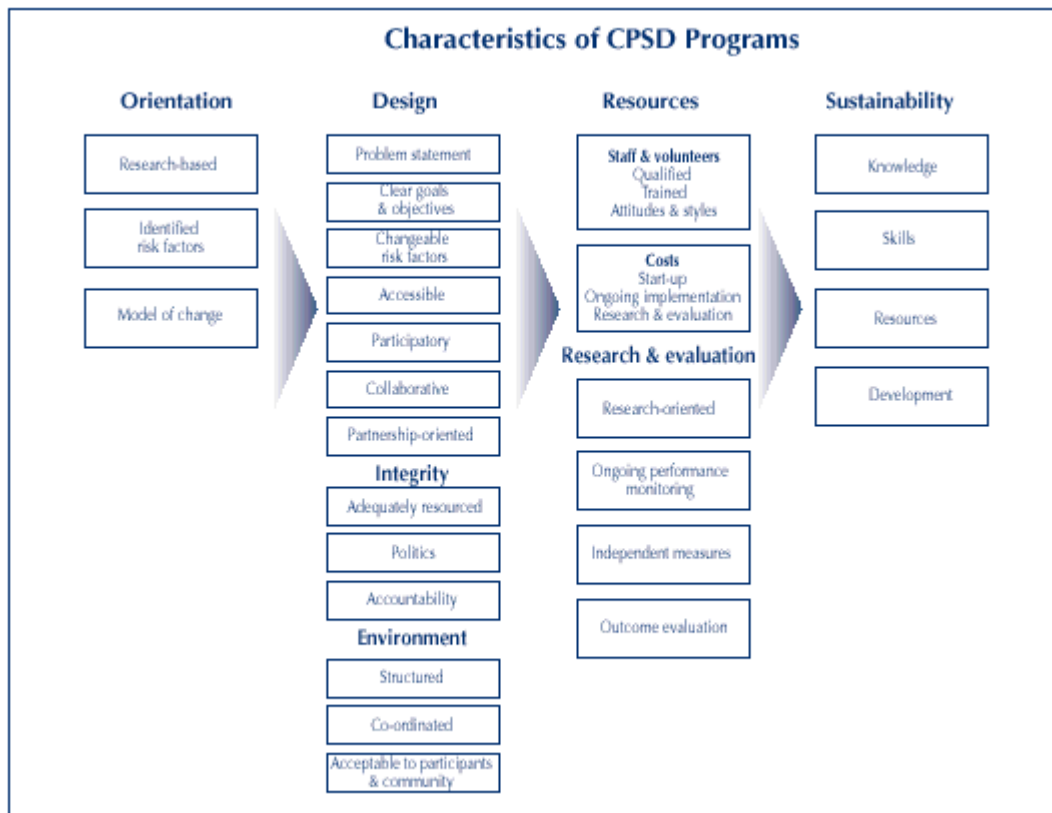
- **The role of organized recreation and positive leisure time activity:**
 - Such activities can operate to prevent the involvement of Inuit youth in criminal or anti-social activity.
 - Organized recreation addresses boredom, thereby preventing crime (often youth admit they committed a crime or an anti-social act because they were bored).
 - It also encourages the development of relationships and a sense of belonging to groups larger than oneself.
 - This instills a sense of responsibility and belonging.
 - Finally, organized recreation teaches children and youths about themselves and their personality.
 - This instills a sense of ownership over one's actions.
- **Games and recreational activities are a part of Inuit tradition:**
 - The participants spoke of many activities that they considered traditional activities.
 - Thumb games, Inuit wrestling, and football with moose skins were some that were mentioned.
- **Activities need to vary:**
 - They cannot be prescribed because they have to reflect the interests of the participants.
 - There has to be an incorporation of the youth's interests within the organized activity.
 - If there is something they want to do, the participants recommend encouraging them and supporting the activity.
 - Some audience members spoke of their surprise when youths wanted to learn martial arts or rap dancing, but they happily put the effort in to provide that activity.
 - The youths have to set the curriculum, otherwise they will not enjoy the activity.
- **Activities taking place:**
 - There are a number of activities going on in many Northern communities that utilize the principles behind this discussion:
 - wilderness camps where the youths learn traditional skills,
 - inter-community sports leagues,
 - drumming,
 - international showcases,
 - white-water canoeing, and
 - snowboarding,
- **Addressing the challenges to utilizing recreation in Northern communities:**
 - There are a number of challenges that must be addressed:
 - Getting people and youths interested is not always easy and low levels of interest in the community have to be overcome.
 - Another challenge is limited resources – human and financial. It is difficult in many communities to find individuals who are willing to organize events, listen to what the kids want to do and try and get that happening in the community.
 - When those individuals are available, there are often limited financial resources to make some of the activities possible. The participant's response to these challenges is to ensure that these activities are owned and developed by the community. The participants stated that if the community owns it, the community would have a desire to be involved and this may address low community involvement.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- Further, although limited funding can be a problem, the participants suggest the community members look to what their particular environment has to offer and plan activities within it.
 - **Cyclical/reinforcing effect of recreation:**
 - These activities have the potential to strengthen the community.
 - By organizing recreational activities for youths, adults and Elders in the community are helping themselves.
 - There are generations of Northerners who were taken from the community and, as a result, lost their knowledge of how to play on the land.
 - By encouraging and facilitating the activities for children, they too are being (re)taught how to play.
-

5. Relevant Documents, Studies and Practices – Other Canadian

5.1. Crime Prevention Through Social Development¹⁸



5.2. Crime Prevention Projects Benefiting Victims¹⁹

- This section provides specific information on each of the crime prevention projects benefiting victims of crime. Information describing the project, the organization that delivers it, the contact person and how to reach him/her is available for all projects. In some cases, additional information may be available such as pictures, reports, articles, etc.

¹⁸ National Crime Prevention Centre, Crime Prevention Through Social Development, <http://www.crime-prevention.org/english/publications/index.html>

¹⁹ Government of Canada's National Strategy on Community Safety and Crime Prevention <http://www.crime-prevention.org/english/crime/victims/index.html>

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

5.3. Sustainability²⁰

Executive Summary

This project explored how lessons learned from research on sustainability in the areas of the environment, economy and social justice could inform crime prevention policy and practice. It includes a brief historical overview of the emergence of the concept of sustainability as well as a discussion of how concept is defined and used in the environmental, economic, development and health fields. Key concepts that underlie sustainability are also examined. These include community, community capacity, community capacity building, and community-based and social development.

The concept of sustainability is drawn from the sustainable development literature. It provides an holistic and multidimensional framework for analysis. Rather than a traditional project-focus, sustainability provides both a conceptual framework for addressing issues of concern (e.g., health, education, crime) and a corresponding set of criteria to inform practice. It requires an understanding of the links among criminal activity, poverty, unemployment, and the overall health and well being of citizens within a community context. For some, sustainability depends upon the continued availability of resources (financial, staff, volunteers, etc.) and the willingness of various participants to supply these. For others, however, the concept addresses more fundamental social processes that reflect the incorporation of particular social practices into the “folkways” (the social norms) of a community.

The environmental movement of the late 1960s introduced the idea of sustainable development. At that time, economic development was seen as a way of addressing both local and global problems. However, environmentalists and others began to realize that economic activity alone failed to meet the social, political and economic goals that were linked to development. There was also a growing public awareness and concern over the irreparable harm caused by unbridled economic growth and the implications that this had for future generations.

The project-oriented approach, which characterized economic development models in the post-war period, was non-integrated, isolating economic activity from the surrounding world. It was also hierarchical reflecting *top-down* decision-making and culturally/locally insensitive (ignoring the role of culture and local interests in implementation and in achieving successful development). The recognition of the interdependence among the economy, the environment and the human condition formed the basis of the sustainable development approach. It incorporated three basic concerns, which have come to be known as “the three E’s”: 1) environment, 2) economy, and 3) equity.

From its roots in the sustainable development literature, the concept of sustainability has evolved to become equated with a philosophical approach to social change that seeks to achieve a variety of positive ends. As such, it offers numerous insights about how social problems, such as crime, might be addressed more successfully.

In the broadest sense, sustainability refers to the ability to maintain a particular set of practices and activities given a particular set of human and material conditions. In the context of sustainable development, however, sustainability is a totalizing concept focusing not on a particular activity or practice but on an approach that is holistic, integrative, and non-hierarchical.

When the concept of sustainability is applied to communities and community-based problems, ‘development’ is often reconceptualized as ‘community development’. A key issue then is defining community. Community is a nebulous term. It can refer to geographic, historic, and cultural entities. Perhaps the most common use of the term ‘community’ is as a geographic region — cities, towns, villages. These are typically also administrative centres with some form of centralized (group) decision-making responsibilities. However, social research frequently focuses on subdivisions of the geographic

²⁰ Jamieson, Beals, Lalonde and Associates Inc., Sustainability.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

communities – neighbourhoods. An additional definition of community is a ‘community of interest’ in which disparately located individuals share common values, beliefs, and practices.

Different definitions of community result in disparate approaches to decision-making. For example, defining community as a geographic entity often results in *top-down* decision-making. Under a sustainable development framework appeals to community are more complex. The common feature is that the identification of problems is undertaken at the local community level. This necessitates a *bottom-up* (community-based) decision making process.

In as sustainable development context, community development refers to broad-based change for the benefit of all community members and is based on the philosophical argument that more developed communities are better able to meet the needs of their citizens. They have more established and accessible assets (both hard and soft) and the ability to mobilize these assets to meet their changing needs (self-sufficiency). Community development has come to reflect the ability to build the necessary capacity within a community to identify and respond to problems on an on-going basis. This has resulted in the emergence of a new concept - community capacity building.

Community capacity is the ability of communities to recognize needs and to respond to them by mobilizing human, economic, state, and social resources. One frequently cited definition of community capacity considers community assets as opposed to deficits. It is important to understand that building capacity is NOT the same as achieving community development. Community capacity building sets the stage for sustainable activity but achieving community development requires the mobilization of a community’s assets.

How do we sustain social development when the issue is crime prevention? Crime prevention through social development assumes that more developed communities (more hard and soft assets) and communities with more capacity (a greater ability to mobilize their assets to respond) are healthier and safer places to live. Crime prevention through social development is an approach to crime prevention that is consistent with the holistic philosophy underlying sustainable development.

The application of a sustainable development philosophy to issues such as crime prevention must include a consideration of the following three key questions:

- Is this a project focused approach (non-sustainable) or a philosophy about how to act (sustainable)?
- Is the approach *top-down* and vertically integrated (non-sustainable) or is the approach *bottom-up* and horizontally integrated (sustainable) with vertical linkages?
- Is the approach to treat communities as pre-determined and singular entities (non-sustainable) or does it view communities as diverse and potentially divided and dynamic entities?

Further, in the area of crime prevention there may be special challenges to achieving sustainable community development. First, there are clearly mandated roles for criminal justice system agencies such as the police that may pose barriers to particular kinds of community-based initiatives and to efforts to engage particular communities of interest. Second, a number of authors have also been concerned with the tendency to “romanticize ‘the local’”. Third, while the recognition of diversity offers a more holistic approach to problems and problem solving in communities, it may also require the management of considerable conflict. Fourth, sustainable community development requires extensive planning and sufficient time for activities to unfold since building community capacity is often a protracted and on-going process. Simply put, community development takes time, patience, and resources. Finally, there may be tensions between what a community defines as an appropriate or desirable response to issues of crime prevention and the costs this response may have for individuals (e.g., curfews for teenagers).

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

A concern related to community capacity building addresses the manner in which capacity can be built. For example, the benefits of increasing hard assets are visible and their impact is easy to ascertain. In contrast, soft assets which require education, funding, information, facilitation, support, leadership and forums to exchange insights and experiences are less visible and their impact is more difficult to determine. There is no guarantee with soft assets that will remain in the community or be accessible in the future. Furthermore, the greatest untested claim is that once community capacity or 'civic-engagement' is developed, it will continue. Is this true? There may also be conflicts between what is "needed" by communities and wider concerns that the state represents.

There are a number of issues of particular concern for policy makers interested in community-based, sustainable development. First, the use of the concept of community within a policy framework is quite complex and understudied. As a policy instrument, community has functioned on several levels. First, community-oriented action represents an alternative, or a means to react against an unsatisfactory status quo. Second, community can be an operational device for determining the locations and service areas. Third, community may be defined as a target of intervention. Fourth, community can serve as a setting for service delivery. Finally, the concept of community can provide an ideological framework for legitimizing diverse systems changes. Thus, policymakers must begin to define community as a policy instrument within the context of a sustainable crime prevention approach.

A second issue of interest to policy makers employing a sustainable community development approach is the need to reconsider time frames. Policy initiatives must allow sufficient time for the mobilization of communities. However, a consideration of how to integrate uncertain time frames into policy initiatives remains un-addressed and requires serious attention. Next, there is also a concern with defining the role of the state in sustainable community development. One key concern is that shifting toward a community-based approach will result in the downloading of responsibility to local communities. This definition of the role of the state includes a need to address the delineation of responsibility among the federal, provincial, territorial, and municipal governments.

Finally, one of the primary concerns in achieving sustainable community development programs is with the tools and techniques available to communities, organizations and governments to implement and assess sustainability. While a variety of tools and 'best practices' are available, the need to be sensitive to local needs, interests and solutions requires caution in developing an effective community-based response.

5.4. The Criminal Justice System: Significant Challenges – 2002 ²¹

- **Changing the boundaries of the system: Community safety and crime prevention.**
 - The government is undertaking new initiatives such as community safety and crime prevention programs, restorative justice, and diversion programs.
 - Solicitor General Canada told us that the point of these programs is to keep offenders out of the criminal justice system where appropriate, reduce caseloads and numbers of incarcerated offenders, and ultimately reduce the crime rate.
 - The Department of Justice told us that these are long-term approaches to deep-rooted causes of crime.
 - The government began fairly recently to fund crime prevention programs because of concerns about the effectiveness of the criminal justice system.
 - In 1993, the House of Commons Standing Committee on Justice and the Solicitor General issued *Crime Prevention in Canada: Towards a National Strategy*.
 - The Committee concluded that the traditional "police, courts and corrections" approach to crime is not effective at reducing future risks and promoting community safety, for the following reasons:
 - It fails to cope with the amount of crime. An unknown number of crimes go undetected and many known crimes go unreported.

²¹ Office of the Auditor General of Canada, The Criminal Justice System: Significant Challenges, Chapter 4, April 2002, <http://www.oag-bvg.gc.ca/domino/reports.nsf/html/0204cc.html>

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- It fails to identify many criminal offenders and bring them to justice.
- It fails to rehabilitate most offenders.
 - Even if correctional programs were to rehabilitate all offenders sentenced to prison, the impact on crime would be only marginal because the prison population does not include all offenders.
- It fails to address the underlying factors associated with crime.
- The report concluded that a "collective response to crime must shift to crime prevention efforts that reduce opportunities for crime and focus increasingly on at-risk young people and on the underlying social and economic factors associated with crime and criminality."
- The government has allocated about \$384 million for the 10-year period ending with 2004-05 to carry out its National Strategy on Community Safety and Crime Prevention.
 - About 70 percent of that amount is for grants and contributions to the Safer Communities Initiative, which includes the Business Action Program on Crime Prevention, the Crime Prevention Investment Fund, the Crime Prevention Partnership Program, and the Community Mobilization Program.
 - At the same time, other federal criminal justice agencies have incorporated crime prevention into their activities.

5.5. Restorative Justice - A Program for Nova Scotia - 2001²²

Crime Prevention²³

Restorative justice goes beyond the detection and conviction of offenders, and focuses on the deterrence of recidivism; reparation of the harm caused to the victim; and integration of the offender back into the community. The impact of a victim's voice on an offender can be compelling. Restorative justice enhances a community's sense of safety by identifying circumstances in the community which contributed to the offence, and determining what can be done to avoid a similar situation in the future.⁸ Strengthening the ability of individuals and communities to take greater responsibility; reconnecting people to positive environments; rebuilding a sense of community; and redressing the underlying causes of crime also result from restorative approaches and contribute to crime prevention.⁹

5.6. Sentencing Aboriginal Offenders -2001²⁴

R v. Gladue (1999) hit the front page of the Globe and Mail as the seminal case on sentencing Aboriginal Offenders. ... The Supreme Court of Canada in Gladue bluntly acknowledged the discrimination within the judicial system toward Aboriginal people and their over-representation in Canadian penal institutions, noting [that] "the excessive imprisonment of Aboriginal people is only the tip of the iceberg insofar as the estrangement of the Aboriginal people from Canadian justice is concerned."

The event giving rise to this analysis of the plight of Aboriginal people was proclamation of section 718.2(e) of the Criminal Code of Canada. This new legislation urges sentencing courts to consider "all available sanctions other than imprisonment ... with particular attention to the circumstances of Aboriginal offenders." ... The value of restorative justice was underscored because "the prevention of crime as well as individual and social healing cannot occur through other means."

²² Restorative Justice - A program for Nova Scotia, Update 2001, <http://www.gov.ns.ca/just/rj/rj-update.htm>

²³ <http://www.gov.ns.ca/just/rj/rj-ibackground.htm#whatisit>

²⁴ Correctional Services Canada, Marian Bryant, Restorative Justice Week 2001 Giving Voice to Hope Spiritual Resource Kit, http://www.csc-scc.gc.ca/text/forum/restore2001/spiritualresources/toc_e.shtml

5.7. Manitoba Aboriginal Justice Implementation Commission – 2001²⁵

Crime Prevention through Community Development

The previous section of this report addressed the Aboriginal Justice Inquiry recommendations that focussed on reforming the justice system in Manitoba. The AJI recommendations provide the framework for a community-based, restorative justice system. Action on those recommendations will improve the efficiency and legitimacy of the justice system. However, while such reforms are necessary, they are not sufficient to end Aboriginal overrepresentation in the justice system. The roots of overrepresentation are not found only in the justice system, but in the broader social setting, and will require concerted action from all three levels government in Canada.

There is much that is wrong with the way the justice system treats Aboriginal people. Involving more Aboriginal people and communities in that system, and moving that system from its current focus on punishment towards a restoration of social balance will make a difference. But it will not bring to an end the problems that Aboriginal communities have with crime. Aboriginal people are not only over-represented as offenders in the justice system, they are over-represented as victims. A long-term goal must be to reduce the victimization of Aboriginal people. This means a greater focus on crime prevention measures in Aboriginal communities. Crime prevention requires commitment to improve a wide range of social factors, to focus on the roots of social disorganization rather than on the symptoms of that disorganization, and to nurture and strengthen families, young people, and communities.

The justice system is reactive. The changes proposed in this section are preventive. They build on people's strengths and encourage community building. And, at the same time, they recognize that Aboriginal people who are at risk of becoming involved in crime often face multiple problems: racism, domestic violence, community violence, poor access to health care and education, inadequate housing, and limited employment options. These problems generate hostility, stress, and demoralization, and can lead to criminal behaviour. A successful crime prevention approach will address all these issues in a coordinated fashion.

Crime Prevention

The Aboriginal Justice Implementation Commission has adopted a broad view of crime prevention. On one level, crime prevention involves reducing the number of opportunities for crime to take place. This is often referred to as situational prevention, since it addresses specific situations. It can include community patrols, security systems, and the engraving of social insurance numbers on property. These are all measures that make crime targets less vulnerable. These strategies have most of their impact on preventing property crime, not crimes of violence.

The federal government has adopted a "safer communities" approach to crime prevention. In response to the 1993 *Report of the Standing Committee on Justice and the Solicitor General*, the federal government established the National Strategy on Crime Prevention and Community Safety. As part of this strategy, the government is funding the National Crime Prevention Centre (NCPC). The NCPC has supported hundreds of crime prevention programs across the country, including community-based solutions to problems that contribute to the victimization of Aboriginal persons.

Other crime prevention strategies seek to reduce the number of offenders, through a greater focus on community and social development. These programs focus on early childhood education, parental skills training, and youth employment. Because the problems are multi-faceted, strategies to reduce crime must also be multidisciplinary and well coordinated. It will require significant policy attention in the areas of education, child welfare, childcare, housing, health care, employment standards, and economic development. It will also involve considerable community input--indeed, these policies cannot succeed in the long run if they do not result in the creation of strong families in strong communities.

²⁵ Commissioners: Paul L. A. H. Chartrand, Wendy Whitecloud, Elders: Eva McKay Doris Young, Manitoba Aboriginal Justice Implementation Commission Final Report 29 Jun 2001, http://www.ajic.mb.ca/reports/final_toc.html

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

Social development programs can reduce the number of offenders in society by addressing those factors that put a person at risk of becoming an offender. These programs address home and family life, education, training, employment, housing, and recreation. These programs are often targeted toward young people because:

- Early childhood experiences play a significant role in determining adult behaviour.
- Young people 15-19 are the group at greatest risk for committing crime.
- Most adult criminals began their criminal careers as youth.
- Young people may be most amenable to intervention.

Those who are at the greatest risk face the greatest number of risks. To have an impact, the social development programs must be substantial. They must address the young person's specific needs and the person's environment (parents, schools, community). Short-term programs have, it appears, only short-term impacts.

The next three chapters look at three crucial elements in a long-term crime prevention strategy: the need for strong families, for strong, confident young people, and for strong communities. While the focus is on young people because there is clear evidence that money spent on early years' education decreases the likelihood of a person's coming into conflict with the law, the AJIC recognizes that families, young people, and community are all interconnected. For example, while this report discusses employment and income policies under the heading of "community", the AJIC recognizes that decent incomes and secure jobs take the stress off families and provide young people with better home lives. In short, in order to raise young people who are going to have the skills and abilities and life choices that steer them away from conflict with the law, we need to look at those factors that affect child development. These are the family, the school, and the community.

The AJIC has the following over-arching goals for each of the following chapters.

Strengthening families involves:

- promoting healthy babies
- improving parenting skills
- increasing family cohesion
- preventing child abuse and neglect
- reducing aggressive behaviours
- enhancing children's intellectual and social development

Strengthening young people involves:

- providing support and guidance to vulnerable adolescents
- providing educational programs that keep young people at risk in the school system
- assisting young people who are at risk to successfully make the transition from school to work
- improving school outcomes and fostering pro-social behaviour

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- increasing social skills and reducing aggressive behaviour
- preventing youth homelessness

Strengthening communities involves:

- developing income policies that ensure that children grow up in families that can meet their developmental needs
- developing employment policies that provide meaningful work at wages that ensure that children grow up in families that can meet their developmental needs
- developing policies that reduce social inequality

Research indicates that these policies will be most effective if they are implemented on the basis of the following principles:

Comprehensiveness:	Programs should address the needs of the child, the family and the community.
Accessibility:	Programs must actively reach out to ensure that all targetted families have the ability to participate.
Proactive:	Programs must target children who are at risk of coming into conflict with the justice system.
Integrated:	Programs should bring together social service, education, and health care services.
Community driven:	The design, allocation, and delivery of programs should rest with community authorities.
Quality:	There should be provincial standards of practice.
Accountability:	Evaluation is an important component of crime prevention programming and must be encouraged in a provincial strategy. There must be ways of ensuring that funds go to services.

These principles should be borne in mind as a part of any community development, crime prevention strategy.

Aboriginal organizations are well aware of the need for action in these areas. They are also aware of the fact that previous efforts in these areas have failed to achieve their goals, or have hurt, rather than assisted, Aboriginal communities because they were controlled and administrated by non-Aboriginal agencies, their impacts were diffused due to the existence of multiple agencies, they were under-funded, or they became enmeshed in inter-jurisdictional conflicts. These problems remain and are best resolved by ensuring that these initiatives are properly resourced, and support Aboriginal communities in developing, controlling, and delivering adequate and appropriate services to their own people.

5.8. Law, Justice, And The Community -2001²⁶

The National Crime Prevention Strategy

Lynn Smith, Member Policy Review Committee Canadian Criminal Justice Association

Mr. Howard Sapers, Member of the Board of Directors, Canadian Criminal Justice Association (CCJA), moderated this sub-plenary that addressed the development of the National Crime Prevention Centre (NCPC), and evaluated the process and programs that are a result of implementing a National Strategy to prevent crime.

²⁶ Report on the 28th Canadian Congress On Criminal Justice, June 20 - 23, 2001/20 Halifax, Nova Scotia Law, Justice, And The Community, hosted by the Canadian Criminal Justice Association: <http://home.istar.ca/~ccja/angl/report.html>

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

Mr. David Gates, Executive Director, NCPC, provided a history of the NCPC, and described the philosophy or foundation for policies and programs presented through this initiative.

Mr. Robert Paiement, Consultant and Member of the Board Directors, CCJA, described a national project undertaken by CCJA and funded by NCPC. Mr. Paiement described a series of forums conducted in communities across Canada. These forums brought attention to a multiplicity of issues and recommendations that culminated in a “Final Report” made to the NCPC. A “Tool Kit” has also been developed to assist communities in their efforts to realize this National Strategy.

Ms. Patti Pearcey, Executive Director, British Columbia Coalition for Safer Communities, and Ms. Ann Sherman, Executive Director, Community Legal Information Association, Prince Edward Island NCPC, Charlottetown, PEI, and Member of the Advisory Council, CCJA described in detail their experience with the NCPC in different regions of the country, their observations of impediments to the successful realization of goals, and the changes that they envision will improve programs and policies directly related to the National Strategy.

This sub-plenary ended in a structured session and discussion in breakout groups. This latter process demonstrated the positive consequences achievable through a “grassroots” approach. Empowering diverse community groups tasked with considering myriad problems will present a range of appropriate solutions. The evolution of the NCPC, and development of a National Strategy for crime prevention is proof of the recognized merit in this methodology.

The first speaker, Mr. David Gates, described the mandate of the NCPC as “supporting communities to reduce crime by developing safer places to live, work, and play.” Consequently, the National Strategy’s primary focus is on “crime prevention through social development (CPSD).” This approach recognizes the complex social, economic, and cultural processes that contribute to crime and victimization. The NCPC seeks to address the underlying factors that influence people to commit crime. Risk factors, including poor parenting skills, domestic violence, poverty, poor school performance, delinquent peer association, and drug abuse, are all targets for NCPC programs. As a prosecutor in northern Canada in the early part of his career, Mr. Gates described witnessing individuals who were processed through the criminal justice system. Had there been intervention programs in place to ameliorate the hardships and attitudes that influenced their criminal behaviour, these individuals may arguably have chosen a different path. Mr. Gates described the need “to do things differently, if we were ever going to really solve the problem.”

Since its inception in 1994, the NCPC has evolved through different phases, each phase guided by the input and ideas of various partner groups and stakeholders. This grassroots approach to programs and policies has produced highly developed projects founded in core principles of social development that are known to prevent crime. The belief and optimism surrounding the National Strategy is derived from an emphasis on working directly with communities to bring about real change. In this respect, program implementation is sensitive to the multi-cultural and diverse nature of communities across Canada. The NCPC has partnered with all levels of governments, with international organizations such as the “International Centre for the Prevention of Crime”, and with the voluntary sector. Community groups included in this initiative involve various youth serving agencies, police forces, recreational and cultural organizations, the private sector, educational institutions, and professional associations. Information sharing, research and evaluation of activities executed by the NCPC, in the community and on a global scale reinforce the federal government’s role as catalyst and facilitator in the search for best practices in crime prevention.

Mr. Gates described three programs (The Crime Prevention Investment Fund, the Partnership Program, and the Business Action Program on Crime Prevention) presently funded by the NCPC that specifically address the need to increase our knowledge, research and practice in key areas. These include, but are not limited to, issues of victimization (women and seniors), and private sector involvement in crime prevention.

The National Strategy is a small, yet strategic investment (\$32 million each year, or \$1 per Canadian). Mr. Gates believes that crime prevention is both effective and cost-effective and that our knowledge of “what works” deserves to be shared

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

with all Canadians. Workshops, articles, fact sheets, and the cross-country forums recently concluded are all examples of the priority placed upon public education of the NCPC. Long-term, sustainable results can only be achieved if they involve all levels of government. Re-shaping the infrastructure of the NCPC to involve the regional offices, linking funding decisions for programs, separating the Crime Prevention Investment Fund from the Research team, and separating the Crime Prevention Partnership Program from the Policy team are all improvements made recently to the NCPC.

The next speaker, Mr. Robert Paiement, described the themes, issues and recommendations that arose from the Forums recently conducted on behalf of the NCPC. From January 2000 through January 2001, there were a total of seven NCPC Forums held in different Canadian cities. The locations included Burnaby, BC, Calgary, AB, Winnipeg, MB, Sudbury, ON, Québec City, QC, Cornwall, PEI, and Gander, NF. Mr. Paiement elaborated upon the Manitoba and Calgary Forums as examples, and described the content of the Final Report and Tool Kit. These resources will be indispensable for communities' analyzing and implementing policies and programs of the NCPC.

The objectives that these regional forums sought to address included exchanging information (skills related to multi-disciplinary community initiatives, programming, tools and networking amongst community service providers), a review of best practices in crime prevention programming (including innovative research), and exploring practical strategies that would address the problems faced by community-based organizations.

There were many themes common to all regional forums including the need to educate and communicate the current state of knowledge (about risk factors associated with crime and anti-social behaviour), as well as the need to develop local responses to crime that are improved and effective in meeting community concerns.

These forums were themselves educational and a useful opportunity to dispel myths. The reality, according to NCPC research, is that crime is decreasing, communities are making significant progress in crime prevention and social development programs, and communities of all sizes have a significant role to play and a responsibility in implementing this National Strategy.

Mr. Paiement described some of the recommendations included in the Final Report presented to the NCPC. These forums provided evidence that we need to develop mechanisms ensuring best practice information sharing and feedback on programs and operations. This may be accomplished by dedicating a news group or national forum posted on an Internet site. Other changes recommended were the availability of committees or regional round tables that may act as advisory panels for local groups activities, further developing a National Strategy (accompanied with funding guidelines), and establishing structures to facilitate partnerships amongst the voluntary sector and different levels of government.

The "Tool Kit" includes important and practical reference material that addresses issues such as the following:

- Who is responsible for crime prevention?
- Who should be involved in confronting the problem?
- What should be done first?
- How can key partnerships be set up?
- What are the risk factors, from a social development point of view?
- Who are the people or groups at risk, from a social development point of view?
- How can we ensure continuing funding and sustainability?

The next speaker, Ms. Patti Pearcey, attributes significance to the Horner Report of 1992/1993 as setting the tone, and ultimately directing the creation of the NCPC. The Horner Report and the NCPC are positive steps towards social change when considering their process and content. Both involved the government listening to community voices in stating what the problems are, and how best to resolve them. There is methodologically concise research and evidence of crime prevention programs working when they are grounded in social development ideology. As well, Ms. Pearcey points to statistics available for criminal justice processes of other countries that have proven not to work at reducing crime (i.e. USA 'Law & Order' practices).

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

Ms. Pearcey cited some international standards to which Canada must strive to attain, and regards any mistakes made thus far in realizing the National Strategy as strengths provided that we learn from these important lessons. Attributing greater importance to the evaluation component of crime prevention programs is one such example (i.e. DARE program). Ms. Pearcey regards sustainability as a main issue for the NCPC.

Building and maintaining infrastructure throughout the country is essential in order to ensure the evolution and adherence of a National Strategy. Focusing on expanding the training and education resources available to all communities is another issue of concern. Some of the obstacles to change include involving different community groups who traditionally may not be invited to participate. In this respect, the responsibility for developing and implementing crime prevention programs at the local level must be viewed as shared, not privileged. Ms. Pearcey recommends that the NCPC consider focusing more attention and disseminate more information in the areas of victimization and discrimination of women, youth, and minority groups.

Ms. Ann Sherman described her experiences as a member of the Joint Management Committee (JMC), the body under the NCPC responsible for review of proposals and allocation of financial resources under the Community Mobilization Program. Ms. Sherman recounts the initial problems sorting through the vast number of proposals received and the unfortunate lack of an assessment system.

In addition to clearly establishing partnerships and infrastructure amongst their organization and federal, provincial/territorial and municipal governments, lessons learned included the need to define and communicate the meaning of “crime prevention through social development.” Suggesting to community groups the advantage of forging new partnerships with other organizations, and familiarizing groups with the legitimacy of this application process were challenges faced initially by the JMC. Efforts to eliminate these problems included accepting letter proposals rather than the more technical traditional and lengthy proposals, assigning a coordinator to work closely with the community group during the project development phase, concentrating on strategic planning and developing a work plan, and devising a ‘collaborative game’ in which various funded groups are gathered to hear from each other about their respective crime prevention activities and to discuss potentially partnering or combining their efforts.

A video presentation called “Out of the Shadows” documented the use of theatre as a teaching tool for people with intellectual disabilities. This video demonstrates how a small amount of funding to a community group can be translated into a powerful tool for change, a tool that is focused on prevention and the root causes of crime.

Despite these improvements and changes made to CMJ operations, Ms. Sherman has some lingering concerns. Challenges that remain include the following: the long-term expectations for many crime prevention programs make evaluation difficult; linking crime prevention to social development in some cases serves to criminalize or skew some human conditions, and small short-term project funding leads inevitably to dependence, rather than the goal of sustainability. In today's world where core-funding is a rarity, community groups have to develop projects in order to maintain their basic services. This is especially true of groups that deal with less popular clients such as young offenders, single parent families, and families receiving financial assistance.

Ms. Sherman addresses the issue of “Building Capacities.” She praises our achievements in assisting individuals and groups to articulate and write fundable proposals. However, support is still required for these community groups as they work through their projects. Many of the PEI-funded projects surpassed the time anticipated due to chronic underestimation of the work and time required. The nature of community development has not always been understood and the work itself is a struggle. Ms. Sherman predicts that the additional administrative support in PEI will enable Community Coordinators of the CMJ to spend more time in the field supporting groups and helping with problem solving. This optimism is combined with strategic direction and dedication in all activities in order to achieve crime prevention through social development.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

The themes and ideas presented by breakout group discussion included the issues of education, sustainability, and engagement. The NCPC needs to communicate definitions, terms, and resources consistently, instead of assuming that there is only one interpretation within diverse Canadian communities. There is a need to develop infrastructure such that satellite groups sharing similar mandates and challenges can communicate and learn from one another. Increasing the communication of positive aspects of communities and successful interventions effecting crime prevention programs is essential to transmit the message that “we know what works”.

Related to this idea is a need to commit continuous, strategic funding, rather than the piecemeal approach that inherently supports the notion that we don't have confidence in the viability of crime prevention. NCPC is a facilitator and catalyst responsible for engaging other initiatives outside of the realm of criminal justice in this National Strategy. We must strive to borrow from international examples that approach crime prevention in a holistic fashion. Thus we must involve health, education, welfare, and other important stakeholders in Canadian society. All community members have an important perspective and role to contribute if we are to realize this National Strategy.

David Gates, Executive Director National Crime Prevention Council

I'm pleased to have this opportunity to update you on the work of the *National Strategy on Community Safety and Crime Prevention* and to participate in this forum on sustainability.

For those of you who aren't familiar with what we do, and I suspect that most of you are, our role, simply put, is to support communities to reduce crime by developing safer places to live, work, and play. Traditional responses to crime have typically been reactive in nature—we arrested, sentenced, incarcerated, and attempted to rehabilitate offenders after crimes were committed. While these services remain integral, we know that they are not particularly effective in preventing. To truly prevent crime, we must deal with the underlying factors that can influence people to commit crimes in the first place.

The *National Strategy's* primary focus is on “crime prevention through social development” or “CPSD.” It's an approach that recognizes the complex social, economic, and cultural processes that contribute to crime and victimization. CPSD strengthens the bridge between criminal justice policies and programs, and the pro-social development of individuals, families, and communities. In addition, CPSD generally focuses on the risk factors that contribute to crime and victimization; things like poor parenting skills, domestic violence, poverty, poor school performance, delinquent peer association, and drug abuse.

I can tell you from personal experience how important this is. I spent the first part of my career as a prosecutor in the north - in the Northwest Territories and Yukon - and one of the lessons that I learned was that so many of the people that we “processed” through the criminal justice system were not, to borrow on a movie title, “naturally born criminals.” They committed crimes for a host of reasons, in keeping with the risk factors I just mentioned. It seemed such a great loss of human potential and no more so than when it concerned young people. It frustrated me to see the same kids in our courts over and over again. And it implied that we needed to do things differently if we were ever going to really solve the problem.

So, after twenty years at the “back-end” of the criminal justice system, I find myself working with the *National Strategy on Community Safety and Crime Prevention*, helping to provide that pro-active approach to crime reduction that we were looking for back then and that we still need today.

The *National Strategy* has accomplished a great deal since it was first launched in 1994, and augmented in 1998 with, among other things, a grants and contribution program. In the past three years, over 1,700 crime prevention projects have been supported throughout Canada.

These projects are not only making a difference in communities, but are also making a difference in the way we work. The National Crime Prevention Centre is an evolving organization, grounded very much in a bottom-up

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

approach. To that end, the direction we take - and the manner in which we organize ourselves – are informed by the work of our project partners, which include stakeholders like the CCJA.

So let me speak about where we have been, where we are, and where we hope to go.

I spoke of partnerships. They are the central tenet of the *National Strategy*, and the lynchpin to the question of sustainability. The *National Strategy* is widely supported, particularly because of its emphasis on working directly in communities to bring about real change. Indeed, partnerships with all levels of governments and with the voluntary sector help reinforce the federal government's role as catalyst and facilitator.

Notable among our partnerships are those with provincial and territorial governments. Since 1998, we've established working agreements with every province and territory. The protocol arrangements established with them to co-manage the delivery of our Community Mobilization Program put into practice the principles of the Social Union Framework Agreement. In doing so, they provide tangible evidence of the ability of the federal government to work in partnership with the provinces and territories on issues of mutual and overarching concern.

Another dimension of our relationships lie beyond Canada's borders. I actually flew here from France last night, having just attended a meeting with members of the International Center for the Prevention of Crime. Canada is a charter member of this organization and is emerging as a crime prevention leader on the world stage, particularly in our emphasis on crime prevention through social development. And the global information-sharing that is fostered by the International Center is invaluable to our search for best practices for crime prevention here at home.

The last, but certainly not the least, of our partnerships are the ones we've forged with community groups. They include youth serving agencies, police forces, recreational and cultural organizations, the private sector, educational institutions, professional associations, and many more. The information that we are sharing internationally (and within government) is built upon what we are learning from these organizations.

One of the most appealing aspects of our work is the ability to provide these groups with the tools they need to make their projects succeed. Our Crime Prevention Partnership Program helps to develop tools that can be used to facilitate community participation in all crime prevention. To date, this fund has supported 70 separate projects with organizations across Canada, including, of course, the CCJA.

Robert Paiement will speak to you at greater length about your projects, but for now I will just say that they are compiling much needed information that will help communities from coast to coast to more efficiently implement their crime prevention projects. When combined with the research and evaluation work being undertaken by the NCPC, your efforts will give us a better understanding of the ways we can encourage communities to sustain their crime prevention efforts.

With each project we support, the NCPC comes closer to becoming Canada's centre of expertise in the field of crime prevention. The key to achieving this goal is to continue investing in research and gathering information to guide policy and program development. As an example, the *National Strategy* is currently developing a costing approach to crime prevention projects that will help to assess each intervention, its costs, and its actual impact on crime and victimization. This approach will help us achieve the greatest impact for the money we spend.

Our growing stewardship of crime prevention can also be seen in the changes undertaken in two of our funding programs. The Crime Prevention Investment Fund and the Partnership Program, which I spoke of moments ago, have issued calls for proposals for new projects. The themes are "victimization of women" and "victimization of seniors" - two priority areas of concern for the *National Strategy*. These calls are the result of our better understanding of specific gaps in knowledge, research, and practice. It is our hope that the tools that emerge from these proposals will help to fill those gaps.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

While speaking of programs, I should mention the Business Action Program on Crime Prevention. This program encourages the private sector to become active leaders and resources in community crime prevention efforts. The program is led by the Business Network on Crime Prevention - a group of private sector associations that are actively working to prevent crime. Their task is to encourage a greater level of commitment on the part of the business community in Canada to deal with community safety and reduce victimization.

Here in Nova Scotia, it has supported GPI Atlantic, which is a non-profit research organization that is measuring the quality of life in this province and creating an index of sustainable development activities. Recently, GPI Atlantic published a study entitled *The Cost of Crime in Nova Scotia*, which found that crime costs Nova Scotians 1.2 million dollars per year (or \$3,500 per household).

We all know that crime carries a heavy burden. In total, the federal and provincial governments spend 10 billion dollars each year on police, courts, and corrections. While a dollar figure cannot readily be placed on the personal costs of crime, we know that victims and their families pay heavily in too many ways. More broadly, crime, and the fear of crime, rob us of our freedom and diminish our quality of life. By comparison, the *National Strategy* is a small, yet strategic, investment - it costs only 32 million dollars per year, or 1 dollar per Canadian.

And the emphasis is on strategic. These investments must reap benefits beyond the communities where they are at work. Crime prevention is an effective and cost-effective solution to crime that deserves to be shared with all Canadians. One of the challenges of working in a new field, such as crime prevention, is to help people understand the nature of our work. As such, we have put a premium on public education. We have been striving to tell the story of crime prevention in myriad ways; from workshops, to articles, to fact sheets and a Web site, to name a few. I can tell you that we have only scratched the surface on this front, and there is much work to be done here.

Looking ahead, we want to increase Canadians' awareness of CPSD, and provide a wider array of tools and information to educate Canadians on the actual "How-Tos" of crime prevention. Along the way, we want to dispel some of the myths about crime and victimization. We want to share what has been done and what we are learning with a multitude of audiences in a multitude of formats, from television and radio public service announcements, to conferences, to a more robust presence on the World Wide Web.

I've said much about our "outputs" and a bit about the feedback. I would like to share a couple more thoughts on the latter. We know that many of the communities that we support - particularly those dealing with high rates of crime and victimization, inner city, rural, remote, and isolated communities - lack the basic resources needed to deal with the root causes of crime. They require more long-term and sustained support; which is a challenge we have to meet.

An important outcome of our work is the ongoing identification and sustainability of promising and effective models. A key issue is how the provinces, territories, and municipalities can best support crime prevention models because, in the long term, sustainable solutions can only be developed if they include all levels of government. Federal response to this issue should therefore establish the best possible conditions for other governments to inject their resources to build these new approaches into their ongoing policies and programming.

That brings me to my last comments, which concern the next steps of the *National Strategy*. As some of you may know, the most recent Speech from the Throne touched on the government's commitment to expand the *National Strategy*. Minister of Justice Anne McLellan reiterated these sentiments in a recent speech in Banff, Alberta. Obviously, this is a commitment that we would like to see fulfilled, so that we are better equipped to deal with the challenge of truly realizing the *National Strategy's* objectives.

Whatever the case, this truly is a time of change for our organization. We've just completed a mid-term evaluation as well as an organizational review - both of which will shape the way that we tackle the challenges ahead. In its first three years, the *National Strategy* focused on the four funding programs and the mid-term evaluation recognized the excellent work that was done to support communities. But while we have accomplished great things, we are burdened by a

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

number of challenges. We face enormous pressures that must be alleviated if we are to grow and increase our support to communities. Essentially, the *National Strategy* was created without a solid foundation. We need to improve the support structure within our Ottawa headquarters and in the regional offices throughout Canada, if we are to continue to serve Canadians effectively. This strengthened foundation becomes even more important if the government fulfils its pledge to expand the *National Strategy*.

In addition to re-shaping our infrastructure, we are making a number of other changes that will help our organization. These changes include: involving our regional offices in all our funding programs; linking all our funding programs; separating our Crime Prevention Investment Fund from our Research team; and separating our Crime Prevention Partnership Program from our Policy team.

Implementing these changes will not be easy - change rarely is. But these are changes that, over the long term, will help us serve Canadians better, as we move toward greater regional representation in all facets of our work. Canada is not a homogeneous society; our society is multicultural and the needs of Canadians in Halifax are different than the needs of Canadians in Edmonton, and again different than the needs of Canadians in Yellowknife. The key is to respond to the needs of all Canadians by working closely with our regional partners and broadening their input into our decision-making process.

For those of us who work in areas related to crime and victimization, the issues that we tackle each day are always complex, often emotional, and sometimes tragic. The key is to never forget the bright side of the work we do.

When we see a community come together and find ways to make their streets and homes safer, and when we see children who are getting a better start in life because of the work we've done, it's always emotional, always fulfilling, and always inspiring.

Ann Sherman, Executive Director, Community Legal Information Association, Prince Edward Island National Crime Prevention Council, and member of the Advisory Council, Canadian Criminal Justice Association
On the Ground with the CMP in PEI

The presentation began with a showing of a video produced by PEI People First, a group of self-advocates as part of a community mobilization project. The video called *Out of the Shadows* documented the use of theatre as a teaching tool for people with intellectual disabilities. I chose to use this video to demonstrate how a small amount of funding to a community group can be translated into a powerful tool for change that really does focus on prevention and the root causes of crime.

This is a short reminiscence about my experience as a community representative on the Joint Management Committee in Prince Edward Island. Joint Management Committees (JMCs) are the bodies responsible for reviewing and approving proposals for funding under the Community Mobilization Program.

When Phase II of the Crime Prevention Strategy got under way, the PEI JMC faced a number of challenges.

I don't think these were unique to PEI, they included:

- < we were inundated with proposals;
- < we were not clear about the process;
- < we micro-examined (at great length) each proposal;
- < we had unrealistic expectations and made wrong assumptions about some community groups and the nature of partnerships;
- < we were unnecessarily bureaucratic; and
- < communications were not great between PEI and Ottawa

Nevertheless, PEI was the first province to have its JMC up and running--and the first province with funded projects.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

By the end of our first year we had learned from our experiences.

< We learned that crime prevention through social development was a mystery for many people who had real difficulties making the connections we required.

< We knew that we couldn't impose partnerships on community groups--we could make suggestions and help them see the advantages of cooperation and collaboration.

< We discovered that many community groups with great ideas for potential projects were not used to writing funding proposals and had a great deal of trouble with the application process.

< We found out that there are those in community with a real sense of entitlement--whether or not their project fit the criteria they circumvented the application process and sent proposals directly to MP's, the Attorney General of PEI, the Premier, the Solicitor General or the NCPC.

And by the end of the first year--we were also much better at doing our job.

In year two, we changed how we operated:

< We moved to initial calls for letters of intent rather than complete proposals. This enabled our community coordinator to work closely with community groups during the project development process. This has resulted in a better understanding of CPSD as well as better proposals and less waste of time for all concerned.

< We reached out to smaller rural communities on the Island.

< We spent time on strategic planning and developing a work plan.

By year three we had developed one way to help groups partner and collaborate. With the assistance of one of the funded groups that developed a Collaboration Game. Simply put, we invited funded groups to come together and hear from each other about their respective crime prevention activities and also to talk about ways in which they could potentially work together. For those of you in community development we followed a classic RAFF community building process, incorporating Relationships, Action, Food and Fun.

From the beginning we have made decisions by consensus. And now that we know each other well, consensus is much easier to reach. As a community representative on the JMC I've been very happy about the respect shown to community groups and their proposals throughout the decision making process.

I think we've done a good job in PEI, ably supported by NCPC and provincial staff. However, I do have lingering concerns:

< CPSD is still not well understood. Many groups understand what sorts of activities are funded but they are having difficulties in articulating exactly how these activities contribute to crime prevention.

< Meaningful project evaluation still presents difficulties, in part because many of the activities need long term evaluation strategies to show meaningful results.

< Constantly linking crime prevention and social development may lead to a skewing of values. Penelope Rowe, a member of the Joint Coordinating Committee overseeing the Voluntary Sector Initiative gave voice to similar concerns at the recent Atlantic Crime Prevention Conference in Newfoundland when she proposed that we may be over-criminalizing, conditions in and the behaviour of, our communities. Social development should not happen only in order to prevent crime. It should happen in order to enable every one of us to reach our human potential.

< Even with the best of intentions there is still no doubt that CMP funding is creating dependency. We are seeing some groups for the third or fourth time. Small, short-term project funding leads to this. In today's world where core-funding is a rarity community groups have to develop projects in order maintain their basic services. (This is not to imply that funded projects are not valid or do not meet an identified need). This situation is most noticeable when groups deal with unpopular client groups such as youth in trouble with the law, high-need youth, lone parent families, those receiving financial assistance. These groups come to us in order to survive.

< So to the question of sustainability. This topic is raised over and over again in PEI whenever JMC members talk to funded groups. It is also raised frequently at JMC meetings. I'm not convinced that we all mean the same thing when we talk about sustainability so I would encourage the NCPC to keep the dialogue going about this. Years ago when the

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

Youth Justice Committee of the National Crime Prevention Council met with youth-serving agencies across the country sustainability was a hot topic. We heard about great programs and projects for which funding had lapsed. In a perfect world of course there would be a mechanism for ensuring that the most effective and valuable projects funded through the CMP would be maintained and replicated. I'm very pleased that sustainability is also an issue of concern for the NCPC.

< My final concern has to do with those current buzzwords, "building capacity." I think we use these words far too glibly. They are thrown around without any accompanying explanations. Let me explain. We've been good at building the capacity of individuals and groups to write fundable proposals, but we've been less able at supporting groups as they work through their projects. Many of the PEI funded projects have taken far longer than anticipated because typically both the work and time involved has been chronically underestimated. The nature of community development has not always been understood and sometimes the work has been a struggle. Some of this will change however since we now have administrative support in PEI that will enable our Community Coordinator to spend more time in the field supporting groups and helping with problem solving.

As we go into our fourth year there are other developments in PEI from which we can benefit. These include possible access to leadership training in community development through UPEI. Has the CMP been a success to date? The short answer is "yes." Maybe not every project has had the desired outcome, but we have learned lessons from every one. About \$1 million will have come to PEI over these four years and I feel that the vast majority of that has been well spent through a fair and respectful process that has helped communities. In no small degree this success has been due to the work of NCPC and provincial staff. So kudos go to Diane Barnes, Louis Turgeon, Donna White, Jill Lightwood and Phil Arbing.

Mark Irving, Research and Evaluation Unit, National Crime Prevention Centre, Department of Justice Canada,

presented the main elements of the National Strategy for Community Safety and Crime Prevention (Phase I -1994-1997, and Phase II - 1998-2003).

The National Crime Prevention Centre is one of three components of the National Strategy. It was created in 1998 and has so far subsidized more than 1600 crime prevention projects throughout the country. One of the findings of Phase I of the program was that there was a lack of study on the effectiveness and cost effectiveness of crime prevention programs. As part of the safer community initiative, the Centre's objectives are pursued through four distinct programs: (1) a community mobilization program; (2) a partnership program; (3) a business action program; and, (4) a crime prevention investment fund. The latter is a program which is specifically developed research to provide a stronger foundation for evidence-based decision making and programming in the field of crime prevention through social development. It is important to document the cost-effectiveness of various approaches to crime prevention and to help the community identify those programs they have been supporting which do not produce the desired results.

Mr. Irving expressed the view that communities often continue to fund and support programs such as Neighbourhood Watch and D.A.R.E. in spite of the fact that their evaluation has consistently shown that they do not produce the desired preventive impact. An annual research budget of \$225,000 is attached to the investment fund to ensure the multi-year evaluation of each investment fund project. Some preliminary findings from these evaluations are increasingly becoming available and the final results of the evaluations should be available after the beginning of 2003.

To help put my presentation in context, I'd like to start off by giving you an overview of Canada's National Strategy on Community Safety and Crime Prevention.

Crime in Canada has traditionally been dealt with through reactive measures: i.e. the apprehension, sentencing, incarceration and rehabilitation of offenders.

In 1996, the annual cost of crime to Canadians was estimated at approximately \$46 billion (...and I'm sure that was even a conservative estimate given the fact that this figure doesn't include the cost of white-collar crime, such as income tax

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

evasion or stock market fraud). In addition, measuring the indirect or intangible costs associated with crime and victimization is a tricky undertaking (for example, the pain and suffering that arises as a result of a sexual assault incident).

Nearly \$10 billion of this amount is directed to the criminal justice system, and the overwhelming majority of expenditures are related to police, courts, and corrections – the agencies that have been traditionally responsible for crime detection and control.

Conventional or traditional methods of crime control, while important, are simply not sufficient to prevent crime and victimization. And that is why the Government of Canada launched the *National Strategy on Community Safety and Crime Prevention*.

The National Strategy on Community Safety and Crime Prevention Phase I (1994-1997)

The Government of Canada launched Phase I of the *National Strategy* in 1994. This phase:

- provided a framework for federal efforts to support community safety and crime prevention;
- encouraged federal, provincial and territorial cooperation; and
- emphasized the mobilization of Canadians to take action at the community level to prevent crime and victimization.

As part of Phase I, the federal government created the *National Crime Prevention Council*, made up of 25 individual child development experts, community advocates, academics, social workers, lawyers, police officers, doctors and business people who volunteered their time to develop a plan to deal with the underlying root causes of crime and victimization.

One key finding of the Council's review of the costs of crime and the benefits of various types of prevention measures was the lack of objective, rigorous, Canadian studies on the effectiveness and cost-effectiveness of crime prevention projects and social development programs. I'll come back to this point later on in my presentation.

There's no doubt that, through its consultations and policy work between 1994 and 1997, the Council laid the theoretical and policy groundwork for the work to be undertaken later on during Phase II of the *National Strategy*.

Phase II (1998-2003)

In June 1998, Phase II was launched with an allocated budget of \$32 million per year, over five years, for a total of \$160 million.

To date, the National Strategy has supported over 1,600 crime prevention projects in over 500 communities from coast to coast to coast.

Building on the excellent work of the former Council, Phase II of the *National Strategy* aims to increase individual and community safety by equipping Canadians with the knowledge, skills and resources they need to advance crime prevention efforts in their communities.

The objectives of the *National Strategy* are:

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

Priority Groups

The *National Strategy* has identified 3 major priority groups:

- Children and Youth;

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- Aboriginal People; and
- Women’s Personal Security.

The *Strategy* is premised on the following concepts:

- crime prevention through social development, with a focus on the root causes of crime; and,
- a “balanced approach” to solving crime problems, which includes social development and opportunity reduction activities.

While there are many types of crime prevention strategies, most can be classified under two broad categories: situational crime prevention and crime prevention through social development.

Situational crime prevention strategies seek to reduce the availability and attractiveness of opportunities for criminal activity.

However, I would argue that the bulk of the work carried out to date by the National Crime Prevention Centre focuses on the next category of crime prevention.

Crime Prevention Through Social Development

Crime prevention through social development is a long-term, proactive approach. It is directed at removing those personal, social and economic factors that lead some individuals to engage in criminal acts or to become victims of crime.

This approach aims at strengthening the quality of life for individuals, families and communities. CPSD is intended to increase positive attitudes or behaviours in individuals by influencing their experiences in areas such as family, life, education, employment, housing and/or recreation.

While recognizing that societal influences such as poverty, gender inequality, media violence, racism, and discrimination are part of the crime prevention context, CPSD tends to concentrate on secondary prevention measures. This involves focussing on the many risk factors that contribute to involvement with crime. Some key examples include:

- inadequate living conditions, such as poor housing and unstable situations;
- family factors, such as poor or inadequate parenting, parental criminality, and parental substance abuse;
- individual personality and behavioural factors, such as “cognitive deficits” including a lack of problem-solving skills, self-control, critical reasoning, judgement and failure to consider the consequences of behaviour, hyperactivity, as well as the early onset of aggressive behaviour;
- peer association, such as relationships with friends who follow a delinquent or criminal lifestyle;
- school-related factors, such as poor educational achievement and truancy, as well as deficient school environments, and exclusionary policies.

Crime prevention through social development seeks to foster “protective factors” such as positive family support that may mitigate situations of risk or disadvantage which contribute to crime and victimization. These protective factors also tend to reduce the risk of harm.

CPSD makes connections beyond the traditional criminal justice sphere by recognizing the important role that policies, programs, and services such as social housing, education, health, income security, and social services play in preventing crime. Consequently, CPSD involves a wide range of players from various sectors working together to prevent crime problems.

Because CPSD focuses on the social development end of the crime prevention equation, it can take time for the crime prevention benefits to accrue. For example, children and youth are the focus of many CPSD strategies. Some of the best known CPSD programs involve early intervention with children at risk and their parents. Programs such as the Perry

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

Pre-School Project in Michigan and a new generation of “Headstart” programs in Canada (such as Moncton Headstart and Aboriginal Headstart) create supportive environments for children who are at potential risk of later life criminality.

These programs demonstrate the ways in which supportive strategies can significantly improve child development, educational achievement and social adjustment, and reduce the likelihood of later involvement in crime.

Three Main Components of the National Strategy

The *National Strategy* is comprised of three major components: A Promotion and Public Education Program; The National Crime Prevention Centre (not to be confused with the National Crime Prevention Council from Phase I of the Strategy); and lastly, The Safer Communities Initiative.

The **Promotion and Public Education Program**, responsible for the NCPC Website and Resource Centre, has been created to increase public awareness as well as assist Canadians who need information on crime prevention solutions for communities.

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

The **Safer Communities Initiative** is designed to assist Canadians in undertaking crime prevention activities in their communities. To achieve this objective, the Initiative has the following four funding programs:

The **Community Mobilization Program (CMP)** focuses on supporting communities to develop comprehensive and sustainable crime prevention activities that address root causes of crime. CMP aims:

- to increase the development of community-based partnerships;
- to increase public awareness of, and support for, crime prevention; and
- to increase the capacity of diverse communities to deal with crime and prevention.

The **Partnership Program** focuses on supporting the direct involvement of non-governmental organizations (national and international) in community crime prevention initiatives. The Program helps such organizations to provide information, tools and resources that will help communities get involved in, and share information on, crime prevention initiatives.

The fourth and last funding program, the **Crime Prevention Investment Fund**, is the one I’d like to concentrate on for the remainder of my presentation.

The Investment Fund is the research- and evaluation-based fund under the National Strategy. The principle objective is to identify and evaluate social development approaches to crime prevention.

The main goal of the Fund is to establish reliable information on what works and what is promising in reducing the risk factors associated with crime and victimization. The Fund supports selected demonstration, research and evaluation projects across Canada. These projects will help decision-makers and practitioners identify, evaluate and share information about innovative models of crime prevention. In particular, the Fund supports research and evaluation that assesses the costs, benefits and overall effectiveness of comprehensive efforts to prevent crime and victimization in different environments and circumstances. This knowledge will help to develop new programs and make improvements to existing programs, ultimately creating a more cost-effective, integrated approach to crime prevention in Canada.

We, at the Research & Evaluation Unit, are particularly interested in the economic evaluation of crime prevention projects that we go on to fund.

Reviews of the literature that have focused on developmental crime prevention, demonstrate that this is a promising approach to reducing delinquency and criminal behaviour. However, absent from most of these “effectiveness” reviews is any discussion of economic efficiency. Typically, evidence of effectiveness gets translated into claims of cost-savings or cost-effectiveness (i.e., the program is effective, therefore, it must also be economically efficient). As a result, economic evaluation research is needed to assess the monetary value of programs and to help answer important questions facing policymakers, academics, practitioners, program deliverers and funders.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

Self-correcting, informed policy and programs are critical to the success of the National Strategy. The knowledge and tools that emerge from research and evaluation results are the foundation of evidence-based decision-making that can be used to promote and support a range of crime and victimization prevention initiatives that contribute to community safety.

We want to promote savings in the longer term by improving existing crime prevention programs in order to achieve a more integrated, sustainable, and cost-effective approach to crime prevention through social development.

The National Crime Prevention Centre is confident that, over the next several years, it can demonstrate that crime prevention through social development and early-intervention crime prevention makes for good criminal justice policy, good social policy, and good economic policy. Economic analysis will therefore play a crucial role in demonstrating the cost-effectiveness of NCPC-funded crime prevention projects across the country.

Evidence from countries such as the United States and the United Kingdom already shows that the most effective way to prevent crime and victimization is to ensure healthier children, stronger families, better schools and more cohesive communities. Crime prevention through social development appears to be a sound investment. The dividends include less violence, safer communities, and significant cost savings in the criminal justice system and in almost every other area of public and private spending.

Conclusion

I'm often asked what I think are the key research studies related to the prevention of crime and victimization. You know, that's really difficult to answer as there are so many good ones out there from various fields such as sociology, psychology, criminology, victimology, and gender studies. And there are so many lessons learned and best practices out there from countries all over the world including the United States, Australia, the United Kingdom, Sweden, as well as our own country.

But if I had to narrow it down to a couple of sources, I would recommend the following:

The first one is entitled *Preventing Crime: What Works, What Doesn't, What's Promising*. It was compiled in 1997 by criminologist Dr. Lawrence Sherman and several colleagues.

I particularly like this publication because it identifies initiatives and interventions that have been scientifically proven not to work in preventing crime and victimization.

For example, one of the most consistent findings in the literature is also probably the least well-known to policymakers and the general public. The oldest and best-known community policing program, **Neighbourhood Watch**, is ineffective at preventing crime. The primary problem identified by evaluations was that the areas with highest crime rates are the most reluctant to organize. Many people refuse to host or attend community meetings, in part because they distrust their neighbours. On the other hand, middle class areas, in which trust is higher, generally have little crime to begin with, making measurable effects on crime almost impossible to achieve. The program cannot even be justified on the basis of reducing middle class fear of crime and flight from the city, since no such effects have been found. One American researcher (Wesley Skogan) found that Neighbourhood Watch programs actually increase fear of crime.

Many of you may be familiar with the D.A.R.E. programs that operate throughout the U.S., Canada and elsewhere. D.A.R.E. stands for Drug Abuse Resistance Education and is a program taught by uniformed police officers in the classroom. The Sherman Report looked at various scientific evaluations of D.A.R.E. programs and came to the conclusion that these programs simply do not reduce substance abuse.

But despite solid research evidence that shows that certain programs and initiatives don't work, money, time and resources continue to be pumped into these "sacred cows". There still appears to be much apprehensiveness and

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

skepticism out there with respect to the importance of research and evaluation. I won't say anymore on that. Moving right along...

Another great source for information pertaining to crime prevention are the various publications that come out of the International Center for the Prevention of Crime located in Montreal.

5.9. Sustainability of Social Development Activities in Canada: Some Implications For Crime Prevention ²⁷

Executive Summary

- This project explored how lessons learned from research on sustainability in the areas of the environment, economy and social justice could inform crime prevention policy and practice.
 - It includes a brief historical overview of the emergence of the concept of sustainability as well as a discussion of how the concept is defined and used in the environmental, economic, development and health fields.
 - Key concepts that underlie sustainability are also examined. These include community, community capacity, community capacity building, and community-based and social development.
- The concept of sustainability is drawn from the sustainable development literature.
 - It provides a holistic and multidimensional framework for analysis.
 - Rather than a traditional project-focus, sustainability provides both a conceptual framework for addressing issues of concern (e.g., health, education, crime) and a corresponding set of criteria to inform practice.
 - It requires an understanding of the links among criminal activity, poverty, unemployment, and the overall health and well being of citizens within a community context.
 - For some, sustainability depends upon the continued availability of resources (financial, staff, volunteers, etc.) and the willingness of various participants to supply these.
 - For others, however, the concept addresses more fundamental social processes that reflect the incorporation of particular social practices into the “folkways” (the social norms) of a community.
- The environmental movement of the late 1960s introduced the idea of sustainable development.
 - At that time, economic development was seen as a way of addressing both local and global problems.
 - However, environmentalists and others began to realize that economic activity alone failed to meet the social, political and economic goals that were linked to development.
 - There was also growing public awareness and concern over the irreparable harm caused by unbridled economic growth and the implications that this had for future generations.
- The project-oriented approach, which characterized economic development models in the post-war period, was non-integrated, and it isolated economic activity from the surrounding world.
 - It was also hierarchical reflecting *top-down* decision-making and culturally/locally insensitive (ignoring the role of culture and local interests in implementation and in achieving successful development).
 - The recognition of the interdependence among the economy, the environment and the human condition formed the basis of the sustainable development approach.
 - It incorporates three basic concerns, which have come to be known as “the three E’s”: 1) environment, 2) economy, and 3) equity.
- From its roots in the sustainable development literature, the concept of sustainability has evolved to become equated with a philosophical approach to social change, which seeks to achieve a variety of positive ends.
 - As such, it offers numerous insights about how social problems, such as crime, might be addressed more successfully.

²⁷ Dr. Tullio Caputo Dr. Katharine Kelly Discussion Paper on the Sustainability of Social Development Activities in Canada: Some Implications For Crime Prevention Submitted to: National Crime Prevention Centre, Department of Justice Canada Jamieson, Beals, Lalonde & Associates, Inc.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- In the broadest sense, sustainability refers to the ability to maintain a particular set of practices and activities, given a particular set of human and material conditions.
 - In the context of sustainable development, however, sustainability is a totalizing concept focusing not on a particular activity or practice but on an approach that is holistic, integrative, and non-hierarchical.
- When the concept of sustainability is applied to communities and community-based problems, ‘development’ is often reconceptualized as ‘community development’.
 - A key issue then is defining community.
 - Community is a nebulous term.
 - It can refer to geographic, historic, and cultural entities.
 - Perhaps the most common use of the term ‘community’ is as a geographic region — cities, towns, villages.
 - These are typically also administrative centres with some form of centralized (group) decision-making responsibilities.
 - However, social research frequently focuses on subdivisions of the geographic communities — neighbourhoods.
 - An additional definition of community is a ‘community of interest’ in which disparately located individuals share common values, beliefs, and practices.
- Different definitions of community result in disparate approaches to decision-making.
 - For example, defining community as a geographic entity often results in *top-down* decision-making.
 - Under a sustainable development framework appeals to community are more complex.
 - The common feature is that the identification of problems is undertaken at the local community level.
 - This necessitates a bottom-up (community-based) decision making process.
- In a sustainable development context, community development refers to broad-based change for the benefit of all community members and is based on the philosophical argument that more developed communities are better able to meet the needs of their citizens.
 - They have more established and accessible assets (both hard and soft) and the ability to mobilize these assets to meet their changing needs (self-sufficiency).
 - Community development has come to reflect the ability to build the necessary capacity within a community to identify and respond to problems on an on-going basis.
 - This has resulted in the emergence of a new concept — community capacity building.
- Community capacity is the ability of communities to recognize needs and to respond to them by mobilizing human, economic, state, and social resources.
 - One frequently cited definition of community capacity considers community assets as opposed to deficits.
 - It is important to understand that building capacity is NOT the same as achieving community development.
 - Community capacity building sets the stage for sustainable activity but achieving community development requires the mobilization of a community’s assets.
- How do we sustain social development when the issue is crime prevention?
 - Crime prevention through social development assumes that more developed communities (more hard and soft assets) and communities with more capacity (a greater ability to mobilize their assets to respond) are healthier and safer places to live.
 - Crime prevention through social development is an approach to crime prevention that is consistent with the holistic philosophy underlying sustainable development.
- The application of a sustainable development philosophy to issues such as crime prevention must include a consideration of the following three key questions:
 - Is this a project-focused approach (non-sustainable) or a philosophy about how to act (sustainable)?
 - Is the approach *top-down* and vertically integrated (non-sustainable) or is the approach *bottom-up* and horizontally integrated (sustainable) with vertical linkages?

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- Is the approach to treat communities as pre-determined and singular entities (non-sustainable) or does it view communities as diverse and potentially divided and dynamic entities (sustainable)?
- Further, in the area of crime prevention there may be special challenges to achieving sustainable community development.
 - First, there are clearly mandated roles for health and social and criminal justice system agencies that may pose barriers to particular kinds of community-based initiatives and to efforts to engage particular communities of interest.
 - Second, a number of authors have also been concerned with the tendency to “romanticize ‘the local’”.
 - Third, while the recognition of diversity offers a more holistic approach to problems and problem solving in communities, it may also require the management of considerable conflict.
 - Fourth, sustainable community development requires extensive planning and sufficient time for activities to unfold because building community capacity is often a protracted and on-going process.
 - Simply put, community development takes time, patience, and resources.
 - Finally, there may be tensions between what a community defines as an appropriate or desirable response to issues of crime prevention and the costs this response may have for individuals (e.g., curfews for teenagers).
- A concern related to community capacity building addresses the manner in which capacity can be built.
 - For example, the benefits of increasing hard assets are visible and their impact is easy to ascertain.
 - In contrast, soft assets which require education, funding, information, facilitation, support, leadership and forums to exchange insights and experiences are less visible and their impact is more difficult to determine.
 - There is no guarantee with soft assets that they will remain in the community or be accessible in the future.
 - Furthermore, the greatest untested claim is that once community capacity or ‘civic-engagement’ is developed, it will continue. Is this true?
 - There may also be conflicts between what is "needed" by communities and wider concerns that the state represents.
- There are a number of issues of particular concern for policy makers interested in community-based, sustainable development.
 - First, the use of the concept of community within a policy framework is quite complex and understudied.
 - As a policy instrument, community has functioned on several levels.
 - Second, community-oriented action represents an alternative, or a means to react against an unsatisfactory status quo.
 - Third, community can be an operational device for determining the locations and service areas.
 - Fourth, community may be defined as a target of intervention.
 - Fifth, community can serve as a setting for service delivery.
 - Finally, the concept of community can provide an ideological framework for legitimizing diverse systems changes.
 - Thus, policymakers must begin to define community as a policy instrument within the context of a sustainable crime prevention approach.
- Another issue of interest to policy makers employing a sustainable community development approach is the need to reconsider time frames.
 - Policy initiatives must allow sufficient time for the mobilization of communities.
 - However, a consideration of how to integrate uncertain time frames into policy initiatives remains un-addressed and requires serious attention.
 - Next, there is also a concern with defining the role of the state in sustainable community development.
 - One key concern is that shifting toward a community-based approach will result in the downloading of responsibility to local communities.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- This definition of the role of the state includes a need to address the delineation of responsibility among the federal, provincial, territorial, and municipal governments.
- Finally, one of the primary concerns in achieving sustainable community development programs is with the tools and techniques available to communities, organizations and governments to implement and assess sustainability.
 - o While a variety of tools and ‘best practices’ are available, the need to be sensitive to local needs, interests and solutions requires caution in developing an effective community-based response.

1. Introduction

In 1994, the federal government responded to concerns about crime and victimization by implementing Phase I of the National Strategy on Community Safety and Crime Prevention. This initiative was undertaken with the support of police and other criminal justice agencies and communities across Canada. Phase I activities, and particularly the work of the volunteer-driven National Crime Prevention Council (1994-1997), resulted in the development of significant new knowledge on crime prevention. The learning process in Phase I laid the groundwork for Phase II of the Strategy, which was announced in 1998.

Recently, a mid-term review of the Strategy was conducted. As well, the National Crime Prevention Centre began a reflexive, strategic planning process aimed at addressing some of the key challenges in the field. The constellation of inter-related challenges includes “on-the-ground” issues, such as participation, community development, community mobilization, and community capacity building. It also includes a broader concern about sustainability and the long-term impact of the Strategy. These issues are reflected both at the policy level as well as among the front-line workers involved in community-based crime prevention projects.

Purpose of this discussion paper

This discussion paper explores how lessons learned from research on sustainability in the areas of the environment, economy and social justice could inform crime prevention policy and practice. To this end, the paper presents an in-depth exploration of the issue of sustainability within a broad policy context.

Methodology

An extensive search was conducted of the Cambridge Social Sciences Abstracts, an electronic database. The following specific sources of information were included for the detailed searches:

- 1) Sociological Abstracts
- 2) Social Services Abstracts
- 3) Social Work Abstracts

Although several other abstracts, such as the Psychological Abstracts, were examined, the results obtained were either not relevant, or they replicated what was contained in the three databases listed above. Citations were included for the years 1995 to 2001. The following terms were used in searching the electronic databases:

Sustainability

- Sustainability AND community
- Sustainability AND crime
- Sustainability AND evaluation
- Sustainability AND community development
- Sustainability AND social development

Community Capacity

Community Development

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- Community development AND crime
- Community development AND diversity
- Community development AND evaluation
- Community development AND children
- Community development AND youth
- Community development AND women
- Community development AND Aboriginal

Community-based

- Community-based AND projects
- Community-based AND evaluation

Social development

- Social development AND crime
- Social development AND diversity
- Social development AND evaluation
- Social development AND children
- Social development AND youth
- Social development AND women
- Social development AND Aboriginal

The database searches resulted in the initial identification of over 1200 articles. Two researchers reviewed the abstracts of these articles and selected those most relevant to the current assignment. This process was repeated several times, while each researcher prepared a working bibliography. A complete working bibliography was then compiled and reviewed again by the two researchers working together. The authors reviewed more than 100 references for the final paper (see Bibliography and Selected References).

In addition to the search of Cambridge Scientific Abstracts, a search of relevant web sites was conducted using Copernic, an Internet search engine. The following web sites were examined:

Canadian Council on Social Development www.ccsd.ca
Canadian Rural Partnership www.rural.gc.ca
Community Services Council Newfoundland and Labrador www.csc.nf.net
Department of National Resources and Environment, Victoria, Australia www.nre.vic.gov.au
Federation of Canadian Municipalities www.fcm.ca
Human Resources Development Canada www.hrdc-drhc.gc.ca
Health Canada www.hc-sc.gc.ca
Indian and Northern Affairs Canada www.ainc-inac.gc.ca
International Institute for Sustainable Development www.iisd.ca
MacArthur Foundation www.macfound.org
National Crime Prevention Centre www.crime-prevention.org
Sustainable Measures www.sustainablemeasures.com
The International Council for Local Environmental Initiatives www.iclei.org
World Bank www.worldbank.org

How this discussion paper is organized

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

This paper begins with an examination of current research and writing on sustainability in a variety of fields. It provides an overview of the concept of sustainability and a brief historical overview of the emergence of the concept of sustainability. Particular attention is directed toward the way this concept is defined and used in the economic, environmental, development and health fields. This paper stresses the distinction between sustainability as a concept and as a philosophical approach to managing social change and achieving social justice.

The latter part of this paper links the overview of sustainability to how, or indeed whether, it is possible to incorporate the lessons that can be learned from sustainable initiatives, such as the blue box recycling program, into the crime prevention context.

2. Defining Sustainability

Sustainability as a conceptual framework

What do we mean by sustainability? For some, sustainability may mean ensuring that funding for projects is stable and on-going. This common sense understanding of sustainability implies persistence over time. For others, sustainability is linked to a broader set of philosophical and practical concerns about equity. It evokes a sophisticated theoretical understanding of notions of social development and social justice. It is an analytical framework that allows a better understanding of the linkages between policy and successful practice in diverse contexts (e.g., across fields of study, environments and communities).

The concept of sustainability is drawn from the sustainable development²⁸ literature, which provides a holistic and multidimensional framework for analysis. Rather than a traditional project-focus, sustainability provides both a conceptual framework for addressing issues of concern (e.g., health, education, crime) and a corresponding set of criteria to inform practice. While a project-focused approach to the sustainability of a crime prevention activity considers issues such as the availability of resources and the willingness of key actors to continue to participate, applying a sustainability framework to crime prevention involves a different strategy. It requires an understanding of the links among criminal activity, poverty, unemployment, and the overall health and well-being of citizens within a community context.

A sustainability framework stresses the importance of differentiating conceptually between activities that are related to specific projects or funded initiatives and activities that reflect the routine, “taken for granted” way members of a community behave. Sustainability for the former may depend upon the continued availability of resources (financial, staff, volunteers, etc.) and the willingness of various participants to supply these. The latter addresses more fundamental social processes, which reflect the incorporation of particular social practices into the “folkways” (the social norms) of a community. The growth of recycling initiatives in Canada such as “blue box” programs is a useful example of how a practice that was once uncommon has become routine in most Canadian communities. While the social marketing projects that launched these recycling initiatives ended some time ago, the practice of ‘curb-side’ recycling has achieved an enviable degree of sustainability and continues to grow in popularity. In this example, sustainability reflects the adoption by community members of a set of practices and a way of doing things that enhances their environmental, economic and social well-being.

Related concepts

Key concepts that underlie sustainability are also examined in this paper. These include community (see Section 5), community capacity/community capacity building (see Section 6), community development/community-based development (see Section 7) and social development (see Section 8). A number of questions related to these concepts informed our analysis. First, what do we mean when we use the term “community”? Do we mean a geographical area or a “community of interest”? What are the implications of using different definitions? Similarly, the notion of

²⁸ When we use the term sustainability in this paper, we are referring to a concept derived from the sustainable development model.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

“community capacity building” requires definition and clarification. How, for example, does the idea of “capacity building” relate to different notions of community? How do we define “community-based”? Is an activity “community-based” if it is provided by the paid staff of a governmental or non-governmental agency? Do actual members of a community have to be involved in an activity before it can accurately be described as “community-based”?

A similar set of questions was considered with regard to the idea of social development (as in crime prevention through social development – CPSD). For example, how does social development differ from community development? How are social development activities related to the prevention of crime? Can a distinction be effectively drawn between more general social development activities and those related specifically to crime prevention? There are significant differences between everyday uses of these key terms and their inclusion in a broader theoretical framework.

3. From Economic Development to Sustainable Development – Acknowledging the Interdependence of Economy, Ecology & Equity

The emergence of sustainable development

The concept of sustainability has its roots in the environmental movement and the introduction of the idea of sustainable development in the late 1960s. At that time, concern over the state of the ecosystem and the depletion of the world’s resources placed sustainable development at the centre of global policy debates. Critical of the economic development models that had dominated western societies since the Second World War, the move towards sustainable development recognized that economic activity alone failed to meet the social, political and economic goals that were linked to development. At the same time, there was growing public awareness and concern over the irreparable harm caused by unbridled economic growth and the implications that this had for future generations. The environmental movement began to identify the negative long-term consequences of economic development for the environment (pollution, ecological degradation, climate change) and for people (pollution-related threats to health, scarcity of food, threats to clean water and air, and depletion of existing energy reserves).

The famous Brundtland Report²⁹ helped to popularize the notion of sustainable development. It defined sustainable development as:

... development that meets the needs of the present, without compromising the ability of future generations to meet their own needs³⁰.

Prior to this time, economic development was seen as a way of addressing both local and global problems. In fact, the blueprint for the reconstruction of Europe and other nations following World War II was based on an economic development model. As time passed, development became synonymous with external agents attempting to bring 'development' to the “underdeveloped”. Under this conception, the benefits of development were assumed to flow to all segments of society³¹. Specifically, positive social benefits were anticipated as a result of economic development³². In this context, development and economic growth were generally assumed to be positive in and of themselves. Little time or attention was given to any potentially negative consequences.

The project-oriented approach, which characterized economic development models in the post-war period, was non-integrated, and it isolated economic activity from the surrounding world³³. It was also hierarchical, reflecting *top-down*

²⁹ Brundtland Gro Harlem. Our Common Future. World Commission on Environment and Development, New York: Oxford University Press, 1987.

³⁰ As cited in Human Resources Development Canada. Human Resource Development Canada’s Sustainable Development Strategy II. [Online]. Available on Internet:< www.hrdc-drhc.gc.ca/dept/sds/intro.shtml >

³¹ Jacobs, M. The Green Economy: Environment, Sustainable Development and the Politics of the Future. Vancouver: UBC Press, 1993.

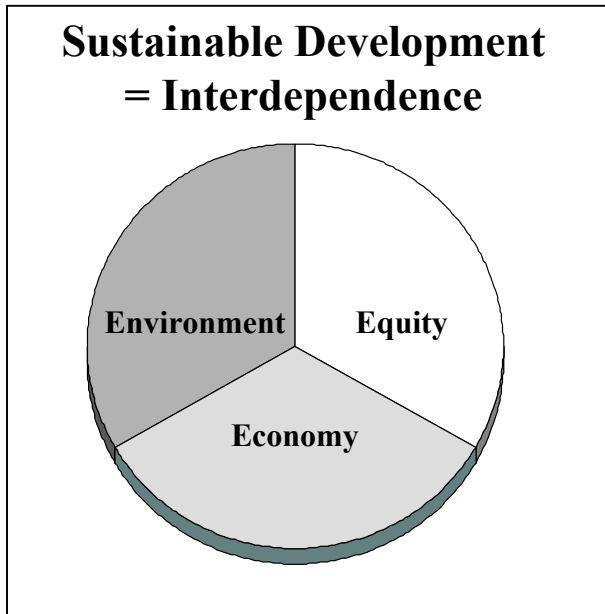
³² Hodge, Tony. "Toward a conceptual framework for assessing progress toward sustainability." Social Indicators Research, 40, 1-2 (1997): 5-98.

³³ Evans, R.G., and G.L. Stoddart. Producing Health, Consuming Health Care. Population Health Program Working Papers No. 6. Toronto: Canadian Institute for Advanced Research, 1990. Firey, W. Man, Mind, and Land: A Theory of Resource Use. Glencoe, Illinois: The Free Press: 1960.

Saddler, B. "Sustainable development and water resource management." Alternatives, 17, 3 (1990): 14-24.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

decision-making, and culturally/locally insensitive (ignoring the role of culture and local interests in implementation³⁴ and in achieving successful development). The economic development approach assumed that outcomes were positive for both societies and individuals. By the mid-1960s, concerns about the human and ecological costs³⁵ of economic development led environmentalists to call for changes in how economic activity was viewed and conducted. In particular, they emphasized the need for long-term planning³⁶.



As noted above, the recognition of the interdependence among the economy, the environment and the human condition formed the basis of the sustainable development approach. It incorporates three basic concerns, which have come to be known as “the three E’s”: 1) environment, 2) economy, and 3) equity. Unlike the post-war economic development approach, sustainable development introduced two additional elements. First, it highlighted the interaction between economic activity, the human condition and the environment. Second, it added (social) equity concerns to the development equation. How are these factors linked?

“The concept of sustainability has at its core a value set that is best described as *a parallel care and respect for the ecosystem and people within - not one or the other - not one more than the other but both together as one*. Thus, the economy is not considered to be in competition with the environment and the needs of people are not seen to be in competition with the ecosystems of which they are a part. Rather, sustainability is seen as an explicit expression of interdependence³⁷.”

A sustainability framework for social issues

³⁴ Hill, S.B. Notes on the Theory and Practice of Sustainable Development. Montreal: Department of Entomology, MacDonald College, McGill University, 1989.

IUCN International Assessment Team. "Assessing progress toward sustainability: A new approach." In *A Sustainable World*, edited by T. Trzyna. California: International Center for the Environment and Public Policy, 1995.

Robinson, J.G., G. Francis, R. Legge, and S. Lerner. "Defining a sustainable society: Values, principles, and definitions." *Alternatives*, 17, 2 (1992): 36-43.

³⁵ Health and Welfare Canada. *Achieving Health of All: A Framework for Health Promotion*. Ottawa: Health and Welfare Canada, 1986.

Organization for Economic Co-operation and Development (OECD). *Environmental Indicators - A Preliminary Set*. Paris: Organization for Economic Co-Operation and Development, 1991.

Tietenberg, T. *Environmental and Natural Resource Economics*, 3rd edition. New York: Harper Collins, 1992.

United Nations Conference on Environment and Economic Development (UNCED). *AGENDA 21*. United Nations Conference on Environment and Development. New York: United Nations, 1992.

³⁶ OECD *ibid.*; Tietenberg, T. *ibid.*; UNCED, *ibid.*

³⁷ Hodge, *op cit.* note 5.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

The concept of sustainability has evolved from its roots in sustainable development. It has become equated with a philosophical approach to social change, which seeks to achieve a variety of positive ends. As Passerini notes,

“Sustainability is used to frame a wide variety of social problems from traffic, to crime, to toxic waste. Industry and businesses have developed documents and organizations, which frame their actions as sustainable. Many grassroots organizations are framing environmental and social justice issues as problems of sustainability³⁸.”

An understanding of sustainability as both a concept and as a social philosophy offers numerous insights about how social problems, such as crime, might be addressed more successfully.

Incorporating quality of life and developing measures of equity

In particular, the equity dimension of sustainable development began to change the way researchers and policy makers looked at development. Increasing attention began to be devoted to broader conceptions of the human conditions *vis a vis* “quality of life.” These linkages are reflected in the sustainable development philosophy:

“...in essence sustainable development focuses on the economic, social and environmental factors which contribute to a good and secure quality of life. These include:

- *social factors* - health, housing, education, crime prevention, democracy and leisure
- *economic factors* - employment, pay and conditions, investment, trade, innovation and business practices
- *environmental factors* - air, water and soil quality, protection of wildlife habitats, and the efficient use and reuse of natural resources and energy [emphasis added]³⁹.”

The focus on equity led to the search for ways of measuring this concept. In the process, issues of population health⁴⁰, access to education, unemployment, housing and crime emerged as proxies for equity⁴¹.

Yet another outcome of the inclusion of the ‘social’ was a focus on the day-to-day practices of individuals⁴² as a way of implementing environmentally friendly practices such as recycling, energy conservation and the use of renewable/alternative energy resources. There was recognition that sustainable development requires a **consideration of** environmental and economic activity, long-term and short-term planning⁴³ and the role of people, values, norms, and cultural practices⁴⁴.

Sustainability and the community-based approach

³⁸ Passerini, E. "Sociology and sustainability." *The American Sociologist*, 29, 3 (Fall 1998): 61.

³⁹ www.sustainability.org.uk/info/policyguidance/susnut.html: p.2

⁴⁰ Lerner, Sally. "Indicators of human well-being: Fine-tuning versus taking action." *Social Indicators Research*, 40, 1-2 (1997): 217-220.

Michalos, op cit. note 15.

Vingilis, Evelyn, and Jennifer Sarkella. "Determinants and indicators of health and well-being: Tools for educating society." *Social Indicators Research*, 40, 1-2 (1997): 159-178.

⁴¹ Health and Welfare Canada; UNCED, op cit. note 8.

⁴² Michalos, Alex C. "Combining social, economic and environmental indicators to measure sustainable human well-being." *Social Indicators Research*, 40, 1-2 (1997): 221-258.

⁴³ Hodge, op cit. note 5.

⁴⁴ Ibid.

Research Framework for a Review of Community Justice in Yukon

Community Justice –Crime Prevention

When you begin to turn sustainable development ideas (such as quality of life) into on-the-ground practices you require a location for action. Increasingly, communities (cities/towns/neighbourhoods)⁴⁵ were seen as a focal point for intervention because they are key places where people, economic activity and the environment come together. The features of a community-based approach fit well with sustainable development's philosophy of inclusion and grassroots action⁴⁶. A community-based focus allows for flexibility, ensuring that consideration can be given to issues of diversity, participation and local needs.

Community-based approaches have been applied in both the first and third worlds⁴⁷. For example, there is increasing research on the sustainability of rural communities throughout the world⁴⁸, as well as a focus on urban renewal in the developed nations⁴⁹, and on community design worldwide. The focus on "community" and its role in a sustainable development approach led to considerations of how to integrate community and community members into decision-making, planning, and the identification of problems. Considerable research on community mobilization resulted in a key conclusion that effective community involvement requires a commitment to a non-hierarchical decision-making process – a *bottom-up* process⁵⁰. The sustainable development approach now includes a commitment to diversity, interconnection, long-term/short-term planning, and decision-making from the bottom-up. It recognizes that the process of change is social: It is based on changes in values, beliefs and behaviours of individuals, organizations, groups, and governments.

Wider adoption of sustainability

The sustainable development philosophy has broad appeal⁵¹. Vivian argues that one reason for this wide appeal is that sustainability does not imply a particular model of development⁵². Consequently, sustainability has been appropriated by all sectors (business, non-governmental organizations (NGOs) and governments). For example, businesses have adopted this philosophy as a way of achieving their goal(s) more effectively by using sustainability as a means of changing consumer expectations and practices. Many NGOs promote alternate economic activities that are not environmentally

⁴⁵ European Conference on Sustainable Cities & Towns. Charter of European Cities and Towns Towards Sustainability (The Aalborg Charter). [Online]. Available on Internet: <www.iclel.org/europe/echarter.html>

⁴⁶ Vivian, J. M. "Greening at the grassroots: People's participation in sustainable development." United Nations Discussion Paper No. 22. United Nations, April 1991.

⁴⁷ Lacy, W. B. "Empowering communities through public work, science and local food systems: Revisiting democracy and globalization." *Rural Sociology*, 65, 1 (2000): 3-26.

⁴⁸ Flora, Jan L. "Social capital and communities of place." *Rural Sociology*, 63, 4 (December 1998): 481-506.

⁴⁹ Abucar, Mohammed H. "The Canadian experience of community development: The case of Guysborough County." *Community Development Journal*, 39, 4 (1995): 337-346.

Curtis, Richard. "The improbable transformation of inner-city neighborhoods: Crime, violence, drugs and youth in the 1990s." *The Journal of Criminal Law and Criminology*, 88, 4 (1998): 1233-1276.

Glaser, Mark A., Mark D. Soskin, and Michael Smith. "Local government-supported community development: Community priorities and issues of autonomy." *Urban Affairs Review*, 31, 6 (1996): 778-798.

Miller, Lisa L. "Taking it to the streets: Reframing crime prevention through race and community." *Studies in Law, Politics, and Society*, 20 (2000): 207 - 238.

Speak, S. "Children in urban regeneration: Foundations for sustainable participation." *Community Development Journal*, 35, 1 (2000): 31-40.

⁵⁰ Bhattacharyya, Jnanabrata. "Solidarity and agency: Rethinking community development." *Human Organisation*, 54, 1 (1995): 60-69

Chaskin, Robert J., and Sunil Garg. "The issue of governance in neighborhood-based initiatives." *Urban Affairs Review*, 32, 5 (May 1999): 631-661.

Crawford, Adam. "Appeals to community and crime prevention." *Crime, Law and Social Change*, 22 (1995): 97-126.

Crawford, Adam. *Crime Prevention and Community Safety: Politics, Policies and Practices*. Edinburgh: Addison Wesley Longman Limited, 1998.

Crawford, Adam, and Matthew Jones. "Inter-agency co-operation and community-based crime prevention." *British Journal of Criminology*, 35, 1 (1995):17 -33.

Lacy, op cit. note 20.

Loveday, Barry. "Government strategies for community crime prevention programmes in England and Wales: A study in failure?" *International Journal of Sociology*, 22 (1994): 181-202.

Podolefsky, Aaron M. "Rejecting crime prevention programs: The dynamics of program implementation in high need communities." *Human Organisation*, 44, 2 (1985): 33-40.

Worthington, Anthony. "Why local government should encourage community development." *Community Development Journal*, 17, 2 (1982): 147-154.

⁵¹ Vivian op cit. note 19.

⁵² Vivian op cit. note 19.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

threatening and which ensure that profits reach the communities that participate in these activities. Government initiatives, such as the Population Health Approach⁵³ and integrated strategies for human resources development, also incorporate sustainability.

An important feature of the sustainable development approach is its adoption within a wide variety of policy areas. As noted above, it is evident in the population health approach that informed the ‘Healthy Communities’ initiative. This marked a movement away from a focus on illness and the individual to a focus on health and the social, political, economic, spiritual and environmental factors that contribute to well being. The emphasis is on promoting well-being rather than on treating diseases. This approach is more holistic, defining the issue as health (not disease or illness) and including its determinants — factors that are social, individual and contextual rather than a human vulnerability. Similarly, this conceptual approach has informed recent practices in crime prevention through social development. CPSD marks a shift away from a narrow focus on crime as the ‘bad’ acts of individuals to the social basis of crime. CPSD is more holistic because it includes a concern with the social causes of crime and how to redress them, while also considering factors that impact on public safety. We make the linkages between holistic approaches to social issues and crime prevention more explicitly below.

4. From Sustainable Development to Community Development

As noted earlier in this paper, in the broadest sense, sustainability refers to the ability to maintain a particular set of practices and activities, given a particular set of human and material conditions. In the context of sustainable development, sustainability is a totalizing concept, focusing not on a particular activity or practice but on an approach that is holistic, integrative, and non-hierarchical. In practice, it is often used to integrate issues of problem identification, solutions, planning and integration into the development of programs and activities. Thus, Health Canada offers this insight into sustainability planning for seniors:

“What is Sustainability?

- Sustainability means a program will continue as long as it is needed. It requires planning for this from the onset of a project.
- Sustainability is not just about asking for more funding. In general, success in fundraising and, hence sustainability, depends on how well a project is able to:
 - honour core values
 - ensure ownership by seniors
 - use a community development approach
 - foster partnerships
 - recruit and nurture volunteers
 - manage effectively day-to-day.⁵⁴”

Sustainability and community-defined needs and actions

Having defined sustainability, we are left with a number of unanswered questions. Two key questions are what do we want to sustain and why? As the above quote indicates, the answers to these questions, under a sustainable development framework, depend on the community (who is identified as the community, the decision-making structures that exist, the resources a community has, etc.) and the issue(s) that the community identifies as being **locally** important. Thus, defining what we want to sustain and why is a dynamic process. In addition, it may be a process that poses many challenges for community members, organizations and governments.

A related set of questions asks who is going to act and how? Here again, a sustainable development approach argues that the answers depend on the nature of communities and the issue(s) they identify. However this approach requires

⁵³ Health and Welfare Canada. op cit. note 8.

⁵⁴ www.hc-sc.gc.ca/seniors-aines/pubs/factshts/fs7e.html

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

developing and maintaining connections among individuals, groups, organizations and governments as core to the mobilization process⁵⁵.

When the concept of sustainability is applied to communities and to community-based problems, ‘development’ is often reconceptualized as ‘community development’. A key issue then is defining community development. Abucar describes ‘community development’ in the Canadian context as follows:

“Community development in Canada involves a two-way process. At the government level, community development involves the cooperation and coordination efforts of federal and provincial institutions in initiating programs and projects in the community aimed at solving human problems, particularly in the areas of employment, training, and housing. At the community level, it involves the coordination between community organizations and specific target groups in order to alleviate certain human problems and/or environmental problems”⁵⁶.

More generally community development has come to reflect the ability to build the necessary capacity within a community to identify and respond to problems on an on-going basis. This has resulted in the emergence of a new concept — community capacity building (CCB). Researchers have sought to define the term, develop indicators and put together tool kits for building community capacity when necessary. We discuss this at greater length below. First, we address the more fundamental concept of community.

5. Defining Community

Community is a nebulous term. It can refer to geographic, historic and cultural entities⁵⁷. Perhaps the most common use of the term ‘community’ is as a geographic region — cities, towns, villages, hamlets. Typically, these are also administrative centres with some form of centralized (group) decision-making responsibility. However, social research frequently focuses on subdivisions of these geographic communities — neighbourhoods⁵⁸.

An additional definition of community is a ‘community of interest’ in which disparately located individuals share common values, beliefs and practices⁵⁹. Such an approach is evident in Human Resources Development Canada’s (HRDC) definition of community as a space in which citizens associate in their individual and collective interests⁶⁰. Under this approach, the definition of community that is used depends on the issue(s).

Lacy argues that for the purposes of community-based development:

“...a group is a community to the extent that it encompasses a broad range of activities and interests, and to the extent that participation implicates whole persons rather than segmental interests or activities”⁶¹.

This definition of community views people (residents, members of particular communities of interest) as key to community development. However, community actors are more than just individual citizens acting together to achieve a desired end. Community actors can also include NGO’s based in the area, local businesses, and local, regional, and

⁵⁵ Hodge op cit. note 5.

⁵⁶ Abucar, at p. 338 op cit. note 22.

⁵⁷ Bhattacharyya, op cit. note 23; Crawford, op cit. note 23; Lacy, op cit. note 20;

Rocheffort, David A., Michael Rosenberg, and Deena White. "Community as a policy instrument." *Policy Studies Journal*, 26, 3 (1998): 548-568.

⁵⁸ Bazemore, Gordon. "The ‘Community in Community Justice: Issues, Themes, and Questions for the New Neighbourhood Sanctioning Models.’" In *Community Justice: An Emerging Field*, edited by David R. Karp. Chapter 13: 327-369. Lanham, Maryland: Rowman & Littlefield Publishers, Inc., 1998; Chaskin and Garg, op cit. note 23; Podolefsky op cit. note 23.

⁵⁹ Bhattacharyya op cit. note 23; Crawford op cit. note 23;

Warner, Mildred. "Social capital construction and the role of the local state." *Rural Sociology*, 64, 3 (1999): 373-393.

⁶⁰ Frank, F., and A. Smith. *Community Development*. Ottawa: Human Resources Development Canada,

2000. [Online]. Available on Internet: <www.hrdc-drhc.gc.ca/hrib/hrif/community-communautaire/menu/index.shtml>

⁶¹ Lacy, at p. 5 op cit. note 20.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

national governments — the structural dimension of both community and community-based activity⁶². Structure involves horizontal linkages within a community, which provide such things as organized spaces for interaction and networks for information exchange. Horizontal linkages emphasize partnership within communities including citizens, non-government organizations, and the business community. This is the infrastructure for community-based, sustainable activities. In addition, structure also involves vertical linkages. These are linkages between the local level, on the one hand, and the national level on the other. These vertical linkages also provide a forum in which various levels of government can meet to negotiate roles and responsibilities. The vertical linkages provide mechanisms for ensuring that the actions at the local level meet national standards with respect to issues such as human rights⁶³ and in shaping what can be done and by whom⁶⁴. Both components (horizontal and vertical linkages) are integral components of a sustainable response to community-based issues.

Different definitions of community result in disparate approaches to decision-making. For example, defining community as a geographic entity often results in *top-down* decision-making. In this instance, planning and decision-making are centralized, and programs and service delivery are localized. Under a sustainable development framework, appeals to community are more complex. The common feature is that the identification of problems is based on local community needs. This necessitates a *bottom-up* (community-based) decision making process⁶⁵. This model stresses the positive features of defining problems locally and of engaging citizens in solutions. But, community action is not necessarily harmonious. Key players often have conflicting interests, different definitions of problems, and may envision different solutions⁶⁶. A sustainable response requires building alliances, sharing resources, and developing common goals and solutions⁶⁷. This requires mobilization and the building of community capacity.

6. Community Capacity

Community Capacity is defined as:

“... the characteristics of communities that affect their ability to identify, mobilize, and address social and public health problems”⁶⁸.

Community capacity is the ability of communities to recognize needs and to respond to them by mobilizing human, economic, state and social resources. The purpose of community capacity building is:

“... to foster conditions that strengthen the characteristics of communities that enable them to plan, develop, implement and maintain effective community programs”⁶⁹.

One frequently cited definition of community capacity considers community assets and deficits⁷⁰. With regard to assets, a community’s capacity for social development will depend upon existing hard assets (such as infrastructure) and soft assets (including people, organizations and groups). Unlike previous research, community capacity building takes the

⁶² Crawford, op cit. note 23.

⁶³ Bhattacharyya, op cit. note 23.

⁶⁴ Joseph, M., and R. Ogletree. "Community organising and comprehensive community initiatives." *Journal of Sociology and Social Welfare*, 25, 1 (March 1998): 71-79.

Stone, Clarence N. "Poverty and the continuing campaign for urban social reform." *Urban Affairs Review*, 34, 6 (1999): 843-856.

⁶⁵ Crawford op. cit. note 23.

⁶⁶ Joseph, and Ogletree, op cit. note 37.

Passerini, op cit. note 11.

⁶⁷ Ibid.

⁶⁸ Poole, D.L. "Building community capacity to promote social and public health: Challenges for universities." *Health and Social Welfare*, 22, 3 (1997): 163.

⁶⁹ Ibid.

⁷⁰ See for example: McKnight, J., and J. Kretzmann. *Mapping Community Capacity*. Evanston, Illinois: Center for Urban and Policy Research, North Western University, 1990.

Kretzmann, J., and J McKnight. *Building Communities from the Inside Out: A Path Toward Finding and Mobilizing a Community’s Assets*. Evanston, Illinois: Center for Urban and Policy Research, North Western University, 1995.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

focus off deficits as the absence of needed assets and puts the focus onto techniques for mobilizing such assets (e.g., leadership and organizational, social and political will).

It is important to understand that building capacity is NOT the same as achieving community development. Community Capacity Building (CCB) sets the stage for sustainable activity but requires the mobilization of a community's assets. In short, the capacity has to be realized through application to a particular issue or issues. CCB is a grounded activity. It involves building soft (e.g., leadership training) and hard assets (e.g., building health centres) with an implicit assumption that long-term benefits will follow. Community capacity involves both paid staff of government and non-government agencies and community members working together. Capacity is not fully developed if both these elements are not present. While communities can develop particular kinds of skills and develop particular kinds of resources at the local level, their connection to the wider society necessitates the involvement of the state in some capacity.

A focus on CCB leads easily to a project-oriented approach to problem solving. But, as the early economic approaches to development demonstrated, such an approach ignores the complexity of the human eco-system. In a more holistic understanding, assets are recognized as necessary but NOT sufficient for development. The challenge facing many communities is translating community capacity into sustainable responses to community needs without adopting a fragmented, project-by-project orientation. However, projects do play a role in CCB as the following quote illustrates:

“CCB is a process of change management which allows residents to direct change instead of being overwhelmed by it. It enables the development and implementation of agreed community projects, encourages the development of new skills and helps obtain further resources to achieve community goals. It involves building and strengthening the relationships between individuals, associations, institutions and businesses. The community's assets are identified and mobilized to achieve a common vision. The community then identifies projects and actions required to implement that vision and its capacity to manage and implement change grows.”⁷¹

As the above quote illustrates, projects are only one component within the broader purpose of CCB, which is the development of communities. Thus, integrating CCB into the wider context of community development has the potential to avoid a narrower project orientation.

7. Community Development

Community development refers to broad-based change for the benefit of all community members and is based on the philosophical argument that more developed communities are better able to meet the needs of their citizens⁷². They have more established and accessible assets (both hard and soft) and the ability to mobilize these assets to meet their needs (self-sufficiency). It is important to note that developed communities are not always wealthy communities. As Warner points out, while many poor communities may lack community development, some very wealthy communities do as well⁷³.

While most research focuses on the features that make community development sustainable, few researchers even ask what countervailing forces may limit sustainability⁷⁴. Stone argues that there is a belief among researchers that once a

⁷¹ Department of National Resources and Environment, Victoria, Australia. Frequently Asked Questions. [Online] Available on Internet: <www.nre.vic.gov.au/web/root/domino/cm_da/nre>.

See also: Rubin, Herbert J. "Being a conscience and a carpenter: Interpretations of the community-based development model." *Journal of Community Practice*, 4, 2 (1997):57 – 90; and

Voyle, J.A., and D. Simmons. "Community development through partnership: Promoting health in an urban indigenous community in New Zealand." *Social Science and Medicine*, 49 (1999): 1035 - 1050.

⁷² MacArthur Foundation. Program on Human and Community Capacity. [Online]. Available on Internet: <www.macfound.org/research/hcd/bcc.html>

⁷³ Warner, at p. 376, op cit. note 32.

⁷⁴ Stone, op cit. note 37.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

community is mobilized, it will continue to "gain strength" and therefore be sustainable⁷⁵. This assumption needs to be tested. It is not clear what may reduce the effectiveness of developed communities. We need to consider who has been mobilized and also to consider changes in participation by individuals, groups, organizations and governments over time⁷⁶. These may be affected by changes in the local and/or national economies (economic booms and economic declines), by population movement (in-migration and out-migration), by natural disasters, and by changes in funding levels, principles or practices. Further, communities may have different vulnerabilities to countervailing forces. In some communities there may be a key leader or a lead agency that is critical and whose loss is a serious problem. In other communities, there may be a multiplicity of leaders and gaps may be more easily filled. We need more research in this area; research on the types of countervailing factors and research on how different types of communities are affected.

The role of government

Promoting sustainable community development and the self-sufficiency that it generates does not preclude a role for government though defining the appropriate role(s) for government is an on-going challenge. These roles can include facilitation through the provision of financial and other resources, expertise, information and support. As noted above, the state represents a set of national interests, such as ensuring that human rights and citizenship rights are protected.

8. Linking Sustainable Community Development and Social Development to Crime Prevention

In the previous section we discussed the parameters of sustainable community development. This concept is closely linked to the concept of social development. What these concepts share is a sense that social problems are linked to economic, social and environmental conditions. How they differ is in their scope. As we noted above, community development is concerned with the local community's (variously defined) ability to define needs and to mobilize resources to meet these needs. Social development addresses the same processes on a broader scale. Consequently community development allows for the identification of particular issues, assets and objectives on a community-by-community basis. Conversely, social development identifies universal components of social systems and practices that influence development. Thus, broad policy initiatives, such as the National Strategy on Community Safety and Crime Prevention, include social development as a key objective. This is expressed by the Strategy's support for crime prevention through social development.

The social development approach to crime prevention provided an important and innovative alternative to "traditional" crime prevention approaches. It marked an attempt to address the root causes of crime in society. It recognized that crime stems from a variety of critical experiences in people's lives: family violence, poor parenting, negative school experiences, poor housing, a lack of recreational, health and environmental facilities, inadequate social support, peer pressure, and lack of opportunity. It emphasized investing in individuals, families and communities by providing social, recreational, educational and economic interventions and support programs.

Recent efforts to define the concept of crime prevention through social development have focused on the following aspects of this approach:

- CPSD is part of a comprehensive approach to safer communities and, as such, does not function in isolation from other approaches to crime prevention and criminal justice. Targeted social programs, for example, may be a long-term aspect of a strategy that also includes other more short-term protective approaches.
- CSPD is long-term, proactive, and integrally linked to social and economic factors that are associated with crime and criminal behaviour. CSPD aims at preventing crime before it happens. It focuses on improving quality of life for individuals, families and communities and addressing the impacts and effects of socio-economic problems that increase risk.

⁷⁵ Ibid. p. 852-3.

⁷⁶ Ibid.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- CPSD includes a range of social development policies, programs and services that, while not directly criminal justice in orientation, nonetheless are targeted at key risk factors including social housing, education, health, income security and social services.
- A focus on the multiple key risk and protective factors underlies CPSD.

As this definition of CPSD demonstrates, CPSD is consistent with a sustainable community development approach:

9. Sustaining Crime Prevention Activities

How do we sustain social development when the issue is crime prevention? As noted above, crime prevention through social development is based on an assumption that social development is of intrinsic value. It assumes that communities that are more developed (more assets, both hard and soft) and communities with more capacity (a greater ability to mobilize their assets to respond) are healthier and safer places to live. Lessons learned over the past half century of sustainability research are consistent with a social development approach to crime prevention. However, such an approach must include a philosophical understanding of sustainability and consideration of the following three key questions:

- Is this a project-focused approach (non-sustainable) or a philosophy about how to act (sustainable)?
- Is the approach *top-down* and vertically integrated (non-sustainable) or is the approach *bottom-up* and horizontally integrated (sustainable) with vertical linkages?
- Is the approach to treat communities as pre-determined and singular entities (non-sustainable) or does it view communities as diverse, and potentially divided (sustainable)?

These questions identify necessary, but not sufficient, conditions for sustainability. In the past, crime prevention practices have employed non-sustainable, project-focused approaches. There is a considerable body of literature that considers why crime prevention projects ‘succeed’ or ‘fail’. What emerges is that ‘failure’ reflects the same kinds of pitfalls found in non-sustainable development projects. Loveday (1994) argues that the project approach to crime prevention taken by the British government led to serious implementation failure. This included confusion and duplication of initiatives and the absence of permanency⁷⁷. Thus, while many consider sustainability as the sustainability of projects, the research stresses that the focus should be on a sustained involvement by citizens, non-government organizations, businesses and the various levels of government in addressing crime issues as they emerge in the local context.

Similarly, research indicates that *top-down* approaches to crime prevention have also been problematic. Podolefsky, for example, reflected on a community in the United States that rejected a popular crime prevention initiative⁷⁸. He writes that:

“...[the] introduction of structured programs and bureaucratic procedures in the absence of social solidarity is likely to produce indifference, suspicion or out right hostility”⁷⁹.

Crawford and Jones argue that effective crime prevention emphasizes co-operation between state agencies and groups (the public, non-government organizations, and the business community) at the local level⁸⁰. This has been termed a multi-agency approach. Gillings and Barton reinforce this conclusion⁸¹. They argue that:

⁷⁷ Loveday, op cit. note 23.

⁷⁸ Podolefsky, op cit. note 23.

⁷⁹ Ibid, at p. 33.

⁸⁰ Crawford and Jones, op cit. note 23.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

“[t]he essence of crime prevention policy was, and is, partnership. The key is to overcome a certain misplaced dependency upon the core institutions of the criminal justice system and instead to encourage a sense of responsibility which extends into a much wider mixed economy of crime control”[emphasis added]⁸².

However, in practice, Gilling and Barton note that the central government in Britain failed to meet these requirements—focusing instead on short-term results. In contrast, some local initiatives emerged around crime prevention that successfully challenged the state’s initial approach to crime prevention. However, it became clear from the experiences in these communities that reliance solely on community-based initiatives without state involvement is also problematic⁸³.

Community diversity is another component of crime prevention that requires critical examination. While many projects have integrated the idea of diversity into their target groups (e.g., noting the particular needs of Aboriginal peoples, women, children and youth and the elderly) the idea of diversity within communities and as a feature of community involvement has had less attention.

The dominant definition of community that is invoked in crime prevention initiatives is one that presumes a homogeneous community with universal interests. This definition leads to pressure to present a unified response:

This quest for unity poses serious problems, not only for the finely balanced tensions between the independence and interdependence of criminal justice agencies, but also for intra-communal relations. In relations to the latter, the ideology of “unity” tends to silence very real intra-community conflicts by the dual processes of: first, excluding “non-consensual” voices ... and second, through the working assumption that an homogeneity of interests actually exists⁸⁴.

We have just reviewed a litany of problems with traditional crime prevention practice that are very similar to the problems experienced in attempting to achieve sustainable development: competing definitions of community, top-down versus bottom-up decision making, diversity issues, particularistic versus universal orientation. Achieving equity (and hence reducing crime) requires that we attend to these concerns. A sustainable development approach to crime prevention would, by definition, include an appropriate and flexible definition of community; bottom-up decision-making; recognition and respect for diversity; and a community-defined orientation directed towards meeting the needs of the local community. In the ideal, this offers a promising way to proceed. However, it is neither a panacea nor easily achieved. Crawford and Jones note that competing claims to knowledge and expertise within communities and conflicting ideologies, strategies and practices are always present. The key, they argue, is learning how to work creatively with these tensions⁸⁵.

Further, in the area of crime prevention there may be special challenges to achieving sustainable community development. There are clearly mandated roles for justice, health and social system agencies that may pose barriers and tensions to particular kinds of community-based initiatives and to efforts to engage particular communities of interest. These are not easily resolved. While a sustainable development model holds promise, a number of authors have been concerned with what the challenges to using a sustainable community development model may be. One key problem is a tendency to “romanticize ‘the local’”⁸⁶. This means that

⁸¹ Gilling, Daniel, and Adrain Barton. “Crime prevention and community safety: A new home for social policy?” *Critical Social Policy*, 17 (1997): 63-83.

⁸² *Ibid*, at p. 66.

⁸³ Mohan, Giles, and Kristian Stokke. “Participatory development and empowerment: The dangers of localism.” *Third World Quarterly*, 21, 2 (2000): 247-268;

Poland, Blake, Marie Boutilier, Stacey Tobin, and Robin Badgley. “The policy context for community development practice in public health: The Canadian case.” *Journal of Public Health Policy*, 21, 105 (1999): 5 – 19.

⁸⁴ Crawford, at p. 108, *op cit.* note 23.

⁸⁵ Crawford and Jones, *op cit.* note 23.

⁸⁶ Mohan and Stokke, at p. 249, *op cit.* note 56.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

local systems are not understood to include local inequalities and divisions. These significantly impact on who participates in crime prevention activities and who is excluded.

Similarly, while the recognition of diversity offers a more holistic approach⁸⁷ to problems and problem solving in communities, it may also require the management of considerable conflict. Indeed, the lessons learned from community capacity building are that without a detailed understanding of community characteristics, including issues of diversity and conflict, initiatives are bound to be unsustainable because they will fail to effectively identify and utilize the community's assets.⁸⁸

A further challenge to sustainable community development is related to planning and the time allocated for activities to unfold. While a project-focused approach can quite easily identify parameters for service delivery such as when activities will start and end, this is more difficult under a sustainable community development orientation. Building community capacity is often a protracted and on-going process. Simply put, community development takes time, patience and resources. Time horizons are difficult to assess and hence manage. This creates challenges for policy makers, funding agencies, organizations and community residents who bring diverse expectations about what will happen and when. Joseph and Ogeltree argue that we need to allow sufficient time for organizing communities⁸⁹. However, given our knowledge of the diversity of communities and differences in existing capacity, it is clear that no set time frame can be easily established.

Next, we need to differentiate between hard assets and soft assets and the implications they have for sustainable community development. The benefits of increasing hard assets are visible and their impact is easier to ascertain. In contrast, soft assets which require education, funding, information, facilitation, support, leadership and forums to exchange insights and experiences are less visible and their impact is more difficult to determine. Moreover, improving individual skills does not necessarily increase community capacity. Communities may or may not benefit from enhancing the skills of individuals, and yet the building of the skills is essential. While little research exists on this topic, it is clear that there is an inevitable gap between having skills and having the opportunity to apply them.

Finally, there may be tensions between what a community defines as an appropriate or desirable response to issues of crime prevention and the costs this response may have for individuals⁹⁰. Where individual and social costs are too high, initiatives are not likely to be sustainable. Experience has shown that there are problems with the burnout of volunteers, with groups becoming discouraged when change is not immediate and when funding is always uncertain. Further, some programs, such as curfews for teenagers, 'John schools', etc. may have social costs to individuals that communities are unwilling to support. This may continue to be true even while attempting to meet the goals of diversity, bottom-up decision-making and responding to local needs.

10. Gaps in Knowledge

While there is an extensive literature advocating for the effectiveness of sustainability approaches, there are considerable gaps that need to be addressed. A key knowledge gap is reflected in Joseph and Ogeltree's analysis of the role of external agents in the sustainability process⁹¹. They raise a question that is crucial for policy makers:

How [can] externally initiated efforts ... develop and facilitate the local control, support and capacity necessary for an initiative to be effectively community-based and sustainable⁹²?

⁸⁷ Rochefort, Rosenberg and White, op cit. note 30.

⁸⁸ Poole, op cit. note 41.

⁸⁹ Joseph and Ogeltree, p. 71: op cit. note 37.

⁹⁰ Warner, op cit. note 32.

⁹¹ Joseph and Ogeltree, op cit. note 37.

⁹² Ibid, p. 71.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

In their answer, Joseph and Ogeltree argue that we need to understand the community structure, to understand the governance structure, and to build community capacity⁹³. But, the answer they provide makes many assumptions. Perhaps the greatest untested claim is that once community capacity or 'civic-engagement' is developed, it will continue. Is this true? Researchers generally do not consider this question when they are writing about community development and community-capacity building. Warner notes that there may be countervailing processes that serve to limit the sustainability of community-based initiatives and, furthermore, that not enough attention has been paid to what these processes may be⁹⁴. There is, therefore, a need to document and understand countervailing forces and to address (perhaps redress) the features that lead to reductions in sustainability.

There may also be conflicts between what is "needed" by communities and wider concerns that the state represents. Glaser, Soskin and Smith argue that sustainable community development requires securing resources and maintaining autonomy, especially with respect to setting priorities⁹⁵. The former may conflict with the need for state agencies to account for spending. The maintenance of autonomy in setting priorities is also potentially problematic. Bhattacharyya shows that not all priorities — what Bhattacharyya terms 'felt needs' — can be respected⁹⁶. Despite their relevance to the local community and a normative structure that supports these priorities, there must be an observance of universal standards with respect to human (individual) rights. The state can play a critical role in ensuring that local responses strike an acceptable balance between individual and collective rights and responsibilities.

The use of the concept of community within a policy framework is quite complex and understudied. Rochefort, Rosenberg and White examined the multiple uses of the concept 'community' as a policy instrument. In the case of community-based mental health centres they report the following uses of community as a policy instrument:

“The concept of community as a policy instrument has functioned on several levels within this public program. First, community-oriented action represented an alternative, or a means to react against an unsatisfactory status quo built around antiquated institutional treatment. Second, community was an operational device for determining the locations and service areas of the new [mental health] centers. Federal policymakers adopted the notion of "catchment areas" as a basis for establishing individual facilities Third community was a target of intervention under the program in the sense that one mission of the new centers was to prevent the development of mental disorders in the local general population through early intervention and education activities. Fourth, community served as a setting of service delivery that was perceived to have its own therapeutic value for "normalising" the experience of mental illness and for maximizing the social functioning of patients. Finally, the concept of community provided an ideological framework for legitimizing diverse systems changes, including expanded professional and paraprofessional involvement in mental health care, new roles for citizens in the management of local mental health facilities, and a redefinition of the problem of mental illness in American society pointing beyond psychiatric treatment to social reform⁹⁷.”

Thus, policy makers must begin to define community as a policy instrument, within the context of a sustainable crime prevention approach. As the above quote illustrates, the uses of the concept may be diverse. Further, these uses will tend to be based in the specific area of social policy that is under consideration. This remains a gap and is all too often un-problematized.

Under a sustainability approach, we need to allow sufficient time for mobilization of communities⁹⁸. However, a consideration of how to integrate uncertain time frames into policy initiatives remains un-addressed and requires serious attention.

⁹³ Ibid, p. 75.

⁹⁴ Warner, op cit. note 32.

⁹⁵ Glaser, Soskin and Smith, op cit. note 22.

⁹⁶ Bhattacharyya, at p. 63: op cit. note 23.

⁹⁷ Rochefort, Rosenberg and White, at p. 551, op cit. note 30

⁹⁸ Joseph and Ogeltree, at p. 71: op cit. note 37.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

There is also a concern with defining the role of the state in sustainable crime prevention practices. One key concern is that shifting toward a community-based approach will result in the downloading of responsibility to local communities⁹⁹. This downloading is related to funding and to identification of the problems of crime prevention as local and individual responsibilities. Poole cautions that community-based approaches should not be a substitute for federal and state government policy actions¹⁰⁰. He argues that the federal role is technical, financial and to provide other broader social and economic supports. However, these are suggestions and are not research-based. We need evidence to assess whether these are indeed the key state roles or whether these roles may be different in different contexts.

Assessing effectiveness

One of the primary concerns in achieving sustainable social development programs is with the tools and techniques available to communities, organizations and governments to implement and assess sustainability. There are myriad tools available for assessing and building community capacity. There is a multitude of measures for these concepts. However, before we can begin to link them to sustainable community development, we must begin to reconceptualize ‘success’ and how we measure effectiveness.

Another dimension of this problem is a rarely questioned reliance on a ‘best practices’ approach to identify solutions. A ‘best practices’ approach attempts to universalize success and fits well within a project-oriented focus. This current use of a ‘best practices’ approach is incompatible with the more holistic sustainability framework. The role of ‘best practices’ in a sustainable social development approach requires careful consideration. The term as it is commonly used tends to imply portability, suggesting that practices can be easily integrated into communities. But, ‘best practices’ within a sustainable social development framework requires conceptualizing them not as portable templates, but rather as sources of valuable information. Without this understanding of ‘best practices’, its continued use may, unwittingly, promote a project-focused orientation.

These criticisms should not be read as a dismissal of the value of lessons learned in other communities. Sharing ideas is valuable, provided that this does not replace a detailed local analysis and an openness to the requirements of local communities. Practices work well because they are sensitive to the local needs and conditions. There is a lack of research on the effectiveness of importing and modifying practices to fit a new locale. This is particularly true of non-clinical and community-based interventions. Thus, while it is appealing to build on successes, additional research is required to examine the portability of ‘best practices’ and the suitability of ‘off-the-shelf’ solutions.

11. Conclusions

The key findings of this literature review are:

1. Sustainability is best understood as a philosophical approach that offers insights about how social problems, such as crime, might be addressed more successfully through a consideration of interconnections and the on-going nature of social changes.
2. Sustainable community development is premised upon a non-hierarchical (bottom-up), integrated and diversity-sensitive approach. Under this approach, definitions of community are flexible and reflect the specifics of the local context.
3. Community-capacity to identify problems and mobilize to respond to problems is key to making community-based initiatives sustainable.

⁹⁹ Poole, at p. 164, op cit. note 41. Rochefort, Rosenberg and White, op cit. note 30.

¹⁰⁰ Poole, *ibid.*

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

4. Building community capacity is a necessary but not a sufficient component of a sustainable community development process.
5. There are critical gaps in the literature that need to be addressed if to ensure that sustainable initiatives are achieved. These include:
 - the need to identify and understand countervailing factors that may reduce the capacity of communities to sustain responses,
 - consideration of how to balance collective versus individual rights in responding to issues,
 - considerations of how community may be used as a policy instrument in the area of crime prevention, and
 - the role of national, provincial/territorial, and local government in bottom-up processes.

Bibliography and Selected References

- Abucar, Mohamed H. "The Canadian experience of community development: The case of Guysborough County." *Community Development Journal*, 30, 4 (October 1995): 337-346.
- Anderson, James F., Laronistine Dyson, and Terry Grandison. "African-Americans, violence, disabilities, and public policy: A call for a workable approach to alleviating the pains of inner-city life." *The Western Journal of Black Studies*, 22, 2 (Summer 1998): 94-102.
- Anner, John. "Crime and safety: Community voices in the national debate." *Social Policy*, 25, 4 (Summer 1995): 22-26.
- Arches, Joan L. "Challenges and dilemmas in community development." *Journal of Community Practice*, 6, 4 (1999): 37-55.
- Bazemore, Gordon. "The 'Community in Community Justice: Issues, Themes, and Questions for the New Neighborhood Sanctioning Models.'" In *Community Justice: An Emerging Field*, edited by David R. Karp. Chapter 13: 327-369. Lanham, Maryland: Rowman & Littlefield Publishers, Inc., 1998.
- Beverly S.G., and M. Sherraden. "Investment in human development as a social development strategy." *Social Development Issues*, 19, 1 (1997): 1-18.
- Bhattacharyya, Jnanabrata. "Solidarity and agency: Rethinking community development." *Human Organization*, 54, 1 (Spring 1995): 60-69.
- Bouchard, Marie J., and Lucie Chagnon. "The development of local communities at the intersection of partnerships (Le Développement des communautés locales à la croisée des partenariats)." *Economie et Solidarités*, 29, 2 (1998): 42-50.
- Boulet J. "Whither social development". *Australian Social Work*, 52, 2 (June 1999): 2.
- Bridger, Jeffrey C. and A.E. Luloff. "Toward an interactional approach to sustainable community development." *Journal of Rural Studies*, 15, 4 (October 1999): 377-387.
- Brundtland, Gor Harlem. *Our Common Future*. World Commission on Environment and Development, New York: Oxford University Press, 1987.
- Cawley, Richard. "The incomplete revolution: The development of community work in Quebec CLSCs." *Community Development Journal*, 31, 1 (January 1996): 54-65.
- Chaskin, Robert J., and Sunil Garg. "The issue of governance in neighborhood-based initiatives." *Urban Affairs Review*, 32, 5 (May 1997): 631-661.
- Chavis, David M. "Building community capacity to prevent violence through coalitions and partnerships." *Journal of Health Care for the Poor and Underserved*, 6, 2 (May 1995): 234-245.
- Choguill, Charles L. "Ten steps to sustainable infrastructure." *Habitat International*, 20, 3 (September 1996): 389-404.
- Clarke, John. "Public nightmares and communitarian dreams: The crisis of the social in social welfare." *The Sociological Review Monograph*, 1996: 66-91.
- Crawford, Adam. "Questioning appeals to community within crime prevention and control." *European Journal on Criminal Policy and Research*, 7, 4 (1999): 509-530.
- Crawford, Adam. "Appeals to community and crime prevention." *Crime, Law and Social Change*, 22, 2 (1994-1995): 97-126.
- Crawford, Adam. *Crime Prevention and Community Safety: Politics, Policies and Practices*. Edinburgh: Addison Wesley, Longman Limited, 1998.
- Crawford, Adam, and Matthew Jones. "Inter-agency co-operation and community-based crime prevention." *British Journal of Criminology*, 35, 1 (Winter 1995): 17-33.
- Cornelius Riordan, and Jaya Sarkar. "Building social capital in non-governmental organizations: buffalo banks and borewells." *International Journal of Sociology & Social Policy*, 18, 1 (1998): 55-69.
- Cruz, Marcelo. "The reassertion of human agency in urban planning." *Research in Urban Sociology*, 4 (1997): 159-186.
- Curtis, L.A. "The retreat of folly: some modest replications of inner-city success." *The Annals of the American Academy of Political and Social Science*, 494 (November 1987): 71-89.
- Curtis, Richard. "The improbable transformation of inner-city neighborhoods: Crime, violence, drugs, and youth in the 1990s." *Journal of Criminal Law and Criminology*, 88, 4 (Summer 1998): 1233-1276.
- Delgado, Melvin. "Community asset assessments by Latino youths." *Social Work in Education*, 18, 3 (July 1996): 169-178.
- Department of National Resources and Environment. *Frequently Asked Questions*. Victoria, Australia: Department of National Resources and Environment. [Online]. Available on Internet: www.nre.vic.gov.au/web/root/domino/cm_da/nre
- Depew, Robert C. "Popular justice and Aboriginal communities: Some preliminary considerations." *Journal of Legal Pluralism and Unofficial Law*, 36 (1996): 21-67.
- Dominelli, Lena. "Community, citizenship and empowerment." *Sociology*, 33, 2 (May 1999): 441-446.

Research Framework for a Review of Community Justice in Yukon

Community Justice –Crime Prevention

- Donnermeyer, Joseph F., Barbara A. Plested, Ruth W. Edwards, Gene Oetting, and Lawrence Littlethunder. "Community readiness and prevention programs." *Journal of the Community Development Society*, 28, 1 (1997): 65-83.
- Dovers, Stephen R. "Sustainability: Demands on policy." *Journal of Public Policy*, 16, 3 (September – December 1996): 303-318.
- El-Askari, Galen, Julie Freestone, Chicky Irizarry, Karen L. Kraut, Susan T. Mashiyama, Mary Anne Morgan, and Sheryl Walton. "The healthy neighborhoods project: A local health department's role in catalyzing community development." *Health Education & Behavior*, 25, 2 (April 1998): 146-159.
- Eliason, Ruby Norma. "Towards sustainability in village health care in rural Cameroon." *Health Promotion International*, 14,4 (December 1999): 301-306.
- European Conference on Sustainable Cities & Towns. *Charter of European Cities and Towns Towards Sustainability* (The Aalborg Charter). [Online]. Available on Internet: <www.iclei.org/europe/echarter.html>
- Evans, R.G., and G. L. Stoddart. *Producing Health, Consuming Health Care*. Population Health Program Working Papers No. 6. Toronto: Canadian Institute for Advanced Research, 1990.
- Firey, W. *Man, Mind and Land: A Theory of Resource Use*. Glencoe, Illinois: The Free Press, 1960.
- Flora, Jan L. "Social capital and communities of place." *Rural Sociology*, 63, 4 (December 1998): 481-506.
- Forrest, Dod W. "Education and empowerment: Towards untested feasibility." *Community Development Journal*, 34, 2 (April 1999): 93-107.
- Forster, Michael, and Timothy Rehner. "Delinquency prevention in poor and at-risk African-American youth: A social work practice innovation." *Social Thought*, 19, 2 (1999): 37-52.
- Frank F., and A. Smith. *Community Development*. Ottawa: Human Resources Development Canada, 2000. [Online]. Available on Internet: <www.hrdc-drhc.gc.ca/hrhb/hrif/community-communautaire/menu/index.shtml>.
- Fussell, Weyman. "The value of local knowledge and the importance of shifting beliefs in the process of social change." *Community Development Journal*, 31, 1 (January 1996): 44-53.
- Gamble D.N., and S. Varma. "International women doing development work define needed skills for sustainable development." *Social Development Issues*, 21, 1 (1999): 47-56.
- Gilling, Daniel, and Adrian Barton. "Crime prevention and community safety: A new home for social policy?" *Critical Social Policy*, 17, 3, 52 (August 1997): 63-83.
- Glaser, Mark A., Mark D. Soskin, and Michael Smith. "Local government-supported community development: Community priorities and issues of autonomy." *Urban Affairs Review*, 31, 6 (July 1996): 778-798.
- Gonzalez, Joaquin L. III., and Rizal G. Buendia. "Is community participation really essential to program effectiveness? Negative answers from three Philippine cases." *The International Journal of Sociology and Social Policy*, 18, 7-8 (1998): 148-182.
- Harpam, Trudy, and Edmundo Werna. "Sustainable urban health in developing countries." *Habitat International*, 20, 3 (1996): 421-429.
- Hastings, Ross. "Crime prevention through social development: A strategy in search of synthesis." *Criminologie*, 31, 1 (Spring 1998): 109-123.
- Hawkins, J David. "Preventing crime and violence through communities that care." *European Journal on Criminal Policy and Research*, 7, 4 (1999): 443-458.
- Health and Welfare Canada. *Achieving Health for All: A Framework for Health Promotion*. Ottawa: Health and Welfare Canada, 1986.
- Herbert-Cheshire, Lynda. "Contemporary strategies for rural community development in Australia: A governmentality perspective." *Journal of Rural Studies*, 16, 2 (April 2000): 203-215.
- Heymann, Philip B., and Mark H. Moore. "The federal role in dealing with violent street crime: Principles, questions, and cautions." *The Annals of the American Academy of Political and Social Science*, 543 (January 1996): 103-115.
- Hill, S.B. *Notes on the Theory and Practice of Sustainable Development*. Montreal: Department of Entomology, MacDonald College, McGill University, 1989.
- Hirabayashi, Lane Ryo. "Back to the future: Re-framing community-based research." *Amerasia Journal*, 21, 1-2 (Winter-Spring 1995): 103-118.
- Hodge, Tony. "Toward a conceptual framework for assessing progress toward sustainability." *Social Indicators Research*, 40, 1-2 (1997): 5-98.
- Holder, Harold D., and Roland S. Moore. "Institutionalization of community action projects to reduce alcohol-use related problems: Systematic facilitators." *Substance Use & Misuse*, 35, 1-2 (2000): 75-86.
- Human Resources Development Canada. *Human Resource Development Canada's Sustainable Development Strategy II*. Ottawa: Human Resources Development Canada. [Online]. Available on Internet: <www.hrdc-drhc.gc.ca/dept/sds/intro.shtml>
- IUCN International Assessment Team. "Assessing progress toward sustainability: A new approach." In *A Sustainable World*, edited by T. Trzyna. California: International Centre for the Environment and Public Policy, 1995.
- Jacobs, M. *The Green Economy: Environment, Sustainable Development and the Politics of the Future*. Vancouver: UBC Press, 1993.
- Johnson, Alice K. "The revitalization of community practice: Characteristics, competencies, and curricula for community-based services." *Journal of Community Practice*, 5, 3 (1998): 37-62.
- Joseph M., and R.Ogletree. "Community organizing and comprehensive community initiatives." *Journal of Sociology and Social Welfare*, 25, 1 (March 1998): 71-79.
- Karp, David R. [Ed]. *Community Justice: An Emerging Field*. Lanham, MD: Rowman & Littlefield, 1998.
- Kondrat M.E. and M. Julia. "Democratizing knowledge for human social development: case studies in the use of participatory action research to enhance people's choice and well-being." *Social Development Issues*, 1998, 20(2): 1-20.
- Kretzmann, J., and J. McKnight. *Building Communities from the Inside Out: A Path Toward Finding and Mobilizing a Community's Assets*. Evanston, Illinois: Center for Urban and Policy Research, North Western University, 1995.
- Lacy, W.B. "Empowering communities through public work, science and local food systems: Revising democracy and globalization." *Rural Sociology*, 65, 1 (2000): 3-26
- LaFond, Anne K. "Sustainability in the health sector: The research study." *Health Policy and Planning*, 10(Supplement) (December 1995): 1-5.
- Lerner, Sally. "Indicators of human well being: Fine-tuning vs. taking action?" *Social Indicators Research*, 40, 1-2 (1997): 217-220.
- Loveday, Barry. "Government strategies for community crime prevention programmes in England and Wales: A study in failure?" *International Journal of the Sociology of Law*, 22, 3 (September 1994): 181-202.
- Lusk, Mark W., and Marie D. Hoff. "Sustainable social development." *Social Development Issues*, 16, 3 (1994): 20-31.
- MacArthur Foundation. *Program on Human and Community Capacity*. [Online]. Available on Internet: <www.macfound.org/research/hcd/bcc.htm>

Research Framework for a Review of Community Justice in Yukon

Community Justice –Crime Prevention

- Malia, James E. and Peter F. Korsching. "Local vs. societal interests: Resolving a community development dilemma." *Journal of the Community Development Society*, 27, 2 (1996): 227-247.
- Marcuse, Peter. "Sustainability is not enough." *Environment and Urbanization*, 10, 2 (October 1998):103-111.
- Mathiesen, Thomas. "The future of control systems-the case of Norway." *International Journal of the Sociology of Law*, 8, 2 (May 1980): 149-164.
- Mathur, Hari Mohan. "Participatory development: Some areas of current concern." *Sociological Bulletin*, 46, 1 (March 1997): 53-95.
- McNight J., and J. Kretzmann. *Mapping Community Capacity*. Evanston, Illinois: Center for Urban and Policy Research, North Western University, 1990.
- Michalos, Alex C. "Combining social, economic and environmental indicators to measure sustainable human well-being." *Social Indicators Research*, 40, 1-2 (1997): 221-258.
- Miller, Chris, and Yusuf Ahmad. "Collaboration and partnership: an effective response to complexity and fragmentation or solution built on sand?" *International Journal of Sociology & Social Policy*, 20, 5-6 (2000): 1-38.
- Miller, Lisa L. "Taking it to the streets: Reframing crime prevention through race and community." *Studies in Law, Politics, and Society*, 20 (2000): 207-238.
- Mohan, Giles, and Kristian Stokke. "Participatory development and empowerment: The dangers of localism." *Third World Quarterly*, 21, 2 (April 2000): 247-268.
- Moore, James. "Choosing the right ladder: Creating a new model for healthcare." *Journal of Health & Social Policy*, 10, 1 (1998): 1-11.
- Novek, Eleanor M. "Communication and community empowerment." *Peace Review*, 11, 1 (March 1999): 61-68.
- Olsen, Ingvar Theo. "Sustainability of health care: A framework for analysis." *Health Policy and Planning*, 13, 3 (1998): 287-295.
- Organization for Economic Co-operation and Development (OECD). *Environmental Indicators – A Preliminary Set*. Paris: Organizations for Economic Co-operation and Development, 1991.
- Passerini, Eve. "Sustainability and sociology." *The American Sociologist*, 29, 3 (Fall 1998): 59-70.
- Pezzoli, Keith. "Sustainable Development: A transdisciplinary overview of the literature." *Journal of Environmental Planning and Management*, 40, 5 (September 1997): 549-601.
- Perlmutter, Felice Davidson, and Ram A. Cnaan. "Community development as a public sector agenda." *Journal of Community Practice*, 6, 4 (1999): 57-77.
- Plested, Barbara A., Pamela Jumper Thurman, Ruth W. Edwards, Eugene R. Oetting. "Community readiness: A tool for effective community-based prevention." *Prevention Researcher*, 5, 2 (Spring 1998): 5-7.
- Podolefsky, Aaron M. "Rejecting crime prevention programs: The dynamics of program implementation in high need communities." *Human Organization*, 44, 1 (Spring 1985): 33-40.
- Poland, Blake., Marie Boutillier, Stacey Tobin, and Robin Badgley. "The policy context for community development practice in public health: A Canadian case study." *Journal of Public Health Policy*, 21, 1 (2000): 5-19.
- Poole D.L. "Building community capacity to promote social and public health: challenges for universities." *Health and Social Work*, 22, 3 (August 1997): 163-170.
- Powell, Barbara, and Geoffrey Nelson. "The cultivation of neighbourhood centers: A lifecycle model." *Journal of the Community Development Society*, 28, 1 (1997): 25-42.
- Reininger, Belinda, Tho Dinh-Zarr, Pamela S. Sinicrope, and David W. Martin. "Dimensions of participation and leadership: Implications for community-based health promotion for youth." *Family & Community Health*, 22, 2 (July 1999): 72-82.
- Reitsma-Street, Marge, Mechthild Maczewski, and Sheila Neysmith. "Promoting engagement: An organizational study of volunteers in community resource centres for children." *Children and Youth Services Review*, 22, 8 (August 2000): 651-678.
- Robinson, J.G., G. Francis, R. Legge, and S. Lerner. "Defining a sustainable society: Values, principles, and definitions." *Alternatives*, 17, 2 (1992): 36-43.
- Rochefort, David A., Michael Rosenberg, and Deena White. "Community as policy instrument: A comparative analysis." *The Policy Studies Journal*, 26, 3 (Autumn 1998): 548-568.
- Rubin, Herbert J. "Being a conscience and a carpenter: Interpretations of the community-based development model." *Journal of Community Practice*, 4, 1 (1997): 57-90.
- Saddler, B. "Sustainable development and water resource management." *Alternatives*, 17, 3 (1990):14-24.
- Sellers, Tilly. "Building community capacity: Hull and East Yorkshire PRA Network." *Gender and Development*, 5, 3 (November 1997): 58-60.
- Sonn, Christopher C., Brian J. Bishop, and Neil M. Drew. "Controversy and contentions: Sense of community: Issues and considerations from a cross-cultural perspective." *Community, Work & Family*, 2, 2 (August 1999): 205-218.
- Speak, S. "Children in urban regeneration: Foundations for sustainable participation." *Community Development Journal*, 35, 1 (2000): 31-40.
- Steele M. "Neighborhood, family, and jobs: necessary, but not sufficient." *The Annals of the American Academy of Political and Social Science*, 494 (November 1987): 111-118.
- Stone, Clarence N. "Poverty and the continuing campaign for urban social reform." *Urban Affairs Review*, 34, 6 (July 1999): 843-856.
- Stoutland, Sara E. "Levels of the community development system: A framework for research and practice." *Urban Anthropology*, 28, 2 (Summer 1999): 165-191.
- Titenberg, T. *Environment and Natural Resource Economics*. 3rd edition. New York: Harper Collins, 1992.
- United Nations Conference on Environment and Development (UNCED). AGENDA 21. *United Nations Conference on Environment and Development*. New York: United Nations, 1992.
- Vingilis, Evelyn, and Jennifer Sarkella. "Determinants and indicators of health and well-being: Tools for educating society." *Social Indicators Research*, 40, 1-2 (1997): 159-178.
- Vivian, J.M. "Greening at the grassroots: People's participation in sustainable development." United Nations, Discussion Paper No. 22. New York: United Nations, April 1991.
- Voyle, J A., and D. Simmons. "Community development through partnership: Promoting health in an urban indigenous community in New Zealand." *Social Science and Medicine*, 49, 8 (October 1999): 1035-1050.
- Warner, Mildred. "Social capital construction and the role of the local state." *Rural Sociology*, 64, 3 (September 1999): 373-393.
- Whiskin, Nigel. "A neighborhood approach to crime prevention in the United Kingdom." *The Annals of the American Academy of Political and Social Science*, 494 (November 1987): 161-168.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

Wikstrom, Per-Olof H., and Marie Torstensson. "Local crime prevention and its national support: Organisation and direction." *European Journal on Criminal Policy and Research*, 7, 4 (1999): 459-481.
Worthington, Anthony. "Why local government should encourage community development." *Community Development Journal*, 17, 2 (April 1982): 147-154.

5.10. Aboriginal Legal Theory and Restorative Justice -1999 ¹⁰¹

Aboriginal Peoples are attempting to displace the legal system from their communities and replace it with culturally relevant systems of justice. Aboriginal perspectives on what constitutes justice are as varied and distinctive as the various Aboriginal nations throughout the world. There is, however, more overlap than differences as to a sense of what the basis for truth and justice is. The definition of justice is not the sole domain of any single nation, Aboriginal or non-Aboriginal.

In Canada today there are three justice system models in operation: (1) the main criminal justice system that uses raw coercive force as its power base; (2) a criminal justice system that is attempting to augment itself with restorative justice processes and remake its image after years of locking up Aboriginal peoples; and (3) Aboriginal justice systems within communities that use respect and teaching as the basis of knowledge for living together.

In this short article I will not address the main criminal justice system and the problems of marginalization, assimilation and racism as much has already been written on that subject. This article will concentrate of the use of restorative justice principles within the criminal justice system and the differences in legal theory that make the implementation of these processes difficult.

A number of problems have been created with the attempts to integrate restorative justice approaches within the existing criminal justice system. These problems all stem from the fundamental differences between Aboriginal legal theory and Euro-American legal theory. Aboriginal legal theory utilizes respect and teaching as its fundamental tenets unlike the existing criminal justice system where raw coercive force and the threat of incarceration are used to induce the citizenry to abide by an external legal code. Aboriginal justice systems are more organic than that. An Aboriginal justice system is flexible to the needs of the community and its "body of law" springs from the life of the community itself.

The main procedural element of Aboriginal legal theory is the involvement of community members in the justice system rather than state intervention. Respected members of the community inculcate the children of the community in its values and traditions. When conflicts arise, it is community members who come forward to help ensure there is a speedy and peaceful resolution in keeping with the traditions of the community. While this system of justice seems simplistic, its practice is hard work based upon a complex philosophy.

Horizontal Structures: We're All Equal

Aboriginal societies are horizontal structures. When a crime is committed it results in the creation of an inequality between the victim and the victimizer. Unlike the vertical structures of Euro-American Justice systems where crime is a violation of the law of the state, all matters in an Aboriginal society are private. Aboriginal societies do not make the distinction between criminal and civil law that is found in the Euro-American tradition. In an Aboriginal society, when a crime is committed the debt that is created is owed to the victim, not the state. The victim has been placed in a lowered status by the victimizer. It becomes the obligation of the victimizer to raise the victim to the status previously held; that being equal with all others within the society.

¹⁰¹James J R. Guest, B.A., [University of Manitoba](http://www.usask.ca/nativelaw/jah.html) (1994); LL.B., [University of Manitoba](http://www.usask.ca/nativelaw/jah.html) (1997); LL.M., [Harvard University](http://www.usask.ca/nativelaw/jah.html) (1998). Mr. Guest is presently the Law Clerk of the Mashantucket Pequot Tribal Nation. Aboriginal Legal Theory and Restorative Justice, <http://www.usask.ca/nativelaw/jah.html> Justice as Healing Vo1. 4, No. 1 (Spring 1999) [Native Law Centre](http://www.usask.ca/nativelaw/jah_guest.html) http://www.usask.ca/nativelaw/jah_guest.html

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

The processes within the community are present to help facilitate the resolution of the dispute. When the conflict is of a nature that is of concern to the community or if the dispute remains unsettled and threatens to disturb the harmony of the community, then the community may take a more active role in the dispute resolution process. Thus, the justice process is a teaching/learning experience for the entire community. The conflicts that arise spark conversations within the community and through the process of discussion the consensus of the community as to what should or needs to be done, is ascertained. There are no hierarchical structures, no judging, no written substantive rules that resemble a "meat chart," only a fluid process of justice.

Justice is a Fluid Process

In the Navajo Justice and Harmony Ceremony, the Peacemaker does not ask if the existing relationship is bad or good. Such value judgments are neither respectful, helpful or truthful. The Navajo peacemaker will ask "Hashhkeji" is this relationship moving towards disharmony? - or "Hazhooji" - is this relationship moving towards harmony? It is important to emphasize the movement aspect of these words. The Aboriginal belief is that all living things are in a constant state of flux, moving towards or away from harmony. Therefore, bright lines marking people as good or bad do not exist; there is no black and white, everything is complex, everything is gray.

The difference in basic perceptions result in differing views on how best to treat a "wrongdoing". In the criminal justice system the commission of a crime results in the labeling of a person as bad. The label is established through a long and complex series of events, from the description of a crime to the finding of guilt based on either an admission or the use of "objective" evidence. In the Aboriginal communities, a wrongdoing is considered to be misbehavior. The reasons for the wrongdoing are said to be the result of the person's relationship with the community moving towards disharmony. Based upon this view, the treatment of the person is not dependent upon the labeling of the crime committed and subsequent prescribed punishment to be handed out. The scope of the justice system is broadened to address victimization caused by conflict instead of an offence described under criminal law.

The flexibility of viewing the underlying cause for the conflict permits the victimizer's misbehavior to be addressed through lecturing or by treating an underlying illness. The goal is to facilitate the person's healing process and help them feel connected to the community once again rather than seeking blind justice through punishment under the guise of general and specific deterrence.

The inclusive nature of Aboriginal justice widens the scope to include concern for the victim. The criminal justice system often ignores the plight of the victim. Aboriginal justice system recognizes the fact that although the victim did not "do" anything, their experience can cause a ripple effect within the community. This cascading effect can result in cycles of abuse, self abuse, etc. In other words, the victim may find him or herself moving towards disharmony as a result of the harm done to him or her. This is the very essence of the goal in helping the victim.

In the criminal justice system, the victim resides in an ambiguous spot. The victim has no say in the legal process and is shunted to the side. In the view of the criminal justice system the victim does not fit into the categories of good or bad. Any problems resulting from the crime maybe considered the sole domain of the victim. The victim within the criminal justice system may be reviled because they have been tainted by the crime. The larger society leaves the victim as it found them, in a different position of equality within society; alone, to individually deal with the aftermath of their victimization. The crime is viewed as an individual act upon an individual person with the larger community interests being embodied in the democratic state. The net result of the criminal justice process is punishment for the offender and isolation for the victim.

Tolerance and Change

In a bipolar world of good and bad where one views one's self as good, a change from your position or a current of change from viewpoint must be bad. However, if you view the world as a place that is dynamic and ever-changing, then one views one's self as being adrift in an infinite continuum. This requires constant re-evaluation of one's starting position in this world with an emphasis on preference and not judgment. This view allows for difference. One person's preference may be at odds with another person's preference.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

The valuation of good and bad is not present. There exists only the constant flux of the movement of relationships within the community towards disharmony or harmony. How harmony is attained when there is disharmony is probably the preferential goal of the community. Disharmony in one area of a person's life becomes fully relevant to the community's preference for harmony. When that disharmony encroaches upon the person's relationship with the entire community, the "Ratio", becomes: Lancing the sore so that it might heal. In comparison, the criminal justice system seems like an inadequate band-aid that helps only in allowing existing sores to fester and spread when it prevents communities from describing in what forum or in what form dispute resolution should be in.

- This view of an ever-changing world and a person's position within it develops a greater sense of tolerance for differences between people. People are different from one another, not simply bad or good. This leads me to query; As one approaches a greater bipolar world view, does one become more intolerant? If so, then do persons living with this view have a higher rate of conflict as their world view increasingly becomes separated from reality? It is the loss of one's self in society or a view that one is becoming further and further disconnected from society that is a cause of social ills such as suicide or crime. Anonymity or the feeling of being disconnected with the community is a cause of crime. People who do not feel connected can be likened to those persons who do not have consciousness. It is the two tenets, teaching and respect, that prevent crime. Connecting a person to their community by helping a person see and "empathize with the victim" may be the **greatest tool in crime prevention**. Those who do not feel a connection with the community must be helped and taught to build one.

The view that a further intensification of the legal system will solve the problems within the criminal justice system is based on the premise that punishment reduces crime through specific and general deterrence. However, if one assumes that criminals either never stop to think that they might be caught, or those that have contemplated being caught have probably weighed the pros and cons of their enterprise and have come to a rational decision that the potential profits outweigh the risks, then the use of punishment as a general and specific deterrence falls upon deaf ears.

5.11. An Elaboration Of Community Needs In Crime Prevention - 1997¹⁰²

- This report provides an overview of the concerns and needs, with respect to dealing with crime and related social problems, of a sample of communities across Canada.
 - Focus groups were held (utilizing a common discussion guide) and relevant statistical information gathered for twenty one communities, three of which were first nation communities.
- Common themes that emerged included
 - a desire for more detailed information on crime and social factors in local communities,
 - the need for more resources to be designated for basic socio-economic development and
 - conflict resolution, and
 - the view that crime prevention should be seen in a much broader sense than is usually the case.

5.12. Step by Step: Evaluating Your Community Crime Prevention Efforts - 1997¹⁰³

- This manual builds upon the work produced by Prairie Research Associates, Building A Safer Canada, which provides a model for problem-solving, crime prevention efforts at the community level.
- Here there is a short review of the four phases of the model and the major steps to follow in carrying out each phase.

¹⁰² B.C. Coalition For Safer Communities. *An Elaboration Of Community Needs In Crime Prevention*. Vancouver: The B.C. Coalition For Safer Communities, 1997 cited in Ministry of the Solicitor General of Canada, Don Clairmont and Rick Linden, *Developing & Evaluating Justice Projects in Aboriginal Communities: A Review of the Literature*, March 1998 <http://www.sgc.gc.ca/epub/abocor/e199805/e199805.htm>

¹⁰³ Federal-Provincial-Territorial Working Group. *Step by Step: Evaluating Your Community Crime Prevention Efforts*. Ottawa: The National Crime Prevention Council of Canada, 1997 (also available on Internet at www.crime-prevention.org/ncpc/strategy/s-by-s cited in Ministry of the Solicitor General of Canada, Don Clairmont and Rick Linden, *Developing & Evaluating Justice Projects in Aboriginal Communities: A Review of the Literature*, March 1998 <http://www.sgc.gc.ca/epub/abocor/e199805/e199805.htm>

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- This manual then proceeds to elaborate upon the phase, "Monitoring and Evaluating Your Program", providing nine steps to follow, from "getting started" to "implementing the evaluation plan".
 - This is a useful complement to Building A Safer Canada, in that it is directed at probably the most significant shortcomings in community justice initiatives, namely ensuring that the initiative is implemented as planned, and assessing whether it has achieved the desirable objectives.
 - Appendices provide information on funding sources, sample instruments, and where to obtain further help.
-

5.13. Building A Safer Canada: A Community-based Crime Prevention Manual - 1996 ¹⁰⁴

- This manual, produced for Justice Canada, provides a model for community-based crime prevention which adopts a problem-solving perspective.
 - It outlines four phases, namely identifying and describing problems, developing an action plan, implementing the action plan, and monitoring and evaluating the program.
 - For each phase the authors specify steps to follow and suggest strategies and possible solutions for advancing the objective of 'a safer community'.
 - This 'bare bones' manual could be adapted for Aboriginal communities by contextualizing the model with reference to the special Aboriginal circumstances, experiences to date, sources of expertise and support, and funding possibilities.
-

¹⁰⁴ Prairie Research Associates. *Building A Safer Canada: A Community-based Crime Prevention Manual*. Ottawa: Department of Justice, 1996 cited in Ministry of the Solicitor General of Canada, Don Clairmont and Rick Linden, *Developing & Evaluating Justice Projects in Aboriginal Communities: A Review of the Literature*, March 1998 <http://www.sgc.gc.ca/epub/abocor/e199805/e199805.htm>

6. Relevant Documents, Studies and Practices – USA

6.1. American Probation and Parole Association ¹⁰⁵

Definition of Crime Prevention

Crime prevention is the promotion of those attitudes, activities and behaviors that create and maintain safe and vital communities where crime and delinquency cannot flourish. **Crime prevention practices provide a foundation – building blocks - for community justice initiatives and embrace the principles of restorative justice.**

Position Statement

The American Probation and Parole Association believes that it is the responsibility of professionals working within the field of community corrections to ensure that whatever is appropriate and necessary is done to prevent crime and promote the health and well-being of individuals and communities as a whole. Crime prevention practices are the building blocks of community justice and embrace the principles and values of restorative justice.

In step with the APPA Vision, this association resolves to support the determined but balanced integration of crime prevention into the traditional roles of supervision, intervention and sanctioning of offenders. This vision will guide the organization in promoting efforts that help to create safe and vital communities where crime and delinquency cannot flourish.

Principles of Crime Prevention

Crime prevention is a key tenet in the vision statement of the American Probation and Parole Association. While not a traditional role of most agencies, crime prevention is critical to the reduction in crime victimization and the offender population. Recognizing the uniqueness of each community, the American Probation and Parole Association proclaims that community corrections professionals must demonstrate a willingness to:

Invest in long-term crime prevention efforts. Crime prevention activities must be woven into the business of community corrections agencies in such a way as to compliment the traditional responsibilities of supervision, intervention and sanctioning of offenders.

Make substantive and unique contributions to crime prevention efforts within the community. Probation and parole professionals have an unmatched capacity to access information about offenders; the power to intervene with offenders; and knowledge of crime and other conditions within the community. It is essential that these capacities be offered as a part of national, state and local crime prevention efforts.

Develop partnerships to discuss, promote and practice crime prevention within the community. It is important that the community itself determine its crime prevention needs. Criminal justice entities must listen actively and collaborate in the development of strategies that meet the identified need. Each partnership will be unique to the neighborhood or community for which it was created.

Conduct business in different and non-traditional ways. Community corrections professionals must become experts in creating opportunities to initiate and foster unique crime prevention strategies within the community.

¹⁰⁵ American Probation and Parole Association, <http://www.appa-net.org/about%20appa/crimeprevention.htm>

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

Actively participate in existing crime prevention planning within the community. Community corrections professionals must be involved in and supportive of developing and existing crime prevention initiatives within the community.

Commit resources to insure the success of crime prevention activities. Support in the form of leadership, funding, advocacy, time, staff, expertise, education, research and program development, helps to insure the success of community initiatives and creates communities that thrive.

Crime Prevention Strategies

The traditional reactive position relative to the supervision of juvenile and adult offenders does not offer the possibilities for success engendered in the partnerships and community involvement that are part and parcel of crime prevention. In promoting crime prevention as an essential activity in which community corrections agencies and practitioners must engage, the following strategies will be needed:

- " Shift historical paradigms of intervention, supervision and sanctioning to insure that crime prevention becomes a real part of the mission and daily activities.
- " Think long-range in fostering crime prevention efforts in communities.
- " Identify new success measures to gauge performance in crime prevention.
- " Develop skills in the area of crime prevention awareness and practice, capacity building and community mobilization and organization.
- " Advocate for resources for crime prevention initiatives at the local and national levels.
- " Become catalysts for crime prevention efforts and programs.
- " Join national, state and local crime prevention organizations and initiatives.
- " Develop partnerships for crime prevention at the local and national levels.
- " Identify new locations and methods for service delivery in an effort to be visible in crime prevention initiatives.

6.2. Restorative and Community Justice in the United States -2000 ¹⁰⁶

- Restorative and community justice are becoming increasingly popular.
 - Although both are conceptually ambiguous and overlapping, they have distinctive core elements and are separate movements.
 - Restorative justice is based on values that promote repairing harm, healing, and rebuilding relations among victims, the offenders, and the communities.
 - Community justice views crime as a social problem that affects life in communities and suggests that prevention is an essential part of all criminal justice agencies' work.
 - Both share goals of community participation, empowerment, and development.
 - It is unclear whether restorative justice and community justice initiatives will work and with what effects.
 - The theoretical promise of community justice has not yet achieved practical success.

¹⁰⁶ Leena Kurki, Restorative and Community Justice in the United States Crime and Justice, University of Chicago Press, Journal Division, Vol 27, 2000, <http://www.journals.uchicago.edu/CJ/abstracts/CJv27p235abstract.html>

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- Although most participants are satisfied with restorative justice practices, there is little evidence that intensive emotional experiences have reduced crime, prevented victimization, or built communities.
 - However, limited results reflect more the inadequacies of evaluation research to date than the nonfeasibility of restorative and community justice concepts and goals.
-

6.3. Restorative Justice and the Notion of "Success" -1998¹⁰⁷

- A relatively recent trend in juvenile justice (and perhaps criminal justice generally) has been the proliferation of programs designed to provide alternative responses to offending behaviour.
 - These programs typically are constructed around the theoretical premises of "restorative justice" and "reintegrative shaming": a form of justice that aims to strengthen rather than diminish the community fabric (Van Ness 1990; Braithwaite 1989)¹⁰⁸¹⁰⁹.
 - Proponents of restorative justice have suggested that more traditional responses (ie., retributive) to crime may have the unintended consequence of exacerbating the problem of growing crime rates.
 - This is because traditional responses to crime, as well as formal criminal justice processes, potentially exclude offenders from the community.
- The aim of restorative criminal justice initiatives also is the same for more traditional processes (eg., court): to reduce reoffending.
 - However, lower crime rates are brought about not by isolating offenders from the community, but rather by reintegrating them into the community.
 - A process that allows offenders to take responsibility for their behaviour and express remorse, that affords victims of crime the opportunity to convey to offenders the direct and indirect consequences of their offence, and that facilitates the negotiation of suitable consequences is said to be restorative.
- While some doubt has been raised about the criminal justice system's ability to prevent or reduce crime (see for example the review of labeling theory and critical criminology by Wellford and Triplett 1993)¹¹⁰, questions still remain about the crime prevention value of restorative initiatives (see Schiff 1998 for a review of recent empirical work in this area)¹¹¹.
 - To date, there has been little systematic empirical work on the effectiveness of restorative programs.

¹⁰⁷ Hennessey Hayes Restorative Justice and the Notion of "Success" Ethics and Justice, Vol.1 No.1, October 1998, <http://www.ethics-justice.org/v1n1/page6.html> Hennessey Hayes is a Lecturer in the [School of Justice Administration](#), Griffith University, Brisbane, Queensland, Australia. He teaches research methods and crime and justice and his research interests are in the areas of corrections, delinquency theory and restorative justice

¹⁰⁸ Van Ness, D (1990) 'Towards Restorative Justice'. In B Galaway and J Hudson (eds) Criminal Justice, Restitution, and Reconciliation. Monsey NY: Willow Tree Press.

¹⁰⁹ Braithwaite, J (1989) Crime, Shame and Reintegration. Cambridge: Cambridge University Press.

¹¹⁰ Wellford, Charles and Ruth Triplett, 1993. "The Future of Labeling Theory: Foundations and Promises." Pp.1-22 in New Directions in Criminological Theory, edited by Freda Adler and William S. Laufer, New Brunswick, NJ: Transaction Publishers

¹¹¹ Schiff, M (1998) 'Restorative Justice Interventions for Juvenile Offenders: A Research Agenda for the Next Decade.' Western Criminology Review 1(1). [Online]. Available: <http://wcr.sonoma.edu/v1n1/schiff.html>

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- However, the literature abounds with research heralding the positive benefits of restorative justice (Schiff 1998).¹¹²
- **As reducing and/or preventing crime is of paramount interest in criminal justice policy, one objective of restorative programs is lower rates of offending among those offenders dealt with through restorative processes.**
 - Lower crime rates and lower levels of repeat offending, if shown to be associated with restorative programs, could be viewed as incontrovertible evidence of success.
 - My purpose here is to question the ways that "success" have been defined and measured in previous research and to suggest that perhaps the notion of "success" should be interpreted on several levels or dimensions.
- **The outcomes of restorative programs and traditional criminal justice processes can perhaps be viewed along the dimensions of client satisfaction and crime prevention.**
 - The success of any criminal justice program should be viewed from the perspective of those participating in the program (e.g., offenders and their families, as well as victims and their families) and from the perspective of those funding the program (e.g., government entities and ultimately members of the community).
 - Thus, "success" can be defined through the perceptions of those processed through restorative programs, as well as those dealt with by more traditional forms of justice.
 - "Success" also can be defined through behavioural outcomes such as repeat offending.
- There should be little controversy surrounding the assertion that a restorative process yielding low levels of client satisfaction and low levels of crime prevention is unsuccessful.
 - Likewise, little debate should follow the claim that restorative processes that yield high levels of client satisfaction and high levels of crime prevention are successful.
 - Beyond this, however, the definition of success becomes less clear.
- A criminal justice process that renders unsatisfied clients and lower crime rates could be judged as successful.
 - The question one may ask is: from whose perspective can such a process be judged successful?
 - Official agents of the criminal justice system would have to agree that any process that yields lower crime rates could be deemed successful.
 - Indeed, lower crime rates, as one objective measure of job performance, would clearly provide evidence that criminal justice personnel are effectively doing the jobs the community is paying them to do.
- On the other hand, one might question the degree to which such a process could be judged as successful if the individuals processing through are not happy.

¹¹² Schiff, M (1998) 'Restorative Justice Interventions for Juvenile Offenders: A Research Agenda for the Next Decade.' *Western Criminology Review* 1(1). [Online]. Available: <http://wcr.sonoma.edu/v1n1/schiff.html>

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- Proponents of law and order might simply disregard suggestions that the criminal justice system should treat offenders, victims and other affected parties with respect and integrity and assert that the criminal justice system is in place to protect the community and is doing that quite effectively.
- But is the sacrifice of personal dignity and respect in the pursuit of law and order justifiable?
- Should we strive to improve criminal justice processes that potentially demoralize clients?
- I am not claiming here that the criminal justice systems in Australia and elsewhere treat clients disrespectfully, nor am I asserting that they do not.
 - To date there seems to be a dearth of evidence that compares levels of client satisfaction across a range of criminal justice responses (e.g., traditional court or community conference).
 - However, some evidence gathered by the author (1998)¹¹³ suggests that, compared to court, clients who have had their matters dealt with by community conference (a restorative criminal justice program) felt the process was fairer and they were more satisfied with the outcomes.
 - Can such a criminal justice program be judged as successful?
 - Surely one could if clients perceive the process as fair and they are satisfied with the outcomes.
 - But what if the investment in such a program yielded low returns (ie., the crime prevention payoffs were small) or neutral returns (ie., no effect at all on crime rates)?
 - Here, I believe, things become much less straightforward. Should
 - the future of such programs be judged through the lens of economic rationalism?
- As incarceration rates continue to climb along with climbing or stabilising crime rates, one could question the continued investment in traditional responses to crime (i.e., court, conviction, incarceration).
 - That is, if our current investment in crime prevention (use of jails and prisons) has heretofore yielded low returns, perhaps we should look to diversification and explore other responses to offending behaviour.
- This is especially true in the United States where the incarceration rate at 30 June 1996 was 615 per 100,000 resident population, up from 313 per 100,000 in 1985 (a 96% increase).
 - However, crime rates in that country have not been substantially influenced.
 - The index crime rate (i.e., felonious violent and property crime) increased 351% from 1960 to 1996.
 - If one considers only the first half of this decade, however, one finds the index crime rate has declined only slightly (8.5% decline in index offences from 1990 to 1996) (Sourcebook, 1998).¹¹⁴
- Restorative criminal justice responses are one potentially effective alternative to addressing problems of rising crime rates.
 - But measuring the “return” on this type of investment has been difficult.

¹¹³ Palk, G, Hayes H, and Prenzler T (in press, 1998) 'Restorative Justice and Community Conferencing: Summary of Findings from a Pilot Study.' *Current Issues In Criminal Justice*. 10(2).

¹¹⁴ Sourcebook of Criminal Justice Statistics Online 1998. Available online: <http://www.albany.edu/sourcebook/index.html>

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- This, I believe, is partially due to the rather inconsistent focus placed on the measurement of “success”.
- The literature on restorative justice is clear about one thing: restorative justice seems to work – ie., there is little definitive evidence to suggest that restorative approaches to crime do not work (see for example Maxwell and Morris 1993; Sherman et al. 1998; Schiff 1998).^{115 116 117}
- But if “return” on investments in restorative justice is defined in purely economic terms, then other dimensions of success fail to be considered.
- Future empirical work in restorative justice should consider the ways in which “success” can be defined and measured.
- In this way the results of systematic research into the effectiveness of restorative approaches may be more definitive and useful for guiding policy agendas.

6.4. Preventing Crime: What Works, What Doesn’t, What’s Promising – 1997¹¹⁸

Mandate. In 1996 Congress required the Attorney General to provide a "comprehensive evaluation of the effectiveness" of over \$3 Billion annually in Department of Justice grants to assist State and local law enforcement and communities in preventing crime. Congress required that the research for the evaluation be "independent in nature," and "employ rigorous and scientifically recognized standards and methodologies." It also called for the evaluation to give special emphasis to "factors that relate to juvenile crime and the effect of these programs on youth violence," including "risk factors in the community, schools, and family environments that contribute to juvenile violence." The Assistant Attorney General for the Office of Justice Programs asked the National Institute of Justice to commission an independent review of the relevant scientific literature, which exceeds 500 program impact evaluations.

Primary Conclusion. This Report found that some prevention programs work, some do not, some are promising, and some have not been tested adequately. Given the evidence of promising and effective programs, the Report finds that the effectiveness of Department of Justice funding depends heavily on whether it is directed to the urban neighborhoods where youth violence is highly concentrated. Substantial reductions in national rates of serious crime can only be achieved by prevention in areas of concentrated poverty, where the majority of all homicides in the nation occur, and where homicide rates are 20 times the national average.

Primary Recommendation. Because the specific methods for preventing crime in areas of concentrated poverty are not well-developed and tested, the Congress can make most effective use of DOJ local assistance funding by providing better guidance about what works. A much larger part of the national crime prevention portfolio must be invested in rigorous testing of innovative programs, in order to identify the active ingredients of locally successful programs that can be recommended for adoption in similar high-crime urban settings nation-wide.

¹¹⁵ Maxwell, G and Morris, A (1996) 'Research on Family Group Conferences with Young People in New Zealand'. In J Hudson, A Morris, G Maxwell and B Galaway (eds) *Family Group Conferences: Perspectives on Policy and Practice*. Sydney: Federation Press.

¹¹⁶ Sherman, L, Strang, H, Barnes, G, Braithwaite, J, Inkpen, N and Teh, M (1998) 'Experiments in Restorative Policing: A Progress Report to the National Police Research Unit on the Canberra Reintegrative Shaming Experiments (RISE)' Canberra: Australian Federal Police and Australian National University. [Online]. Available: <http://www.aic.gov.au/rjustice/progress/index.html>.

¹¹⁷ Schiff, M (1998) 'Restorative Justice Interventions for Juvenile Offenders: A Research Agenda for the Next Decade.' *Western Criminology Review* 1(1). [Online]. Available: <http://wcr.sonoma.edu/v1n1/schiff.html>

¹¹⁸ Dr. Lawrence Sherman <http://www.ncjrs.org/works/index.htm>

7. Relevant Documents, Studies and Practices – International

7.1. The Impact of Crime Prevention on Aboriginal Communities -? ¹¹⁹

EXECUTIVE SUMMARY

Crime and Victimization

The picture of crime among Indigenous people is not complete. However, the available data can be summarised as follows.

Offending

- Indigenous people in prison are most over-represented in offences involving violence, public order, motor vehicle offences and property damage
- A significant proportion of Aboriginal people received into prison are there for defaulting on a fine. This suggests that many Indigenous people are going through the prison system for relatively minor offences where a fine was imposed in the first instance.
- Indigenous people tend to come before the courts for more serious property offences including break and entering, and stealing motor vehicles, compared to non-Indigenous people
- Indigenous people are also significantly over-represented before the courts for public order offences and offences involving violence

Sanctioning

- Indigenous people are over-represented in the prison systems of all Australian jurisdictions
- The Indigenous imprisonment rate has increased during the 1990s and in some States more quickly than the overall imprisonment rate
- Indigenous prisoners are usually serving on average shorter sentences than non-Indigenous prisoners
- Indigenous prisoners are more likely to have previously served a prison sentence than non-Indigenous prisoners
- Indigenous children and young people are over-represented in all areas of the juvenile justice system, although in general they are less likely to receive diversionary options than non-Indigenous young people

Victimization

- Indigenous people are at higher risk of violence
- Indigenous communities experience greater economic and social disadvantage

There are also areas of offending behaviour, victimisation and the behaviour of criminal justice agencies where our knowledge is incomplete. For example, we do not have consistent and cross-jurisdictional information on

- the rates at which Indigenous people are proceeded against by police compared to non-Indigenous suspects
- statistics on offences for Indigenous people are only available for some jurisdictions
- statistics on court outcomes for Indigenous people are only available for some jurisdictions
- patterns of repeat victimisation and repeat offending among Indigenous people
- the number, type and rate of unreported crimes among Indigenous communities and changes over time in reporting rates. Although there is limited information of domestic violence
- the extent of correlation between rates of different crimes and indicators of social disadvantage at the local area level for Indigenous communities.

¹¹⁹ The Impact of Crime Prevention on Aboriginal Communities, Associate Professor Chris Cunneen, Institute of Criminology, Law Faculty, University of Sydney <http://www.lawlink.nsw.gov.au/ajac.nsf/pages/publications>

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

Evaluation of Crime Prevention Programs

There is widespread agreement about the importance of evaluation for crime prevention in Aboriginal communities. However, the evaluation of crime prevention initiatives in Aboriginal communities is a difficult issue, and defining what we mean by evaluation is not as simple as may first appear.

Two approaches to evaluation include 'impact evaluation' and 'process evaluation'. While not ignoring impact evaluation, 'process evaluation' is particularly important for Aboriginal communities because the effect of crime prevention strategies may be strong in the area of developing a community's self-confidence and ability to deal with social issues like crime.

In addition there are specific problems in evaluating crime prevention programs in Aboriginal communities, including lack of data on effectiveness, a tendency to describe 'successful' programs without stating the criteria for success, lack of information about funding and the transient nature of many programs and a lack of clarity about goals of particular programs.

However, there are some common points in relation to evaluation which emerge from a range of discussions. These include the importance of ownership of the evaluation by the community, data collection should be compatible with Indigenous experience, and the purpose of the evaluation should be to assist communities to work towards positive change.

Major Programs: Night Patrols and Justice Groups

The major and longest running crime prevention programs in Indigenous communities have been night patrols and various types of justice groups. Night patrols and justice groups are also one of the few types of initiatives that have been evaluated at a more systematic level. Generally the evaluations have been very positive.

Evaluations of night patrols indicate they can achieve

- A reduction in juvenile crime rates on the nights the patrol operates, including for offences such malicious damage, motor vehicle theft and street offences
- An enhancement of perceptions of safety
- Minimisation of harm associated with drug and alcohol misuse
- An encouragement of Aboriginal leadership, community management and self-determination
- An encouragement of partnerships and cultural understanding between Indigenous and non-Indigenous communities

Evaluations of justice groups indicate they can

- Achieve a reduction in juvenile offending and school truanting
- Achieve a reduction in family and community disputes and violence
- Increase the more effective use of police and judicial discretion
- Increase community self-esteem and empowerment
- Provide better support for offender reintegration
- Generate cost-savings for criminal justice agencies

Drug and Alcohol and Family Violence: Successful Programs

Two major areas where crime prevention programs have been focused are on drug and alcohol and family violence issues. There have been many programs developed to deal with these problems and as a result there has been some evaluation of the results. In relation to drug and alcohol programs there appears to be consensus that culturally

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

appropriate and community-based programs which utilise multiple modes of intervention and involve the family in treatment are most successful.

The common themes in evaluations of family violence programs include the need for holistic approaches, the utilisation of community development models which emphasise self-determination and community ownership, the provision of culturally sensitive treatment which respects traditional law and customs and involves existing structures of authority such as elders, including women.

The key findings from preliminary research on successful anti-violence programs aimed at Indigenous men includes:

- A structured program should be delivered to groups within an empowering and innovative learning framework that combines cognitive, behavioural and re-socialisation approaches.
- Programs for offenders should not be based on models of support or therapy, but must have results that focus on complete behavioural and attitudinal changes in the offenders.
- Program topics for Indigenous offenders need to be culturally sensitive. Program topics were developed to include information on the cultural context of Indigenous family violence, change motivators relevant to Indigenous offenders and an exploration of Aboriginal spiritual healing.
- Programs should have the flexibility to be undertaken in a range of settings for Indigenous groups and be facilitated by elders within Indigenous communities.
- Education sessions should be included for offenders on the problems of excessive alcohol consumption.
- Offering support to children exposed to domestic violence is a crucial component of the program.

There has also been discussion of successful strategies for juvenile diversion which are relevant to crime prevention programs. In addition to covering common features mentioned above, the other issues which emerge include the need for developing self-esteem and avoiding stigmatisation and the need to develop skills in education and training.

Other Areas of Promising Crime Prevention Initiatives

An important aspect of Indigenous responses to the mainstream criminal justice system has been to seek modification of existing court processes. These modifications can take a number of forms including the use of mediation to allow for more culturally appropriate processes, the use of Indigenous advisers or justices of the peace to provide assistance in the sentencing process, the use of conferencing and sentencing circles, through to the use of Indigenous operated residential alternatives to prison.

There is also a wide variety of crime prevention programs that involve community-based intervention, assistance and supervision. These include education, employment and training programs, youth centres and outreach programs, schemes for mentoring and supervision within the community.

Diversity of Approach

Indigenous crime prevention strategies currently incorporate many different approaches including situational crime prevention (such as night patrols), social crime prevention (such as cultural and other programs for 'at risk' youth), community-based prevention (such as law and justice groups) and tertiary crime prevention (such as Aboriginal courts).

This report identifies the need for diverse strategies. It may simply not be possible to prescribe the definitive components for effective crime prevention programs, if one is also serious about community development, community ownership and Indigenous self-determination. Having said that, there are obviously programs which appear particularly effective and this may well result from the principles on which they are based rather than simply the content of the program per se.

In summary, the key characteristics shared by Indigenous programs that seek to effectively address crime prevention issues can be reduced to the following propositions:

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- holistic approach incorporating different strategies
- involvement of significant others such as family and community elders
- self-determination
- culturally appropriate programs and staff.

Crime and Victimization: New Zealand, USA and Canada

The evidence from Canada, New Zealand and the USA shows a disproportionate impact of crime in Aboriginal communities both in terms of offending and imprisonment levels and in relation to victimisation.

For example, criminal justice data show that Māori are over-represented at every stage of the criminal justice system: they are 3.3 times more likely to be apprehended for a criminal offence than non-Māori. Māori made up 14 per cent of the general population and 51 per cent of the prison population.

While forming only 3% of the general Canadian population, Aboriginal offenders make up 17% of the federal penitentiary inmates. In Manitoba, Saskatchewan and Alberta, Aboriginal people make up more than 60% of the inmate population in some penitentiaries. In Saskatchewan, for example, Aboriginal people are incarcerated at a rate of 35 times higher than the mainstream population.

Lessons from New Zealand, USA and Canada

In New Zealand there are a number of crime prevention programs for Māori which have been positively evaluated including the Te Whānau Āwhina (Community Managed Restorative Justice Program) and the Māori Community Initiatives for Youth. In addition there are two significant reports which are useful for Indigenous crime prevention issues. One is the *Report on Combating and Preventing Māori Crime* (Doone 2000) which reviewed crime prevention programs and develops a good practice guide to reduce Māori offending. The second is the report *Rapua Te Huarahi Tika – Searching for Solutions*, A Review of Research about Effective Interventions for Reducing Offending by Indigenous and Ethnic Minority Youth by Singh and White (2000) which identifies crime prevention and other initiatives specifically aimed at Indigenous and minority youth.

In the USA there is widespread Federal funding for crime prevention programs covering areas such as initiatives in crime prevention for Native American youth, violence against women programs, tribal strategies against violence and drug and alcohol programs. A particularly useful report is *Promising Practices and Strategies to Reduce Alcohol and Substance Abuse among American Indians and Alaska Natives* (OJP 2000). Another report on crime prevention strategies in Native American communities which is helpful is the Bureau of Justice Assistance (1997) report *Revitalizing Communities: Innovative State and Local Programs*.

In Canada there are a number of Federal schemes which support crime prevention initiatives among Aboriginal and First Nations Canadians. The Safer Communities Initiative, administered by the National Crime Prevention Centre, funds many community-base Indigenous crime prevention programs throughout Canada. The Department of Justice's Aboriginal Justice Strategy is also involved in supporting community-based justice programs. Healing Centres or Lodges have been an important strategy in dealing with offenders and those 'at risk'. An innovative approach by Corrections has been to contract these Centres to provide alternative residential facilities to mainstream prison.

7.2. New Zealand – Draft Crime Reduction Framework for Strategies and Programmes ¹²⁰

¹²⁰ New Zealand http://www.wdc.govt.nz/safer_whangarei/public_documents/crime_reduction_strategy_diagram.pdf

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

Draft Crime Reduction Framework for Strategies and Programmes

	Problem	Social Crime Prevention Preventing Criminality	Situational Crime Prevention Preventing Crime	Tertiary Crime Prevention Reducing Criminality
Goal areas	Family violence, including child abuse	Counselling, advice, parent support Emergency services generally	Prevention of repeat family violence programmes (eg Killingbeck model)	Anger management, counseling Controls and/or sanctions
	Other violence - including sexual violence	Counselling, advice, support, emergency services generally	Surveillance, policing, alcohol and drug controls Response enhancements	Anger management, counseling Controls and/or sanctions Restorative Justice programmes
	Burglary	Awareness raising for potential offenders (eg Burglary Free), and to encourage potential victims to improve security (eg Neighbourhood Support programmes)	Targeted burglary reduction programmes eg hot spot patrols, alarms etc	Employment, treatment, sanctions, Restorative Justice programmes
	Theft of and from vehicles	Encourage potential victims to improve security (eg Neighbourhood Support)	Targeted car crime reduction programmes, immobilisers	Employment, treatment, sanctions, Restorative Justice programmes
	Organised criminal activity	Programmes to prevent gang recruitment and promote exit strategies Targeted youth, welfare, education, employment and health programmes	Surveillance, policing, alcohol and drug controls, response enhancements Neighbourhood renewal in deprived areas	Employment, treatment, sanctions
	Youth offending and re-offending	General and/or targeted youth, welfare, education and health programmes	Youth programmes in targeted problem places and times	Assessment and treatment programmes Youth Justice – Restorative Justice
	Serious traffic offences	Awareness campaigns and other preventive measures eg alcohol accords/ host responsibility	Surveillance, policing, alcohol and drug controls, response enhancements	Assessment and treatment programmes
Target groups	Families 'at risk'	General and/or targeted welfare, education, and health programmes	Youth programmes in targeted problem places and times, neighbourhood renewal in deprived areas	Targeted programmes to prevent re-offending and cycles of crime
	People with alcohol, drug and gambling problems	Awareness campaigns, counselling, support	Preventive measures eg alcohol accords/ host responsibility Surveillance, policing, alcohol and drug controls	Assessment and treatment programmes Targeted programmes to prevent re-offending and cycles of crime
	Maori and Pacific peoples	Culturally tailored welfare, education, and health programmes	Culturally tailored youth programmes in targeted problem places and neighbourhood renewal in deprived areas	Culturally tailored restorative justice and other programmes to prevent re-offending and cycles of crime
	Victims	Welfare, counselling support, education	Crime reduction programmes Prevention of repeat victimisation (especially burglary, family violence)	Anger management, treatment of addictions eg alcohol and drugs for offenders

Brian Webster, Crime Prevention Unit

7.3. Restorative Justice Helps Offenders & Victims - 2001¹²¹

- **Restorative justice programmes in New Zealand really started with the Crime Prevention Unit's three pilot programmes in 1995.**
 - o Their success has brought increased support and funding, so that by June this year, 15 programmes will be operating around the country.
- In explaining the meaning of restorative justice, Tony Marshall's report from the London's Home Office Research Development and Statistics Directorate (1999) describes it as a "problem-solving approach to crime which involves the parties themselves, and the community generally, in an active relationship with statutory agencies".
 - o The principle behind the programmes was a greater sense of community involvement in reducing re-offending.
- Brian Webster, senior policy analyst with the Crime Prevention Unit and closely involved in the Community-Managed Restorative Justice programmes gives the background to the programmes' success. "

¹²¹ Ministry of Justice, New Zealand, Brian Webster, Senior Policy Analyst. Restorative Justice helps offenders & victims, Justice Matters, Issue 11, June 2001 http://www.justice.govt.nz/justicepubs/newsletter/justice_matter/issue_11/chapter_13.html

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- The three original pilot programmes at Timaru, Waitakere and Rotorua were independently evaluated twice -first the processes and then the results, which showed that re-offending was basically halved when compared to similar offenders who went through court.
 - It was easy to see restorative justice practice was having an effect and that it also achieved actual and potential cost savings compared to conventional Court and sentencing processes for certain types of offenders," Brian said.
 - The programme is based on the logic that offenders, accountable to a panel of community members and to the victim, will negotiate an agreement to:
 - Provide reparation to the victim and the wider community
 - Restore the offender to the community
 - Reduce the level and seriousness of future offending by addressing the causes of offending.
 - The programmes rely on skilled facilitation, active participation of community members, victim consent and participation (to a level they choose) and acceptance of the programme by interested parties like the Judiciary, Courts, Police and Victim Support.
 - To facilitate the conference, the victim's consent is crucial and if that's not available, then the case goes back to court.
 - "A vast majority of the programmes are accepted well, all of the offenders actually attend conferences, while between 50 to over 90 percent of victims actually attend the conferences.
 - In the case of the Wanganui Restorative Programme, the highest attendance at about 90 percent of both victims and offenders has been achieved.
 - "For these conferences to be successful the victim has to receive a clear benefit, to help them go some way to restoring their physical and emotional loss.
 - For example, if somebody had some injury, it would be impossible to reverse that, but some compensation or reconciliation may assist their recovery," Brian explained.
 - The conferences end with agreements, which could be a monetary compensation or an agreed amount of community service.
 - The co-ordinator ensures that the agreement is upheld and reports back to court on it.
 - More often than not, the court does not continue with a sentence, unless the crime is serious and the court feels they should enter conviction.
 - Usually the case is discharged and a second chance is given to the offender. District Court Judges maintain control of all cases and outcomes throughout the process.
-

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

7.4. Restorative justice -- Helping Crime Victims/Offenders - 2000¹²²

Defining Restorative Justice In Terms of Crime Prevention

- Restorative justice brings together crime victims, offenders, families, community members, law officials and others in a face-to-face process that can help both victims and offenders.
 - Offenders learn about the harm they have done and how they can make amends.
 - When the process works, offenders are less likely to commit further crime.
 - That makes it real crime prevention.

7.5. Restorative and Community Justice – Inspiring the Future -2000¹²³

Restorative Justice Motivates Crime Prevention

- One of the attractive features of restorative justice is that it can provide a vehicle for motivating crime prevention.
 - Ken Pease (1998)¹²⁴ has argued that while we know a lot about how to prevent crime, we know little about how to motivate people to put in place what works.
 - Crime prevention fails mainly for a want of motivation.
 - But one of the things we do know about restorative justice is that it builds superior motivation to actually do what is decided in criminal justice processes.
- The research evidence is that even though court orders to compensate victims, do community service, or join rehabilitation programs are legally enforceable, conference agreements to do these things are more likely to be complied with than court orders.
 - This is a result of the empowerment features of restorative justice – citizens feel empowered to commit to or reject the conference agreement.
 - Offenders can also commit more effectively when they have the support of loved ones for the difficult things they have to do.
 - One of the things restorative justice delivers rather well is the support of loved ones for people in trouble with the law.

122 Star Tribune, Editorial: Restorative justice -- helping crime victims, and offenders, September 2, 2000.

<http://www.wmitchell.edu/calendar/restorjusted.html>

123 John Braithwaite, Research School of Social Sciences, Australia National University Restorative Justice: Justice Of The Future Restorative and Community Justice: Inspiring the Future, An International Conference Winchester, England March 28 – 31, 2001

<http://www.law.soton.ac.uk/bsln/rj/rjsumbr.htm>

124 Pease, Ken. 1998. "Crime, Labour and the Wisdom of Solomon." Policy Studies 19(3-4): 255-266 cited in John Braithwaite, Research School of Social Sciences, Australia National University Restorative Justice: Justice Of The Future Restorative and Community Justice: Inspiring the Future, An International Conference Winchester, England March 28 – 31, 2001, <http://www.law.soton.ac.uk/bsln/rj/rjsumbr.htm>

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- The problem with our existing restorative justice programs is that they fail to exploit this motivational lever of successful crime prevention.
 - We have not developed our capacities to communicate to restorative justice conferences what we know about what kinds of rehabilitation programs work for what kinds of people, what kinds of crime prevention programs work in what contexts.
 - When we do marry restorative justice and crime prevention in this way, I believe we can make rehabilitation programs and crime prevention programs work in practice better than they do at the moment.
 - And we can make restorative justice work even better than it does at the moment.
- Recent evidence is becoming increasingly encouraging that, even without this, restorative justice can help to reduce crime.
 - Certainly our Canberra restorative justice conferencing has been deficient in its linkage to well resourced rehabilitation and prevention programs.
 - Yet as Heather Strang will report later in this conference, while reductions were not achieved for other types of offending, violence offenders randomly assigned to a conference had a 38% lower reoffending rate than those sent to court.
 - In 1999 I published a review of the evidence that reached encouraging, though hedged, conclusions about the efficacy of restorative justice (Braithwaite, 1999).¹²⁵
 - Only one of more than thirty studies could be interpreted as showing an increase in reoffending for any type of offender put into restorative justice programs and many showed reduced offending.
 - Less than two years later, this optimism has been increased by new evidence First results of a replication of the Canberra RISE experiments on minor juvenile offenders in Indianapolis by McGarrell et al (2000)¹²⁶ reveals a reoffending rate for cases randomly assigned to a restorative justice conference 40 per cent lower than in the control group after 6 months, declining to 25 per cent lower after 12 months.
 - Another set of results of great importance are those from the John Howard Society's Restorative Resolutions project in Winnipeg.
 - The reoffending rate of the Restorative Resolutions group was one third of that in a matched control group.
 - The importance of this result is that it comes from a sample of serious adult offenders referred by prosecutors, Aboriginal legal aid and other organizations at the deep end of the system.

125 Braithwaite, John. 1999. "Restorative Justice: Assessing Optimistic and Pessimistic Accounts." In *Crime and Justice: A Review of Research*. Vol. 25, edited by M. Tonry. Chicago: University of Chicago Press, pp. 1-127 cited in John Braithwaite, Research School of Social Sciences, Australia National University Restorative Justice: Justice Of The Future Restorative and Community Justice: Inspiring the Future, An International Conference Winchester, England March 28 – 31, 2001 <http://www.law.soton.ac.uk/bsln/rj/rjsumbr.htm>

¹²⁶ McGarrell, Edmund F., K. Olivares, K. Crawford and N. Kroovand. 2000. Returning Justice to the Community: The Indianapolis Juvenile Restorative justice Experiment. Indianapolis, IN: Hudson Institute. cited in John Braithwaite, Research School of Social Sciences, Australia National University Restorative Justice: Justice Of The Future Restorative and Community Justice: Inspiring the Future, An International Conference Winchester, England March 28 – 31, 2001 <http://www.law.soton.ac.uk/bsln/rj/rjsumbr.htm>

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- Cases were not supposed to go into the restorative diversion unless they were headed for a prosecutorial recommendation of at least six months of prison time, an objective achieved in 90 per cent of the cases.
- Maxwell, Morris and Anderson (2000)¹²⁷ evaluated two adult restorative justice programs in New Zealand where similar reductions in reoffending occurred compared to a control group.
 - We might add to these results the recent follow-up evaluation of the Home Office's 1996 evaluation of the Retail Theft Initiative in Milton Keynes (McCulloch., 1996).¹²⁸
 - This initiative had a number of elements including a restorative meeting offenders with victims or local store owners.
 - In the following four years, 26% had reoffended compared to 40% in a control group.
- Gale Burford and Joan Pennell's (1998)¹²⁹ study of a restorative conference-based approach to family violence in Newfoundland found a marked reduction in both child abuse/neglect and abuse of mothers/wives after the intervention.
 - A halving of abuse/neglect incidents was found in the year after the conference compared to the year before, while incidents increased markedly for control families.
- Burford and Pennell (1998: 253)¹³⁰ also report reduced drinking problems after conferences.
 - Their program actually did a better job than most of informing families of alcohol abuse and other rehabilitation programs that might be relevant to their case and helping to access those programs.
- These seven programs where important evaluations have been published over the past two years showing real reductions in reoffending have substantially increased the quantity and quality of the evidence that restorative justice can reduce crime.
 - From what I know of these programs they are riddled with a variety of kinds of poor restorative justice practice. Yet still they are found to reduce reoffending.
- Reducing reoffending is just one objective of restorative justice.
 - It should also improve justice.
 - It should be fairer.

¹²⁷ Maxwell, Gabrielle M., Allison Morris and T. Anderson. 1999. Community Panel Adult Pre-Trial Diversion: Supplementary Evaluation. Research Report, Crime Prevention Unit, Department of Prime Minister and Cabinet and Institute of Criminology, Victoria University of Wellington, New Zealand. cited in John Braithwaite, Research School of Social Sciences, Australia National University Restorative Justice: Justice Of The Future Restorative and Community Justice: Inspiring the Future, An International Conference Winchester, England March 28 – 31, 2001 <http://www.law.soton.ac.uk/bsln/rj/rjsumbr.htm>

¹²⁸ McCulloch, Helen 1996. "Shop Theft: Improving the Police Response." Home Office Police Research Group Crime Detection and Prevention Series Paper 76. London: HMSO. cited in John Braithwaite, Research School of Social Sciences, Australia National University Restorative Justice: Justice Of The Future Restorative and Community Justice: Inspiring the Future, An International Conference Winchester, England March 28 – 31, 2001 <http://www.law.soton.ac.uk/bsln/rj/rjsumbr.htm>

¹²⁹ Burford, G. and J. Pennell. 1998. "Family Group Decision Making Project: Outcome Report Volume I." St. John's: Memorial University, Newfoundland. cited in John Braithwaite, Research School of Social Sciences, Australia National University Restorative Justice: Justice Of The Future Restorative and Community Justice: Inspiring the Future, An International Conference Winchester, England March 28 – 31, 2001 <http://www.law.soton.ac.uk/bsln/rj/rjsumbr.htm>

¹³⁰ Ibid.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- Certainly offenders who participate in restorative justice consistently across a number of studies perceive it to be fairer than court (Braithwaite, 2001: Chapter 3).¹³¹
- As Sir Charles Pollard has pointed out, what distinguishes restorative justice from retributive justice is that it is as concerned with justice for victims as it is for justice for offenders.
 - Again the evidence is that victims, like offenders, are more likely to feel they are treated fairly, to feel that their rights are respected, following restorative justice than they are after a court case. This is because victims get more of a say in restorative justice.
 - Heather Strang's recent research has refuted both the common complaint of victim advocates that supposedly soft restorative justice sacrifices victim rights for offender rights, just as it refutes the claims of youth advocates that restorative justice, by giving victims more influence, compromises offender rights.
 - She will report later in the conference that the opposite is true: that both offenders and victims are likely to believe they are treated more fairly in conferences – that while win-win for victims and offenders is more likely in conferences than in court, win-lose and lose-lose are more likely in court. This is brilliant research that cuts to the heart of the dilemmas of justice in a very new way.
- The final thing restorative justice should accomplish is healing.
 - Punitive justice is about returning hurt for hurt.
 - Restorative justice is about the idea that because crime hurts justice should heal.
 - Again Heather Strang's evidence is encouraging that both victims and offenders do experience healing in restorative justice processes.
 - Equally she and Lawrence Sherman are increasing our understanding of the circumstances where this does not occur, where victims feel worse after a conference.
- Conferences can be a superior vehicle for rehabilitation and crime prevention programs; they can do better at helping offenders to experience remorse and take responsibility for righting their wrongs; they can give victims the voice they deserve; they can help to heal victims, offenders and communities from past crimes as they prevent future crimes.
 - While restorative justice can deliver all of this more often than traditional criminal processing, it often fails to do so as a result of bad practice.
 - Quality assurance tends to be abysmal in restorative justice programs.
 - Some restorative justice advocates do not even believe in continuous improvement in quality because they think their program is already perfect.
 - The arrogance of the new can be as dangerous as the arrogance of the old that has presided over the post-war increase in crime.

¹³¹ Braithwaite, John 2001. *Restorative Justice and Responsive Regulation*. New York: Oxford University Press. cited in John Braithwaite, Research School of Social Sciences, Australia National University *Restorative Justice: Justice Of The Future Restorative and Community Justice: Inspiring the Future*, An International Conference Winchester, England March 28 – 31, 2001 <http://www.law.soton.ac.uk/bsln/rj/rjsumbr.htm>

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- Lets resolve to be both hopeful and humble about restorative justice.
- As we do that, we can inform both our hope and humility with the kind of quality research that will be reported in this conference.
- The basis for hope that I have tried to communicate in this paper is that in the last two years we have had a rush of research showing what to me are surprisingly large reductions of reoffending in programs that only partially satisfy sound restorative justice principles. I think we can reasonably hope to achieve a lot more as we improve the consistency of the quality of restorative justice programs.
- In particular, if we do what we are hardly doing at all at the moment – rethinking restorative justice as a vehicle to deliver what we know works best in rehabilitation and crime prevention – then I believe we can pull off really major reductions in the crime rate.

7.6. A Role For ADR In The Criminal Justice System?¹³² - 1999

- Community crime prevention programs reduce crime by addressing its underlying causes¹³³.
 - I am not dwelling on this area, as it does not need explanation, merely to say that it is seen as another example of restorative justice in action.

7.7. Linking Crime Prevention to Restorative Justice - 1998 ¹³⁴

Direct Versus Indirect Pursuit of Objectives

- Restorative justice will never become a mainstream alternative to retributive justice unless long-term R and D programs show that it does have the capacity to reduce crime.
 - Restorative justice theorists, including me, have long advanced the claim that restorative justice conferences can deliver their benefits without directly attempting to pursue those benefits.¹³⁵
 - This is true of reintegrative shaming, for example.
 - The worst way to accomplish reintegrative shaming is to urge conference participants to shame the offender.
 - That is a prescription for minimizing reintegrative shaming and maximizing stigmatization.

¹³² Laurence M. Newell, Adviser to the Chief Justice of Papua New Guinea, A Role For ADR In The Criminal Justice System?, A paper prepared for the PNG National Legal Convention 25-27 th July 1999 Papua New Guinea

¹³³ I have used the definition of community crime prevention programs from the Prison Fellowship Restorative Justice pages [Online] Available at: <http://www.restorativejustice.org/rj1overview.html>.

¹³⁴ John Braithwaite, Australian National University, Linking Crime Prevention to Restorative Justice http://www.realjustice.org/Pages/mn98papers/nacc_bra.html

¹³⁵ This is true in a longer review essay I have recently revised (Braithwaite, forthcoming) from which some sections of this paper have been taken. One problem, extensively discussed in that paper, is that when criminal justice programs are seen as directly setting out to change people, even by the most benign forms of mandated rehabilitation, they risk psychological reactance on the part of the offender (Brehm and Brehm, 1981). What follows is the virtue of directly pursuing restoration and only indirectly pursuing rehabilitation, deterrence or shame.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- No, reintegrative shaming comes as a by-product of confronting the consequences of the crime and what is to be done to put them right.
- There is a similar paradox of procedural justice.
 - Court proceedings are explicitly designed to achieve procedural justice outcomes such as equality before the law.
 - With conferences, in contrast, there is no direct pursuit of equality before the law.
 - Yet we know from the RISE experiment that conference participants are more likely to feel that they have experienced equality before the law in conference cases than in court cases (Sherman & Barnes, 1997)¹³⁶.
 - Victim-offender mediation studies have also produced encouraging results on procedural justice (Braithwaite, forthcoming)¹³⁷.
- There is a temptation to generalize these analyses to the claim that all the benefits of restorative justice are rather like the benefits of being spontaneous—the more directly we try to be spontaneous, the less spontaneous we will be.
 - In some ways our work may have fallen victim to a generalized tendency to expect the benefits to flow as an indirect outcome of simply pursuing restoration.
 - In this paper, I will discuss the linkage between crime prevention interventions and restorative justice.
 - My argument will be that crime prevention must be directly pursued as an objective of conferences.
 - Crime prevention benefits do not flow inevitably simply as a result of a restorative dialogue.
- Before moving on to explaining why the best way to make crime prevention work may be to link it to restorative justice, I will make some remarks about why crime prevention programs that are not linked to restorative justice generally fail.

Why Crime Prevention Programs Mostly Fail

- Crime prevention programs tend to be either police-initiated or community-based, or, perhaps most commonly, some mixture of the two.
 - However originated, my contention will be that crime prevention programs mostly fail for four reasons:
 - 1. Lack of Motivation
 - 2. Lack of Resources
 - 3. Insufficiently Plural Deliberation
 - 4. Lack of Follow-Through

¹³⁶ Sherman, L.W. & Barnes, G. (1997). "Restorative Justice and Offenders' Respect for the Law." Paper 3, RISE Working Paper, Law Program, RISS, ANU, Canberra.

¹³⁷ Braithwaite, J. (forthcoming). "Restorative Justice: Assessing an Immodest Theory and a Pessimistic Theory." In M. Tonry (ed.), *Crime and Justice: A Review of Research*. Chicago: University of Chicago Press.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- Now I consider each of these reasons for failure and why linkage to restorative justice conferences might respond to them.

Lack of Motivation

- I never attend my local Neighbourhood Watch meetings.
 - In this, I suppose I am typical of most citizens.
 - On the other hand, if a next door neighbour asked if I would come along to a restorative justice conference to support them as either an offender or a victim, I would be flattered by the invitation and attend.
- **Most crime prevention programs are uncoupled from the processing of individual criminal cases.**
 - This uncoupling is a lost opportunity in terms of motivating citizens to engage with crime prevention.
 - Every police officer knows that the best time to persuade a householder to invest in security is after a burglary; every business regulator knows that the best time to persuade a company to invest in a corporate compliance system is after something goes wrong and someone gets into trouble.
 - There are some good reasons for this heightened motivation.
 - In the case of the company that has just been in trouble, it is motivated by the knowledge that the regulator is watching it.
 - In the case of the homeowner who has been burgled, there is worry that someone who knows how to get in will be watching for the arrival of brand new replacement products.
 - The latter motivation is well placed: one study has shown prospects of another burglary four times as high as in houses that had not been burgled before (Bridgeman & Hobbs, 1997, p.2).¹³⁸
 - A project in Huddersfield that focused resources such as temporary alarms on prior victims reduced domestic burglary by 24 per cent, in a Rockdale project by 72 per cent (Bridgeman & Hobbs, 1997, p.3).¹³⁹

Lack of Resources

- Linking crime prevention to existing cases of victimisation also mainstreams crime prevention to where the policing resources are—street-level enforcement—rather than leaving it ghettoized in specialist prevention units.
 - Police services are famous for rhetoric about community policing and crime prevention, and then setting up special units for the purpose that attract a minuscule proportion of the police budget.
 - Governments are famous for saying they believe in community crime prevention and then giving over 90 per cent of the crime prevention budget to the police.

¹³⁸ Bridgeman, C., & Hobbs, L. (1997). Preventing Repeat Victimization: The Police Officers' Guide. London: Police Research Group.

¹³⁹ Bridgeman, C., & Hobbs, L. (1997). Preventing Repeat Victimization: The Police Officers' Guide. London: Police Research Group.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- As David Bayley and Clifford Shearing (1996)¹⁴⁰ have pointed out, the remedy here may be to abandon the police budget in favour of a policing budget, so that citizen groups can contest police control over crime prevention resources.
- In the meantime, however, linking crime prevention to case management by the police may be the way to mainstream crime prevention.
- A discussion of both household-based and more widely community-based crime prevention options in restorative justice conferences is the path to mainstreaming I want to develop.

Plurality of Deliberation

- The theory of crime prevention says "involve the community"; the practice says "citizens don't turn up to Neighbourhood Watch meetings except in highly organized communities that don't need them."
 - The empirical experience of restorative justice conferences is that citizens are willing to attend, often in large numbers.
 - Indeed, in the design of conferencing, getting a diverse group of citizens affected by the crime to attend is critical to assuring that no one person or perspective dominates the meeting.
 - Hence, if we achieve what is necessary for a well designed conference, we also lay the foundations for the plurality of deliberation necessary for the design of crime prevention interventions that work.
 - But why do we need this plurality?
- The answer is that most crime problems have multiple causes and can be prevented in multiple ways.
 - The burglary is caused by the offender's drug habit, his unemployment, poor security of the targeted house and by the fact that citizens who saw it happening just walked on by.
 - It follows that what we need is a capacity to read criminal situations from the different angles illuminated by different explanations.
 - Elsewhere I have argued that plural understandings of a crime problem are needed to stimulate a disparate range of action possibilities that can be integrated into a hedged, mutually reinforcing package of preventive policies (Braithwaite, 1993)¹⁴¹.
 - Discussion of the problem by a group with local knowledge derived from being affected by the crime in different ways is a good path to a nuanced understanding of the crime.
- Courts are not good at the acquisition of this kind of understanding.
 - As Lon Fuller (1964, p.33)¹⁴² suggests, only two types of problems are suited to full judicial-legal process: yes-no questions like "Did she do it?" and more-less questions like "How much should be paid?" Polanyi (1951, pp.174-84)¹⁴³ distinguishes polycentric problems from these.

¹⁴⁰ Bayley, D. & Shearing, C. (1996). "The Future of Policing." *Law and Society Review* 30:585-606

¹⁴¹ Braithwaite, J. (1993). "Beyond Positivism: Learning from Contextual Integrated Strategies." *Journal of Research in Crime and Delinquency* 30:383-99.

¹⁴² Fuller, L. (1964). *The Morality of Law*. New Haven, CT: Yale University Press.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- They require reconciliation of complex interacting consequences of multidimensional phenomena.
 - Polycentric problems are not well suited to the judicial model.
 - Because most questions about crime beyond the determination of guilt are polycentric, courts are rather ineffective at preventing crime.
 - Let me illustrate this analysis with an example of plurality of deliberation coming to grips with preventive solutions to a polycentric problem.
- I was a part-time Commissioner on Australia’s national antitrust and consumer protection agency when the most widespread and serious consumer protection frauds ever came before the agency.
- They involved a number of insurance companies systematically ripping off consumers through misrepresentations about policies that in some cases were totally useless.
 - The worst abuses occurred in 22 remote Aboriginal communities and these were tackled first.
 - Top management from the insurance company visited these communities for days on end at meetings with the victims, the local Aboriginal Community Council, the regulators and local officials of the Department of Social Security in cases where useless policy premiums were being deducted from welfare checks.
 - Some of those executives went back to the city deeply ashamed of what their company had done.
- Back in Canberra meetings were held with insurance regulators and industry associations and even with the Prime Minister about follow-up regulatory reforms.
- The plurality of participants led to a plurality of remedies from the first agreement (with Colonial Mutual Life).
 - CML voluntarily compensated 2,000 policy holders and also funded an Aboriginal Consumer Education Fund to "harden targets" for future attempts to rip off illiterate people.
 - It conducted an internal investigation to discover failings in the company’s compliance program and to identify officers responsible for the crimes.
 - A press conference was then called to reveal the enormity of the problem.
 - No one realised quite how enormous until a police union realised that its own members were being ripped off through the practices of another company (in this case, there were 300,000 victims and a payout of at least \$50 million and perhaps \$100 million by the company).
 - As a result of the CML self-investigation, 80 officers or agents of CML were dismissed, including some senior managers and one large corporate agent, Tri-Global.
 - CML also put in place new internal compliance policies. Some procedures relating to welfare checks changed in the Department of Social Security and there were regulatory and self-regulatory changes

¹⁴³ Polanyi, M. (1951). *The Logic of Liberty*. Chicago: University of Chicago Press.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

concerning the licencing of agents and other matters and changes to the law (Fisse & Braithwaite 1993, p.235)¹⁴⁴.

- This polycentric problem-solving was accomplished without going to court (except with a couple of players who refused to cooperate with the restorative justice process).
- The disparate array of preventive measures were grounded in the different kinds of theories the rich plurality of players involved in this restorative justice process came up with—theories of education, deterrence, incapacitation, rehabilitation, target hardening, moral hazard, adverse publicity, law, regulation and opportunity theory.

What happens with the best crime prevention practice therefore is that:

1. Dialogue about restoration motivates the engagement of a wide plurality of stakeholders with their analysis of why this crime occurred and how recurrence might be prevented.
 2. The polycentric problem is thereby grasped via commonsense versions of a variety of theories, used as metaphors to arrive at a nuanced understanding of the crime by seeing it as many things at once (Braithwaite, 1993)¹⁴⁵.
 3. Professionals table with the stakeholders their analysis of the advice available from the research literature on what has worked and what has failed in the past with this kind of problem.
 4. Prevention professionals design with stakeholders an integrated strategy that is redundantly responsive to the theoretical relevances understood under point 2, the research findings in point 3 and the contextual differences from the situations in which the research was conducted as revealed by the discussions in point 1.
- Now the cynic about restorative justice will say that the Australian insurance cases were unusually sweeping exercises in crime prevention.
 - True, most crime prevention is more banal.
 - Yet this process was so sweeping in its ramifications precisely because it was restorative.
 - What would have happened if we had prosecuted this case criminally?
 - At best the company would have been fined a fraction of what it actually paid out and there would have been a handful of follow-up civil claims by victims.
 - At worst, illiterate Aboriginal witnesses would have been humiliated and discredited by uptown lawyers, the case lost and no further ones taken.
 - The industry-wide extensiveness of a pattern of practices would never have been uncovered; that was only accomplished by the communitarian engagement of many locally knowledgeable actors.
 - To take another extreme example, a court to my knowledge has never convicted 48 adults of child abuse in one town of 600 people, a town in which it is estimated that a majority of the citizens were at some time in their lives victims of sexual abuse.¹⁴⁶

¹⁴⁴ Fisse, B., and Braithwaite, J. (1993). *Corporations, Crime and Accountability*. Cambridge: Cambridge University Press.

¹⁴⁵ Braithwaite, J. (1993). "Beyond Positivism: Learning from Contextual Integrated Strategies." *Journal of Research in Crime and Delinquency* 30:383-99.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- Healing circles in the Manitoba community of Hollow Water have accomplished that (Ross, 1996, pp.29-48; Lajeunesse, 1993).^{147 148}
- And the crime prevention accomplishments of the preventive measures put in place as a result of the restorative justice process seem creditable too: only two known cases of reoffending (Ross, 1996, p. 36).¹⁴⁹
- Restorative justice rituals can be a lever for triggering prevention of the most systemic and difficult-to-solve crimes in contemporary societies, like sexual abuse in families, like the crimes of finance capital.
 - We should take seriously the possibility of family group conferences with leaders of Colombian cocaine cartels.
 - How do we know they are beyond shame?
 - How do we know that they would not like to retire at 70 instead of fear violent usurpation by a rival?³¹⁵⁰
 - How do we know that they might not find very attractive an agreement that allowed them to pass on some of their wealth to set up legitimate businesses for their children so they did not need to bequeath to them the life they had led?
 - How do we know that they do not actually hate killing other human beings in order to survive themselves?
- An incipient and only very partially successful model here is the Raskol gang surrenders and gang retreats in Papua New Guinea which have involved surrenders of up to 400 alleged gang members (Dinnen, 1996).¹⁵¹
 - Political leaders up to the Justice Minister and Prime Minister and leaders of the church and other organizations in civil society have participated in these ceremonies receiving apologies, surrendered weapons, ammunition, undertakings to do community work and work for the rehabilitation of their own members and youth gangs that have been their recruitment base.
 - Dinnen (1996, p.121)¹⁵² lists just the documented surrenders in a society where little is documented—13 rituals involving 913 alleged gang members. In fact one of the few successful anti-gang programs (Sherman, et al., 1997)¹⁵³ in one of the few places where the gang problem is worse than New Guinea, Los Angeles, involved hiring older gang leaders as consultants to assist with the negotiation of truces and the mediation of feuds.

¹⁴⁶ La Prairie (1994, p.iii) in a profoundly sophisticated study of this problem from a restorative justice perspective in another context found that 46% of inner-city native people in Canada had experienced child abuse.

¹⁴⁷ Ross, R. (1996). *Returning to the Teachings. Exploring Aboriginal Justice*. London: Penguin Books.

¹⁴⁸ Lajeunesse, T. (1993). *Community Holistic Circle Healing: Hollow Water First Nation, Aboriginal Peoples Collection*. Canada: Supply and Services.

¹⁴⁹ Ross, R. (1996). *Returning to the Teachings. Exploring Aboriginal Justice*. London: Penguin Books.

¹⁵⁰ Even common thieves give up because they find managing a criminal identity takes its toll: "[Y]ou get tired. You get tired trying to be a tough guy all the time. People always expecting this and that " (Shover 1996, p.137).

¹⁵¹ Dinnen, S. (1996). "Challenges of Order in a Weak State." Unpublished Ph.D. dissertation, Australian National University.

¹⁵² Dinnen, S. (1996). "Challenges of Order in a Weak State." Unpublished Ph.D. dissertation, Australian National University.

¹⁵³ Sherman, L.W. & Barnes, G. (1997). "Restorative Justice and Offenders' Respect for the Law." Paper 3, RISE Working Paper, Law Program, RISS, ANU, Canberra.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- Homicides and intergang violence fell among the targeted gangs but not between the targeted gangs and others (Torres, 1981, cited in Klein, 1995, p.149)¹⁵⁴.
- With the more banal crimes of screwed-up kids with screwed-up family relationships, plurality of deliberation seems equally relevant.
 - One way of summarizing the literature on the effectiveness of psychotherapy is that in most cases it will do more good than harm and that this is true for most mainstream types of psychotherapeutic interventions in troubled lives (Foon, 1984).
 - For example, there does not seem much empirical basis for claiming that psychoanalysis is better or worse than other schools of psychotherapy.
 - But it does seem to be the case that it is better than doing nothing.
 - Even though therapy X is no better than therapy Y on average, it seems plausible that if a group of citizens knowledgeable about the problems of a particular individual are given the full facts about how therapies X and Y work, a marrying of those facts with their contextual knowledge of the case should lead to better-than-average selection of the right kind of treatment for their kind of case.

So my hypothesis is that the plurality of deliberation in restorative justice conferences will increase the effectiveness of rehabilitative programs. The contextual wisdom that issues out of plural discussion from various angles is one reason. The other is that programs are more likely to be effective when the offender and their family freely choose to make a commitment to them and when programs strengthen community support for the offender (Cullen, 1994). It seems therefore that restorative justice does not involve a rejection of the rehabilitative ideal. It means reframing it. Instead of state professionals in social work or psychotherapy deciding that their pet approach is what is best for the family, the family is empowered with knowledge of a range of rehabilitative options and with the right to choose from among a variety of competing public, private and charitable providers of rehabilitative services. This disempowering of state therapeutic monopolies is not only democratically superior for a republican like me who believes in freedom as non-domination (Braithwaite & Pettit, 1990; Pettit, 1997)^{155 156}. My hypothesis is that the marriage to conferencing will increase the effectiveness of rehabilitation programs.

Follow-Through

One of the things that rather shocked me during my decade on the Trade Practices Commission was to learn that offenders would often have fines or community service obligations ordered by courts and then simply not pay them or fail to put in the hours. Mostly nothing would happen to them, even when they were major corporations. Everyone in the Australian criminal justice system seems to believe they have more important things to do than chase offenders who do not comply with court orders.

My hypothesis is that restorative justice conference agreements attain higher levels of implementation than court orders precisely because they are agreements rather than orders. Collective obligation is brought to bear on securing compliance with agreements. There is little collective obligation when a court orders suspension of a driver's licence following a drunk driving offence and implements no targeted follow-through to monitor compliance. So driving without a licence is pandemic. On the other hand, if the agreement is that Uncle Harry (who lives next door) will make sure the offender always leaves his car in the garage on Friday and Saturday nights—the nights the offender consistently goes out drinking

¹⁵⁴ Klein, M.W. (1995). *The American Street Gang: Its Nature, Prevalence and Control*. New York: Oxford University Press.

¹⁵⁵ Braithwaite, J., & Pettit, P. (1990). *Not Just Deserts: A Republican Theory of Criminal Justice*. Oxford University Press.

¹⁵⁶ Pettit, P. (1997). *Republicanism*. Oxford: Clarendon Press.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

with the boys—collective obligation based on kinship and credible monitoring of compliance are structured into the agreement. The voluntary agreement secures superior compliance to the legally mandated one.

Preliminary evidence shows high compliance with agreements at victim-offender mediations or restorative justice conferences—ranging up from 58 per cent in one New Zealand study (Galaway (1992)¹⁵⁷, from 64 to 100 per cent in various U.S., Canadian and British sites (Haley & Neugebauer, 1992; Dignan, 1992; Pate, 1990)^{158 159 160}, 76 per cent in West Germany (Trenczek, 1990)¹⁶¹, 85 per cent in Finland (Iivari, 1987, 1992)¹⁶², and 86 per cent (Wundersitz & Hetzel, 1996, p.133)¹⁶³ and 91 per cent (Waters, 1993, p.9)¹⁶⁴ in Australian programs. The RISE study by Lawrence Sherman and Heather Strang in Canberra will be the first to compare compliance with agreements for cases randomly assigned to restorative justice conferences versus court.

The other important part of follow-through is to learn from evaluations what aspects of restorative justice processes succeed and fail in putting in place credible preventive responses to crime. Evaluation of court processes in these crime prevention terms has been rather lacking. It is hoped that more of an evaluation culture will grow up around restorative justice processes.

Early Disappointments of Restorative Justice Conferences

Not everywhere has an open approach to evaluation and sharing of mistakes been evident among restorative justice practitioners. Many seem sure they have hit upon the right formula without seriously engaging with evaluation research.

¹⁵⁷ Galaway, B. (1992). "The New Zealand Experience Implementing the Reparation Sentence." In H. Messmer & H.U. Otto (eds.), *Restorative Justice on Trial: Pitfalls and Potentials of Victim-Offender Mediation—International Research Perspectives*. Dordrecht/Boston: Kluwer Academic Publishers.

¹⁵⁸ Haley, J. assisted by A.M. Neugebauer. (1992). "Victim-Offender Mediations: Japanese and American Comparisons." In H. Messmer & H.U. Otto (eds.), *Restorative Justice on Trial: Pitfalls and Potentials of Victim-Offender Mediation—International Research Perspectives*. Dordrecht/Boston: Kluwer Academic Publishers.

¹⁵⁹ Dignan, J. (1992). "Repairing the Damage: Can Reparation Work in the Service of Diversion?" *British Journal of Criminology* 32:453-72.

¹⁶⁰ Pate, K. (1990). "Victim-Offender Restitution Programs in Canada." In B. Galaway & J. Hudson (eds.), *Criminal Justice, Restitution and Reconciliation*. Monsey, NY: Willow Tree Press.

¹⁶¹ Trenczek, T. (1990). "A Review and Assessment of Victim-Offender Reconciliation Programming in West Germany." In B. Galaway & J. Hudson (eds.), *Criminal Justice, Restitution and Reconciliation*. Monsey, NY: Willow Tree Press.

¹⁶² Iivari, J. (1987). "Mediation as a Conflict Resolution: Some Topic Issues in Mediation Project in Vantaa." Paper presented to International Seminar on Mediation, Finland, September. Cited in T. Marshall & S. Merry (eds.), *Crime and Accountability: Victim Offender Mediation in Practice*, 1990. London, UK: Home Office.

Iivari, J. (1992). "The Process of Mediation in Finland: A Special Reference to the Question 'How to Get Cases for Mediation.'" In H. Messmer & H.U. Otto (eds.), *Restorative Justice on Trial: Pitfalls and Potentials of Victim-Offender Mediation—International Research Perspectives*. Dordrecht/Boston: Kluwer Academic Publishers.

¹⁶³ Wundersitz, J. & Hetzel, S. (1996). "Family Conferencing for Young Offenders: The South Australian Experience." In J. Hudson, A. Morris, G. Maxwell & B. Galaway (eds.), *Family Group Conferences: Perspectives on Policy and Practice*. Sydney: Federation Press and Criminal Justice Press.

¹⁶⁴ Waters, A. (1993). "The Wagga Wagga Effective Cautioning Program: Reintegrative or Degrading?" B.A. (Hons) Thesis, Department of Criminology, University of Melbourne.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

In most restorative justice programs of which I have experienced, there is limited linkage of crime prevention follow-through to the restorative justice process. Time and again in Canberra conferences, we see offenders with serious underlying drug and alcohol problems that are not even discussed, let alone confronted with a dialogue about the different treatment programs available. We see problems of unemployment, school drop-out and dim future educational and employment prospects swept under the carpet.

The recently released Award-Winning Health Canada video, *Widening the Circle: The Family Group Decision Making Experience*, based on the work of Gale Burford and Joan Pennell with family violence, advances best practice in this regard. We see on the video a social worker put up on pieces of butcher paper the range of options available locally for dealing with family violence. The problem in many places is that the range of options genuinely available for the family to choose is not very wide. For all the innovativeness of the New Zealand work on restorative justice, its greatest defect is not to be found in the conferences themselves but in the collapse of the New Zealand welfare state and the paucity of rehabilitative options this leaves available to offenders, victims and their families, especially in rural areas.

Another disappointment is the rarity of moving beyond individual crime prevention to more structural solutions. Corporate crime conferencing cases such as CML which, as we have seen, do grapple with structural remedies, are very much the exception.

Conclusion

- Restorative justice can remove crime prevention from its marginal status in the criminal justice system, mainstreaming it into the enforcement process.
 - It can deliver the motivation and widespread community participation crime prevention needs to work and to protect itself from capture by organized interests (including the crime prevention industry itself).
 - Motivation and participation also improve follow-through on conference agreements in comparison with follow-through on court orders.
 - Sometimes, but all too rarely, motivation and participation engendered by restorative process can deliver the political clout to crime prevention that it needs to tackle systemic problems systemically.
 - Plural participation in conferences fosters a capacity to see a crime as many things at once, caused in context by a variety of different true explanations, each of which suggests preventive options.
 - Deliberation in conferences has the potential to increase the effectiveness of crime prevention by a contextual wisdom that better matches the right preventive options (therapeutic, situational or structural) to the right case.
 - That potential seems to be rarely realised at the moment.

7.8. It Takes A Just And Capable Village: Prevention Strategies For Community Justice - 1997¹⁶⁵

- This paper will present the prevention perspective in the context of considering community justice.
- The underlying theme of this paper is that we know from substantial scientific evidence that communities are essential for human well-being and they must be capable of providing a healthy, just, and equitable environment.
- The prevention of crime and violence is a complex and long-term goal.

¹⁶⁵ Chavis, David M., Ph.D., Association for the Study and Development of Community, *It Takes A Just And Capable Village: Prevention Strategies For Community Justice*, Paper presented at the Research Seminar on Communities, Crime, and Justice sponsored by the National Institute of Justice, George Washington University, Washington, D.C. March, 1997 <http://www.capablecommunity.com/asdc/pubs.html>

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- A community development process can be used as a sustainable prevention strategy by building community capacities.
- Coalitions and other collaborative structures are presented as best suited for building community capacity for justice and a poor idea for providing more services.
- Prevention is more of a strategy than a perspective.
 - While prevention strategies in communities originated in public health, it is now chosen as an approach in almost all areas of societal problem solving.
 - A prevention strategy is designed to promote healthy human development and to stop undesirable conditions from happening.
 - It combines other perspectives considered part of the discussion of community justice (i.e., ecological, normative, stratification, and situational).
 - Prevention strategies attempt to change individuals and their ecology.
 - As in other democratic processes, communities experience conflicts between individual and ecological or systems approaches when planning and implementing prevention strategies.
 - Current prevention strategies build the capacity of individuals, families, and their community institutions to manage and control changes both within them and around them.
 - Healthy and nurturing environments need to be developed and sustained. It is equally important for prevention strategies to enable individuals and their institutions to be resilient to those negative forces which will inevitably plague us.
- **Getting to the heart of the problem** Systems are also a key component of the ecological perspective and have been shown to produce the broadest reaching changes if they are activated to promote the conditions that foster human development.
 - Social and environment systems link communities and they are essential targets for prevention strategies.
 - If there are any “facts” that exist in the social and medical sciences, then among the most established is that the three primary underlying causes of social, psychological, and physiological problems are:
 - the degree to which one has a sense of *community* and support;
 - a sense of individual and collective *control*; and
 - a sense that one has enough resources such as *cash* ^{166 167 168}.
 - Scientists may have developed multiple terms for these basic concepts (e.g., locus of control, empowerment, efficacy, or alienation, bonding, social support, and community) and by doing may have hindered attention to these potent factors.
 - These factors have been so powerful and pervasive in research that we have to statistically and procedurally control for them in order to find other causes in most studies, especially on the subjects of crime and justice.
 - The scientific evidence, in fact, shows that the prevention of social problems requires health, economic equity, and social justice applied to and through communities.

¹⁶⁶ Albee, G. (1987). Powerlessness, Politics, and Prevention: The Community Mental Health Approach. In K. Hurrelman et al. (Eds.), *Social Intervention: Potential and Constraints*. New York: Walter de Gruyter, 37-52.

cited in Chavis, David M., Ph.D., Association for the Study and Development of Community, *It Takes A Just And Capable Village: Prevention Strategies For Community Justice*, Paper presented at the Research Seminar on Communities, Crime, and Justice sponsored by the National Institute of Justice, George Washington University, Washington, D.C. March, 1997 <http://www.capablecommunity.com/asdc/pubs.html>

¹⁶⁷ Cassel, J. (1976). The Contributions of the Social Environment to Host Resistance. *American Journal of Epidemiology*, 104, 107-123. cited in Chavis, David M., Ph.D., Association for the Study and Development of Community, *It Takes A Just And Capable Village: Prevention Strategies For Community Justice*, Paper presented at the Research Seminar on Communities, Crime, and Justice sponsored by the National Institute of Justice, George Washington University, Washington, D.C. March, 1997 <http://www.capablecommunity.com/asdc/pubs.html>

¹⁶⁸ Chavis, D.M., and Newbrough, J.R. (1986). The Meaning of “Community” in Community Psychology. *Journal of Community Psychology*, 14 (4), 335-340. cited in Chavis, David M., Ph.D., Association for the Study and Development of Community, *It Takes A Just And Capable Village: Prevention Strategies For Community Justice*, Paper presented at the Research Seminar on Communities, Crime, and Justice sponsored by the National Institute of Justice, George Washington University, Washington, D.C. March, 1997 <http://www.capablecommunity.com/asdc/pubs.html>

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- Dockeci (1983)¹⁶⁹ has argued that the impact of all public policies on human and community development be assessed much in the same way that physical environment impact assessments are required.
- There are proven incremental strategies available that can create these healthy communities and people.
 - In recent years, community development and prevention strategies have been combined ¹⁷⁰.
 - Community prevention strategies using a community development approach can promote greater community, control, and cash where it is needed.
 - Community organizing, self-help groups, and genuine citizen or community member participation in decision-making and justice have been shown to increase the highly beneficial senses of community and control in people of all ages and other distinctions.^{171 172}
 - Community based development strategies also have been successful in the economic and physical revitalization of impoverished areas^{173 174}
- Several large national publicly and privately funded community building initiatives have been launched recently, including: the National Funding Collaborative on Violence Prevention; the Rebuilding Neighborhoods Initiative (Anne E. Casey Foundation); the Community Building Initiative (a public-private funding collaborative through the Local Initiatives Support Corporation); Comprehensive Community Initiative (Surdna Foundation), the Community Prevention Partnerships and Prevention Coalitions Programs (Center for Substance Abuse. prevention); and the Empowerment Zones/Enterprise Communities sponsored by HUD and the Department of Agriculture.
- **Building Community Capacity** An infrastructure needs to be in place to appropriately replicate the numerous successful prevention and early intervention programs at a massive scale¹⁷⁵.
 - Communities are a system or network of institutions that have been developed to meet the needs and aspirations of their members (e.g. families, schools, religions, etc.).
 - Knowledge, skills, relations, and resources can be disseminated through this network of institutions.
 - A community's well- being depends on effective and pro-social community institutions.

¹⁶⁹ Dokecki, P. (1983). The Place of Values in the World of Psychology and Public Policy. Peabody Journal of Education, 60, 108-125 Health cited in Chavis, David M., Ph.D., Association for the Study and Development of Community, It Takes A Just And Capable Village: Prevention Strategies For Community Justice, Paper presented at the Research Seminar on Communities, Crime, and Justice sponsored by the National Institute of Justice, George Washington University, Washington, D.C. March, 1997 <http://www.capablecommunity.com/asdc/pubs.html>

¹⁷⁰ Chavis, D. M., & Florin, P. (1990). Community Development, Community Participation, and Substance Abuse Prevention. San Jose, CA: Santa Clara County Department of Health cited in Chavis, David M., Ph.D., Association for the Study and Development of Community, It Takes A Just And Capable Village: Prevention Strategies For Community Justice, Paper presented at the Research Seminar on Communities, Crime, and Justice sponsored by the National Institute of Justice, George Washington University, Washington, D.C. March, 1997 <http://www.capablecommunity.com/asdc/pubs.html>

¹⁷¹ Chavis, D. M., & Wandersman A. (1990). Sense of community in the urban environment: A catalyst for participation and community development. American Journal of Community Psychology, 18, 55-81 cited in Chavis, David M., Ph.D., Association for the Study and Development of Community, It Takes A Just And Capable Village: Prevention Strategies For Community Justice, Paper presented at the Research Seminar on Communities, Crime, and Justice sponsored by the National Institute of Justice, George Washington University, Washington, D.C. March, 1997 <http://www.capablecommunity.com/asdc/pubs.html>

¹⁷² Levy, L.H. (1976). Self-help Groups: Types and Psychological Processes. Journal of Applied Behavioral Sciences, 12, 310-322. cited in Chavis, David M., Ph.D., Association for the Study and Development of Community, It Takes A Just And Capable Village: Prevention Strategies For Community Justice, Paper presented at the Research Seminar on Communities, Crime, and Justice sponsored by the National Institute of Justice, George Washington University, Washington, D.C. March, 1997 <http://www.capablecommunity.com/asdc/pubs.html>

¹⁷³ Vidal, A.C. (1992). Rebuilding Communities. New York: Community Development Research Center, New School for Social Research. cited in Chavis, David M., Ph.D., Association for the Study and Development of Community, It Takes A Just And Capable Village: Prevention Strategies For Community Justice, Paper presented at the Research Seminar on Communities, Crime, and Justice sponsored by the National Institute of Justice, George Washington University, Washington, D.C. March, 1997 <http://www.capablecommunity.com/asdc/pubs.html>

¹⁷⁴ Pierce, N.R. and Steinbach, C.F. (1987). Corrective Capitalism. New York: Ford Foundation cited in Chavis, David M., Ph.D., Association for the Study and Development of Community, It Takes A Just And Capable Village: Prevention Strategies For Community Justice, Paper presented at the Research Seminar on Communities, Crime, and Justice sponsored by the National Institute of Justice, George Washington University, Washington, D.C. March, 1997 <http://www.capablecommunity.com/asdc/pubs.html>

¹⁷⁵ Milton S. Eisenhower Foundation. (1996). Policy Framework. Washington, D.C.: By author. Mizrahi, T. and Rosenthal, B.B. (1993) cited in Chavis, David M., Ph.D., Association for the Study and Development of Community, It Takes A Just And Capable Village: Prevention Strategies For Community Justice, Paper presented at the Research Seminar on Communities, Crime, and Justice sponsored by the National Institute of Justice, George Washington University, Washington, D.C. March, 1997 <http://www.capablecommunity.com/asdc/pubs.html>

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- Community institutions such as families, schools, police, hospitals, government and those of faith are experiencing a widening gap between them and their constituencies in many places in our country.
- The most successful community-based prevention strategies use coalitions and other collaborative structures to build the capacity of institutions to better serve their functions in the community.
- A community's ability to be just will depend on its capacity to develop healthy and capable people and institutions.
 - Given the complexity and entrenchment of the causes of crime and impediments to community justice, a community needs the capacity to address negative conditions over a long time.
- Community capacity is defined in this paper as the *sustained ability to effectively develop, mobilize, and use resources to manage change*.
 - The most important resources are knowledge, skills relations, and money.
- Community coalitions can improve the capacity of local leaders, organizations, and community institutions to develop communities and prevent crime and violence.
- Institutions need to serve their primary functions:
 - schools need to educate, police need to provide security, hospitals need to promote health, communities of faith need to develop the community's moral fiber; businesses need to develop jobs, government needs to govern; and citizens need to keep their institutions accountable.
- Community capacity building's main objective is to enable community institutions to serve their primary functions.
 - If all institutions were able to do their respective jobs, community justice would occur.
- New challenges require institutions to develop new capacities.
- One of the most important and achievable goals of a community coalition is to develop a **learning community**^{176 177}
 - A learning community can be seen as a system where organizations and "... (P) eople continually expand their capacities to create the results they truly desire, where new and expansive patterns of thinking are nurtured, where collective aspirations are set free, and where people are continually learning how to learn together."¹⁷⁸
 - Capable communities are learning communities.
- The following capacities are proposed as necessary for communities to prevent social problems such as crime and violence:
 - Resource acquisition and mobilization:
 - Increased resources for prevention and community development
 - Recruitment and use of volunteers and other non-monetary resources
 - Fundraising strategies, structures, and resources
 - Learning/intellectual:
 - Knowledge and skills for successful prevention

¹⁷⁶ Senge, P.M. (1990). *The Fifth Discipline: The Art and Practice of Learning Organizations*. New York: Doubleday cited in Chavis, David M., Ph.D., Association for the Study and Development of Community, *It Takes A Just And Capable Village: Prevention Strategies For Community Justice*, Paper presented at the Research Seminar on Communities, Crime, and Justice sponsored by the National Institute of Justice, George Washington University, Washington, D.C. March, 1997 <http://www.capablecommunity.com/asdc/pubs.html>

¹⁷⁷ Knowles, M.S. (1970). *The Modern Practice of Adult Education*. New York: New York City Press. cited in Chavis, David M., Ph.D., Association for the Study and Development of Community, *It Takes A Just And Capable Village: Prevention Strategies For Community Justice*, Paper presented at the Research Seminar on Communities, Crime, and Justice sponsored by the National Institute of Justice, George Washington University, Washington, D.C. March, 1997 <http://www.capablecommunity.com/asdc/pubs.html>

¹⁷⁸ Senge, P.M. (1990). *The Fifth Discipline: The Art and Practice of Learning Organizations*. New York: Doubleday cited in Chavis, David M., Ph.D., Association for the Study and Development of Community, *It Takes A Just And Capable Village: Prevention Strategies For Community Justice*, Paper presented at the Research Seminar on Communities, Crime, and Justice sponsored by the National Institute of Justice, George Washington University, Washington, D.C. March, 1997 <http://www.capablecommunity.com/asdc/pubs.html>

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- Enabling system (workshops, seminars, consultations and TA, information and referral networks) to disseminate knowledge, skills and relations
- Evaluation and research
- Political:
 - Inter-institutional linkages and practices that promote prevention and community development
 - Goal setting and planning
 - Goal attainment
 - Development of process and structures that foster responsiveness and accountability
 - Leadership development and support
- Psycho-social:
 - Mobilization and management of social relations
 - Fostering of a sense of community and caring
 - Support for the development and maintenance of community organizations and more local communities
 - Promotion of appropriate and effective help seeking
 - Effective management of organizations
 - Responsive institutions
- **Community Coalitions and other Collaborative Structures** Coalitions and other forms of community collaboration are being formed as mechanisms for developing community capacity for prevention.
 - Coalitions, partnerships, and other collaborative efforts bring together community leaders and representatives of community institutions in order to combine resources to address threats to the community, such as violence and crime.
 - One of the biggest misconceptions of coalitions and collaborative efforts is that they can develop and manage services and activities in the community.
 - Another misconception is that substantial duplication and poor coordination of services are causing a major impediment to the ability of community's to solve their problems and that coalitions need to address that first.
 - Coalitions are voluntary relations among people and institutions. In most cases participants are feeling overextended before they joined the coalition, and then they are expected to contribute more to the collaboration.
 - Funders expect agency directors and civic leaders to spend hours planning and implementing initiatives for the collaboration.
 - Relatively little can get done in a collaboration when members can only spend four to eight hours per month¹⁷⁹ and therefore coalitions most focus on conducting business that will have the greatest impact on their communities without burning out its membership.
 - Coalitions and other collaborative structures are ideal for community capacity building because coalitions are driven by relationships. They have been shown to build capacity of the community through strengthening the organizations and institutions that participate in it^{180 181}

¹⁷⁹ Join Together. (1990). Learning From the Ground Up. Boston, MA: By author. Knowles, M.S. (1970). The Modern Practice of Adult Education. New York: New York City Press cited in Chavis, David M., Ph.D., Association for the Study and Development of Community, It Takes A Just And Capable Village: Prevention Strategies For Community Justice, Paper presented at the Research Seminar on Communities, Crime, and Justice sponsored by the National Institute of Justice, George Washington University, Washington, D.C. March, 1997 <http://www.capablecommunity.com/asdc/pubs.html>

¹⁸⁰ Butterfoos, F.D., Goodman, R.M., & Wandersman, A. (1993). Community Coalitions for Prevention and Health Promotion. Health Education Research, 8 (3), 315-330 cited in Chavis, David M., Ph.D., Association for the Study and Development of Community, It Takes A Just And Capable Village: Prevention Strategies For Community Justice, Paper presented at the Research Seminar on Communities, Crime, and Justice sponsored by the National Institute of Justice, George Washington University, Washington, D.C. March, 1997 <http://www.capablecommunity.com/asdc/pubs.html>

¹⁸¹ Chavis, D. M., Speer, P., Resnick, I., & Zippay, A. (1993). Building community capacity to address alcohol and drug abuse: Getting to the heart of the problem. In R.C. Davis, A.J. Lurigio, & D. Rosenbaum (Eds.), Drugs and community. Springfield, IL: Charles Thomas. cited in Chavis, David M.,

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- Too often the “group think” of a coalition is to more frequently ask what members can do for coalition, than what the coalition can do for its members.
- Coalitions can build institutional capacity by sharing management, programming, and resource strategies.
- They also develop relations across sectors and among otherwise alienated agencies, professionals, and community leaders.
- Often coalition members report that the major benefits of their participation in the coalitions were the things that happened outside of meetings through connections they made participating in the coalition.
- There has been growing theory and research on the centrality that the transformation of conflicts or paradoxes plays in the success of a coalition to build community capacity¹⁸²¹⁸³.
- Conflict transformation is the process whereby the resolution of a conflict builds the overall capacity of the coalition and actually makes it stronger.
 - A study of 86 substance abuse prevention coalitions¹⁸⁴ showed that conflict transformation was the major contributing internal factor that lead to a coalition’s ability to attain its goals. Over time coalitions are able to transform these "conflicts” or paradoxes within coalitions into a process of positive change¹⁸⁵.
 - These conflicts reflect larger paradoxes at the community level referred to in the discussion paper.
 - The following are the conflicts that coalitions often face and reconcile^{186 187}:
 - Mixed loyalties: Coalition members have a dual commitment--to the coalition and to their own organization.
 - Autonomy versus accountability: The coalition must have enough autonomy to take independent action and accountability to several levels within the coalition (i.e. member organizations);
 - Means versus model: A coalition can be viewed as means to accomplish a specific social change goal for the community as well as a mode; "end" in itself by funders in order to meet their need for demonstration projects and model (i.e., a sustained model of inter-organizational coordination);

Ph.D., Association for the Study and Development of Community, It Takes A Just And Capable Village: Prevention Strategies For Community Justice, Paper presented at the Research Seminar on Communities, Crime, and Justice sponsored by the National Institute of Justice, George Washington University, Washington, D.C. March, 1997 <http://www.capablecommunity.com/asdc/pubs.html>

¹⁸² Smith, K.K. and Berg, D.N. (1987). Paradoxes of Group Life, San Francisco, CA: Jossey-Bass Publishers cited in Chavis, David M., Ph.D., Association for the Study and Development of Community, It Takes A Just And Capable Village: Prevention Strategies For Community Justice, Paper presented at the Research Seminar on Communities, Crime, and Justice sponsored by the National Institute of Justice, George Washington University, Washington, D.C. March, 1997 <http://www.capablecommunity.com/asdc/pubs.html>

¹⁸³ Chavis, D.M. (1996). Evaluation of Community Partnership Program Process. Dallas, TX: Prevention 96 cited in Chavis, David M., Ph.D., Association for the Study and Development of Community, It Takes A Just And Capable Village: Prevention Strategies For Community Justice, Paper presented at the Research Seminar on Communities, Crime, and Justice sponsored by the National Institute of Justice, George Washington University, Washington, D.C. March, 1997 <http://www.capablecommunity.com/asdc/pubs.html>.

¹⁸⁴Ibid.

¹⁸⁵ Managing Dynamic Tensions in Social Change Coalitions. . In T. Mizrahi & J. Morrison (Eds.), Community and Social Administration Advances, Trends and Emerging Principles. Binghamton, NY: Haworth Press cited in Chavis, David M., Ph.D., Association for the Study and Development of Community, It Takes A Just And Capable Village: Prevention Strategies For Community Justice, Paper presented at the Research Seminar on Communities, Crime, and Justice sponsored by the National Institute of Justice, George Washington University, Washington, D.C. March, 1997 <http://www.capablecommunity.com/asdc/pubs.html>.

¹⁸⁶ Chavis, D. M., Speer, P., Resnick, I., & Zippay, A. (1993). Building community capacity to address alcohol and drug abuse: Getting to the heart of the problem. In R.C. Davis, A.J. Lurigio, & D. Rosenbaum (Eds.), Drugs and community. Springfield, IL: Charles Thomas. cited in Chavis, David M., Ph.D., Association for the Study and Development of Community, It Takes A Just And Capable Village: Prevention Strategies For Community Justice, Paper presented at the Research Seminar on Communities, Crime, and Justice sponsored by the National Institute of Justice, George Washington University, Washington, D.C. March, 1997 <http://www.capablecommunity.com/asdc/pubs.html>

¹⁸⁷ Managing Dynamic Tensions in Social Change Coalitions. . In T. Mizrahi & J. Morrison (Eds.), Community and Social Administration Advances, Trends and Emerging Principles. Binghamton, NY: Haworth Press.

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- Unity and diversity coalition members share compatible, but not identical interests. Members struggle to accommodate each other's "self-interests" within the coalition;
- Scarce resources: Coalitions require people and organizations with limited time and resources to commit them to another organization. Member organizations are asked to contribute more than they receive.
- Dependence-Independence: The symbiotic relationship between the coalition and the lead agency.

How Coalitions Can Enable Community Capacity Building

- Coalition can provide the system that can enable communities to prevent crime and provide community justice. An enabling system is a coordinated network of organizations, which nurtures the development and maintenance of a grassroots community development process through the provision of resources, incentives and education (Chavis, Florin & Felix; 1993¹⁸⁸). Coalitions can manage sponsor, network or broker the components of this system in order to build community capacity. Coalitions need to make available a variety of types of assistance to individuals and institutions in order to build community capacity. Training and Consultation: Team, staff and leadership training. Consultation on community, organizational and programmatic issues and strategies. Training of local trainers. Information and Referral: Coalitions can disseminate information on model programs, provide data on community conditions, research information, and resources (e.g. funding, training, conferences, consultants, and volunteers).
- Networking and Coalition Development Assistance can be provided in order to form networks and coalitions at more local levels (e.g. neighborhood) or among institutions and people with common interests and needs (e.g. grassroots organizations, youth workers). Networks consist of organizations and individuals interested in common problems, issues, and strategies that meet to exchange information, common training and technical assistance needs. Coalitions are made up of organizations and institutions working together through communication, coordination, and collaboration in order to solve community problems).
- **Communications:** Coalitions can be most effective in capacity building only if they foster communications among members, the public and larger systems. Coalitions can promote communication through newsletters, television and radio programs (e.g. community access cable stations) conferences, and electronic bulletin boards.
- **Incentive Grants And Recognition:** Coalitions can encourage innovation, experimentation and diffusion of successful local programs by developing funds to incubate new strategies; and provide public recognition and awards to successful local collective efforts.
- **Public Information And Social Marketing:** Coalitions can use the media (electronic and print) to promote public involvement and ownership of initiatives. They can also assist in the identification of public priorities, concerns and resource usage. Coalitions can facilitate the fit between public needs, preferred methods of service delivery, and agency responses. Coalitions have even increased public access to resources by publishing printed or electronic resource directories.
- **Research and Evaluation:** Coalitions can facilitate their communities' learning process through research and evaluation services. It is critical for communities to have the ability to generate information for decisionmaking and self-awareness. These research services are generally too expensive and involved for any one agency to provide to the community alone. To differing degrees, all community institutions need to be able to generate and use such information.
- Coalitions can sponsor or conduct action research projects; provide evaluation technical assistance; evaluate services and products; facilitate the evaluation of other local programs; train local evaluators to work more effectively and

¹⁸⁸ Chavis, D. M., Florin, P., & Felix, M. R. J. (1992). Nurturing Grassroots Initiatives for Community Development: The Role of Enabling Systems. In T. Mizrahi & J. Morrison (Eds.), *Community and Social Administration: Advances, Trends and Emerging Principles*. Binghamton, NY: Haworth Press cited in Chavis, David M., Ph.D., *Association for the Study and Development of Community, It Takes A Just And Capable Village: Prevention Strategies For Community Justice*, Paper presented at the Research Seminar on Communities, Crime, and Justice sponsored by the National Institute of Justice, George Washington University, Washington, D.C. March, 1997 <http://www.capablecommunity.com/asdc/pubs.html>

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- appropriately with community leadership; provide feedback on research findings; develop research-based action principles to guide prevention strategy development.
- The discussion paper underestimates the strength of the connection between community justice practice and research with regard to evaluation and generalization in the area of prevention. Several national community justice prevention initiatives incorporate sizeable commitments to evaluation for decisionmaking and capacity building at the national and local levels. The Community Prevention Partnerships and Prevention Coalitions programs sponsored by the Center for Substance Abuse Prevention (CSAP) made proportionately large commitment to their national cross-site evaluations. CSAP also required grantees to allocate between 10 and 20 percent of their local budgets on evaluation. Local evaluators are accountable to the local coalition drug and alcohol abuse prevention coalition (and the lead agency). CSAP provides training and consultation assistance to local evaluators on research methods and methods for increasing local use of the information. Partnerships and coalitions reported increasing use of evaluation information for planning and decision making over the five years of the program. The cross-site evaluation teams work collaboratively with local evaluators and also provide technical assistance to them.
 - The National Funding Collaborative on Violence Prevention (NFCVP) has developed similar expectations and commitments. NFCVP has more linked its cross-site evaluation and technical assistance providers. The national cross-site and local evaluators have carefully developed an interdependent relationship for data collection and feedback. The cross-site evaluation team has provided workshops for both evaluators and program staff on evaluation and program issues. These programs, the community building programs mentioned earlier, and other initiatives related to community justice have led in the development of new perspectives and methods for useful evaluation, such as cluster evaluation (Jenness and Barley, 1995)¹⁸⁹and empowerment evaluation (Fetterman, Kaftarian, & Wandersman, 1995)¹⁹⁰and drawn upon longer practices in participatory evaluation (Whyte, 1991).¹⁹¹

Conclusions

- If there is going to be community justice, there must be healthy, just, and capable communities. Coalitions and other collaborative can be strategically used to develop community capacities and resilience in order to prevent and resist the threats to community justice.
 - The most important component – an active citizenry – is a monumental challenge and is frequently abandoned in frustration.
- The driving force for a healthy, just, and capable community is citizens that hold their institutions accountable to them.
 - Active citizens insure that institutions meet their needs through community organization, participation in the political process, and participation in other governance structures.
- Community organization and development methods have been able to mobilize the most destitute communities into action.
 - Community justice programs have to make a genuine investment in independent widespread citizen organizing and participation methods.

¹⁸⁹ Jenness, M. and Barley, Z. (1995). Using Cluster Evaluation in the Context of Science Education Reform. *New Directions in Program Evaluation*, 65, 53-71. cited in Chavis, David M., Ph.D., Association for the Study and Development of Community, *It Takes A Just And Capable Village: Prevention Strategies For Community Justice*, Paper presented at the Research Seminar on Communities, Crime, and Justice sponsored by the National Institute of Justice, George Washington University, Washington, D.C. March, 1997 <http://www.capablecommunity.com/asdc/pubs.html>

¹⁹⁰ Fetterman, D. M., Kaftarian, S.J., & Wandersman, A. (1996). *Empowerment Evaluation*. Thousand Oaks, CA: SAGE Publications, Inc cited in Chavis, David M., Ph.D., Association for the Study and Development of Community, *It Takes A Just And Capable Village: Prevention Strategies For Community Justice*, Paper presented at the Research Seminar on Communities, Crime, and Justice sponsored by the National Institute of Justice, George Washington University, Washington, D.C. March, 1997 <http://www.capablecommunity.com/asdc/pubs.html>

¹⁹¹ Whyte, W.F. (Ed.). (1991). *Participatory Action Research*. Newbury Park, CA: SAGE Publications. cited in Chavis, David M., Ph.D., Association for the Study and Development of Community, *It Takes A Just And Capable Village: Prevention Strategies For Community Justice*, Paper presented at the Research Seminar on Communities, Crime, and Justice sponsored by the National Institute of Justice, George Washington University, Washington, D.C. March, 1997 <http://www.capablecommunity.com/asdc/pubs.html>

Research Framework for a Review of Community Justice in Yukon
Community Justice –Crime Prevention

- Genuine community mobilization methods will bring greater accountability and responsiveness, it will also bring greater conflicts to be transformed.
- To paraphrase Saul Alinsky: It's a law of nature, if there is going to be change there is going to be friction, if there is friction, there will be heat. The heat will bring us justice if we recognize it is as part of the process for building community.¹⁹²

¹⁹² cited in Chavis, David M., Ph.D., Association for the Study and Development of Community, It Takes A Just And Capable Village: Prevention Strategies For Community Justice, Paper presented at the Research Seminar on Communities, Crime, and Justice sponsored by the National Institute of Justice, George Washington University, Washington, D.C. March, 1997 <http://www.capablecommunity.com/asdc/pubs.html>