



POLICY RESEARCH INITIATIVE HORIZONS

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EMERGING DEVELOPMENTS AND KNOWLEDGE IN PUBLIC POLICY RESEARCH

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Welcome!

This issue examines public safety and crime in Canada, including crime prevention, complementary alternatives to the conventional judicial system and law enforcement. The issues of public safety and crime extend far beyond the judicial system itself. Dialogue on public safety encompasses legal, social, economic and cultural

aspects. What's more, the explosion of information technology has given rise to new types of crime in a virtual world that is all too real for its victims.

It is often said that crime is a symptom of deeper societal failures and problems. Understanding and addressing these systemic issues

means drawing on a broad range of individual, community, national and international assets and approaches, including the varied insights of different disciplinary perspectives. This issue of *Horizons* is intended to profile a cross-section of ideas and findings that may inform policy directions.

Hack Attack(s)

"70% of Fortune 500 companies surveyed by Computer Security Institute (US) experienced at least 1 security breach on their computers in 1999. The Intrusion Detection Study (summer 1999 in 6 federal government departments) identified 80,000 alarms, 500 malicious incidents and 55 actual attempts to get access, (and) 19 serious attacks."

For more information, see: Royal Canadian Mounted Police, *Environmental Scan 2000*, p. 44. Available at: <http://www.rcmp-grc.gc.ca>

A Safer Gun?

"Biometric identification emerging as more effective means of authentication

- based on fingerprints, face or voice identification
- White House and Smith & Wesson signed agreement in March 2000 that paves way for personalized gun – can only be fired by owner – to be on market in 3 years
- Mytec Technologies Inc. of Toronto supplying scanning device to unlock weapon by recognizing owner's fingerprint"

For more information, see: Royal Canadian Mounted Police, *Environmental Scan 2000*, p. 43. Available at: <http://www.rcmp-grc.gc.ca>

Policy Reflections

"...while we proclaim 'access to justice' as a goal, what we really mean is 'access to law.' "

Roderick Macdonald,
President of the Law
Commission of Canada,
*Expanding Horizons:
Rethinking Access
to Justice in Canada,*
March 31, 2000.

Next Up!!!

Globalization, and the interdependence it creates, pervades Canadian public policy. The next issue of *Horizons* will highlight the research and findings of the national policy research conference, *canada@the world.ca*, and the Canadian Policy Research Awards. Of particular focus will be Canada's role and place in an interdependent world.



Executive Brief



Beyond Crime and Punishment

The issues of crime and public safety have a direct impact on Canadians. As globalization deepens, odds are that this impact on citizens will manifest itself in increasingly varied ways.

For example, the development of technology and communication networks has led to new public safety concerns, such as computer hacking, which challenge current national legislative frameworks. Closer to home, the growth of private security measures, such as gated communities, vividly shows citizens' concerns for their physical safety. While the seemingly growing incidence of international corruption and crime has had major repercussions on the spread and distribution of economic prosperity and market stability.

With this context in mind, the capacity of Canadian and international institutions needs to be closely examined to ensure that they are up to the task at hand. Beyond launching a fresh debate on public safety, these new threats can shake citizens' confidence in existing institutions.

Crime is one of many challenges affecting the health and direction of civil society. Citizens count on the ability of our institutions to prevent crime and provide safety. Their doing so is essential to social cohesion. Only by addressing the root causes of

criminal activity, and not just the overt symptoms of crime, will it be possible to strengthen citizens' confidence and trust while also ensuring their safety. Trust is

“In the past, the issues of crime and public safety have been dealt with mostly through law enforcement and criminal justice. This one-dimensional approach, centred mainly on the symptoms of crime, must be complemented by new tools and new visions to meet citizens' expectations in light of the new global challenges affecting them.”

the glue of civil society — a powerful enabler of prosperity and a high quality of life. The relationship of trust that exists between society and private and public institutions is essential to our nation's success. We ignore threats to it at our peril.

The complexity of the threats to human safety requires strategic and prospective research in order to help institutions to more effectively face these challenges and continue to be worthy of citizens' confidence. For instance, the multidisciplinary approach used in the PRI's Social Cohesion Network and Global Challenges and

Opportunities Network (GCON) has yielded insight into crime- and safety-related issues, in particular alternative crime-prevention approaches and the management capabilities of our national and international institutions. The research results achieved through this innovative multidisciplinary approach will be available shortly and will be the subject of discussions during the upcoming national policy research conference canada@theworld.ca.

In the past, the issues of crime and public safety have been dealt with mostly through law enforcement and criminal justice. This one-dimensional approach, centred mainly on the symptoms of crime, must be complemented by new tools and new visions to meet citizens' expectations in light of the new global challenges affecting them. The goal is to develop policies that meet the multiple challenges posed by crime, while also promoting public safety and earning the continued trust of citizens.

Laura A. Chapman,
Executive Director,
Policy Research Secretariat



Upcoming Events



DATE	EVENTS
NOVEMBER 8, 2000	<p>ISUMA: Canadian Journal of Policy Research, Second Issue (Early Childhood Development – Toronto Launch) – Les Presses de l'Université de Montréal and the Policy Research Secretariat are pleased to co-host the launch of the second issue of ISUMA: Canadian Journal of Policy Research on November 8 at the Children's Own Museum from 5:30 to 7:00 p.m. Presentations and discussions will take place with guest speakers Dan Offord, McMaster University, Allen Zeesman, Applied Research Branch of Human Resources Development Canada and David Thompson, Children Secretariat, Government of Ontario. For more information, please contact Chris Gregory at c.gregory@prs-srp.gc.ca or consult the PRI web site at http://policyresearch.gc.ca.</p>
NOVEMBER 9, 2000	<p>ISUMA: Canadian Journal of Policy Research, Second Issue (Early Childhood Development – Montréal Launch) – Les Presses de l'Université de Montréal, l'Institut de la Statistique du Québec and the Policy Research Secretariat are pleased to co-host the launch of the second issue of ISUMA: Canadian Journal of Policy Research on November 9 at the Sainte-Justine Hospital from 5:00 to 7:00 p.m. Presentations and discussions will take place with guest speakers Yvon Fortin, Institut de la statistique du Québec, Richard Tremblay, Groupe de recherche sur l'inadaptation sociale chez l'enfant and David Fransen, Centre for Healthy Human Development, Health Canada. For more information, please contact Patrick Morin at p.morin@prs-srp.gc.ca or consult the PRI web site at http://policyresearch.gc.ca.</p>
NOVEMBER 14-17, 2000	<p>Fifth International Metropolis Conference – This fifth conference organized by the Metropolis International Secretariat will take place at the Pan Pacific Hotel and the Vancouver Convention and Exhibition Centre. This year's conference will include discussions among senior policy-makers, leading academics and non-governmental actors through plenary sessions and workshops. Topics include social, cultural and economic capital; creating opportunity; managing gateways and change; and investing in the future. For more information, please see their web site at: http://international.metropolis.net/events/vancouver.index_e.html.</p>
NOVEMBER 30-DECEMBER 1, 2000	<p>National Policy Research Conference <i>canada@theworld.ca</i> – The Policy Research Secretariat is pleased to host its third annual conference <i>canada@theworld.ca</i>. This year's event is featuring a day of pre-conference technical workshops organized by Statistics Canada on November 29. In addition, the agenda includes workshops and panel discussions, inviting the participants to explore both Canada's emerging role in global society and the impact of global interdependence on Canadian public policy. Themes include adapting to change, realizing opportunity, securing risks and belonging. The conference will take place at the Westin Hotel and Ottawa Congress Centre in Ottawa. For more information, please see http://www.theworld.ca or contact us at canada@theworld.ca.</p>
NOVEMBER 30, 2000	<p>Canadian Policy Research Awards Dinner – Recipients of the Canadian Policy Research Awards will be honoured at a special dinner being held at the Westin Hotel. These prizes celebrate the innovative thinking of talented individuals and groups who have worked to create and disseminate policy research knowledge. For more information, please contact Roger Roberge at r.roberge@prs-srp.gc.ca or see the PRI web site at http://policyresearch.gc.ca.</p>



Network Columnist

Improving Our Knowledge of Victimization and the Impacts of Crime

UNDERSTANDING VICTIMIZATION

The role of information on victimization and the impacts of crime is becoming more important in criminal justice policy development, particularly in the areas of organized crime and transnational

National Strategy on Community Safety and Crime Prevention supports community initiatives, which address root causes of crime and victimization. The Policy Centre for Victims' Issues within Justice Canada works to

surveyed police, government (e.g., tax revenue), industry and other sources of data, including expert opinions, to identify and gauge a number of impacts: economic (e.g., loss of personal or public funds); social-political (e.g., impacts on vulnerable groups, effects on public attitudes, foreign policy linkages); environmental impacts; health and safety (e.g., health issues associated with illegal drug use); and violence generation (the level of violence associated with each kind of offence or activity).

“There is still little consensus on how to measure and track the scope of the organized and transnational crime problems, and how to assess specific dimensions of impact in a consistent and reliable way. Analytical tools that are required have not yet been fully developed.”

The Study showed that organized crime has broad and significant impacts. The concepts it developed are valuable references in the ongoing debate on questions related to impact and victimization and the appropriate approaches for measuring the scope of the problems at hand.

crime. This arises from a need to demonstrate the effects of organized and transnational crime on individual Canadians and their communities. We talk, for example, of the impacts of drug trafficking on public health, of elderly persons victimized by fraudulent telemarketers, of women victimized by international criminals trafficking in human beings, and of the implications of child pornography on the Internet.

There has been a great deal of innovation in criminal justice policy and programs over the past 10 years that relates to crime prevention, community impacts and victimization. The federal government works with provinces and territories to implement policies and programs to prevent crime and to respond to the needs and concerns of victims of crime. The

address victims' issues and to help ensure that the perspective of victims of crime is considered in the development of policies and legislation. Community policing, with a focus on involving community members in defining problems and solutions at the local level, has been a priority for the RCMP and police forces across the country for some time.

IMPACTS OF ORGANIZED CRIME

In 1998, the Department of the Solicitor General of Canada released highlights of the *Organized Crime Impact Study*. The Study was a first attempt to grapple with the question of the seriousness of organized crime, considering such offences as drug trafficking, money laundering, contraband smuggling, trafficking in hazardous waste and the production of counterfeit goods. It

MEASURING IMPACTS

The Department of the Solicitor General, the Canadian Centre for Justice Statistics, the RCMP and Justice Canada, in concert with provincial and territorial governments and the police community, are exploring options for the development of a national data collection framework for organized crime and a range of impact assessment methodologies. There is, however, little consensus on how to measure and track the scope of organized and transnational crime problems and how to assess specific dimensions of

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impact in a reliable way. Analytical tools that are required have not yet been fully developed. Nonetheless, data on the impacts of crime and dimensions of victimization can be applied to a number of purposes:

- **Priority Setting:** Impact data, basic statistics and trend analysis assist in deciding what issues require priority attention and what resources are needed in policy development and program implementation.
- **Legislative Development:** Impact and victimization data can be valuable in drafting legislative proposals not least by providing a focus on the needs and interests of both general and specific constituencies. Equally, the courts now look for solid analysis and data in their consideration of legislation against the requirements of the *Charter of Rights and Freedoms*.
- **Performance Measurement:** Developed concepts of victimization, operationalized through impact assessment and trend analysis, assist in defining program objectives and are vital for performance evaluation.
- **Citizen Engagement:** Consistent with community policing and citizen-centered service, an informed public is better able to participate in the definition of community problems and in crafting community-

based solutions. Information and data on impact and victimization can assist communications and consultation activities involving the public. Likewise, general awareness of the scope and impacts of crime in our communities assists in building public support for government policy directions.

Current discussions among federal and provincial officials regarding organized crime have confirmed that a broad concept of victimization needs to be adopted to meet the four purposes sketched above. This conclusion was also reflected in discussions among federal departments participating in the Transnational Crime Working Group of the PRI Global Challenges and Opportunities Network.

INCLUDING AND BEYOND COMMUNITIES

Personal victimization is at the core of any concept of impact. It allows us to focus on the effects that organized crime and transnational crime have on individuals and their communities. In addition to this, the policy development process needs to consider broader concepts related to victimization, for example, the notion of the environment or the economy as the “victim”, how society at large can suffer from organized and transnational crime, and possible effects related to governance and public institutions.

This allows for a more systematic assessment and articulation of the public policy relevance and implications of various manifestations of crime.

The focus on victimization and impact issues is intensifying in the organized crime and transnational crime areas. A multi-sectoral approach is required to address the complex crime and public safety issues we face. Criminal justice data is one source of information. Data related to trade, demographic shifts, consumer behaviors, labour and migration patterns and other issues need to be reviewed to identify ways to shed more light on the incidence and impacts of crime. Private sector information, such as corporate information on frauds, can play an important role in the analytical process. As noted above, input from community-based and voluntary groups is essential in problem definition and the development of local solutions. Equally apparent is the utility of comparative analysis of jurisdictions across Canada and of other countries. These are some of the key questions and opportunities in developing a long-term research agenda on organized crime and transnational crime issues.

Jamie Deacon
 Director,
 Solicitor General Canada

Highlights of the *Organized Crime Impact Study* are available at <http://www.sgc.gc.ca>.



Newsletter Note

Speaking With One Voice RCMP Launches Initiative To Help Community Justice Forums Share Experiences

Across Canada, more and more offenders own up to their guilt in front of a community justice forum instead of facing a traditional court. The RCMP has recently launched an initiative to help Community Justice Forums (CJF) groups share common experiences and enhance the new relationships that result between communities and the police.

“Restorative justice sits solidly within the RCMP’s community policing philosophy,” says Dr. Don Loree, in charge of the Research and Evaluation Branch of Contract, Community and Aboriginal Policing Services (CCAPS). “We have held a number of cross-Canada meetings to look at ways to ensure [this approach to justice] is used effectively. We want to encourage communities to work with us and take responsibility for CJF programs.”

The cross-Canada meetings were first directed at commanding officers, Criminal Operations Officers and other senior members to generate awareness in this alternative approach to justice. “The last one we held was aimed at inspectors, sergeants and constables. We shared problems and best practices by video conference and teleconference.”

Many current examples of restorative justice are coming out of aboriginal communities, but the concept applies in any culture, Loree stresses. “We would encourage restorative justice wherever possible,” he says. “As the Commissioner said in his 1998 directional statement, it is applicable in any situation.” In addition, while CJF programs often target first-time young offenders, Loree feels the approach

could work for all ages “and potentially any offence, depending on the views of the victim, the Crown and the prosecutors.”

The RCMP strategy includes introducing CJF concepts to cadets at the Training Academy at Depot, and to other groups within the Force. “We have a training team which includes people from

“We would encourage restorative justice wherever possible. While CJF programs often target first-time young offenders, the approach could work for all ages and potentially any offence, depending on the views of the victim, the Crown and the prosecutors.”

– Dr. Don Loree

Human Resources. We want to ensure consistency in training and we will explore the possibility of accreditation as well.”

Police and community groups outside the RCMP are also getting in on the action. After receiving RCMP training in community justice forums, police officers at the Carleton Place Ontario Provincial Police detachment outside of Ottawa produced their own manual which they are sharing with interested parties.

“I think the concept is catching on,” Loree says, “although it’s slow.” One impediment could be different levels of jurisdiction, whether municipal, provincial, territorial or federal, that affect and are affected by restorative justice. Still, Loree says Nova Scotia and British Columbia are two provinces where

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the concept is doing very well. He himself belongs to a group with representatives from government and the judiciary that is looking at jurisdictional and other issues concerning CJF from a broad national perspective.

Dr. Jharna Chatterjee, another CJF advocate in CCAPS, launched a newsletter for CJF groups across all divisions following the teleconferences. The fledgling publication, named the *RCMP Community VOICE*, is designed to help members and non-members communicate ideas and discuss issues surrounding community justice forums. *VOICE* stands for Victim-Offender Interaction in Community for Equity. Chatterjee is also conducting research and evaluation of CJF initiatives.

Of the two reports that Chatterjee has completed so far, the first focuses on the effectiveness

of the RCMP's restorative justice training workshops, and the second on the CJF facilitators' and participants' views.

Results to date showed satisfaction among CJF facilitators and participants. Offenders found the process very fair, Chatterjee says, and they said the CJF showed them the impact of their wrong actions and motivated them to undo the harm. Victims said they were willing to give offenders a second chance and were less fearful of being victimized again. A majority of participants stated that justice was done, she reports, and they would choose CJF instead of the court if faced with the same situation again.

This article by **Brenda Zanin** was originally published in June 1999 by *Pony Express*, the newsletter of the RCMP.

2000 National Policy Research Conference

- 👑 **The Policy Research Initiative's** third national conference features more than 50 workshops, panel discussions and plenaries, as well as a day of technical workshops.
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Policy Research
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Canada



Guest Columnist



Trusting Information Age Security

TRUSTING TRANSACTIONS

In Francis Fukuyama's *Trust: The Social Virtues and the Creation of Prosperity*, trust is seen as a decisive factor in ensuring economic prosperity. Societies that have trusted market and social relations, such as Canada, the United States and Japan, prosper; those that do not, such as Russia's "kleptocracy," are left behind.

Market transactions are founded on trust. Canadian history has shown that the currency of exchange, whether it is wampum, the playing card money of New France or beaver furs, is less important than the trusted relationship in which the transaction takes place.

Fast forwarding to the information age, there is little doubt that trusted and secure electronic marketplaces are essential to realizing the benefits of electronic transactions, such as purchase order processing, the transmission of credit card information and remote access transactions. Buyers and sellers must have the same high level of confidence in ether-based transactions as they do when the transaction takes place face to face. If they do not, both sides will simply avoid those parts of e-world that they do not consider safe.

INTERNET SECURITY: THE ESSENTIALS

Five building blocks of security for Internet transactions have been identified:

1. *Confidentiality* ensures that information is not disclosed to unauthorized parties;
2. *User Authentication* ensures the parties involved in the transaction are who they say they are;
3. *Access Control* ensures that only authorized persons can access certain electronic information;
4. *Data Integrity* ensures that data has not been modified or tampered with during transit, from the time it left the originator to the time it reached the recipient; and,
5. *Non-Repudiation (User Accountability)* ensures that neither party can revoke or deny their role in the transaction or make false claims about posing or accepting an offer.

In order to realize the great potential of the information age, governments and the private sector have been working to create comprehensive and viable Public Key Infrastructures (PKI). These infrastructures support a common set of security services, enabling seamless, transparent and trust-

worthy electronic transactions for users through a combination of algorithms, protocols and derived tools for communications. A digital signature, the electronic equivalent of a mechanical "wet" signature, is a fundamental electronic commerce feature that requires a PKI. Like the Internet, PKI started within governments and has moved swiftly to internal corporate communications and now business-to-business transactions. The technology is just now being applied to business-to-consumer and government-to-citizen products and services.

In these efforts, credit is due to the Government of Canada for taking a leading role among governments in the creation, use and adoption of this technology through:

- the joint establishment (with the US Federal Government) of comprehensive security standards such as FIPS 140-1;
- the establishment of the Treasury Board PKI Task Force; and,
- the Government of Canada's Certification Practice Statement, which is recognized as a model worldwide and greatly influenced the US federal model and models being employed in China, Japan and Europe.

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Significant market spin-offs from Canada's trail blazing role have accrued in the form of first-mover advantages. It was the Government of Canada's collaborative research study with Nortel Networks in 1992 that led to the creation of **Entrust Technologies**, which has become a recognized global market leader in solutions that bring trust to e-business. PKI products and services are maturing rapidly. They are increasingly offered in the form of tailored, individualized services to companies and governments. We are now at a point where trusted relationships are possible in virtual marketplaces that are no different than those in the physical equivalent. This has enormous benefits, not only for Canadian business, but also for Canadian consumers, who, perhaps for the first time, will have choice and convenience regardless of geographic location.

WHAT ABOUT THE LEGAL ASPECT?

Legal recognition of the use of PKI and its support of digital signatures is advancing quickly. Some activities include:

- *UN Model Law on Electronic Commerce*¹ is intended to advance the legal standing

of electronic commerce by removing barriers to computer-based trade;

- *Uniform Commercial Code (UCC)*² has an illustrative list of security procedures that tend to support public-key security. Many jurisdictions

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and US states have moved to give legal effect to electronic documents through digital signature legislation; and,

- *Bill C-54*³ is designed to support the delivery of electronic service by protecting personal information that is collected, used or disclosed in certain circumstances and by providing for electronic means to com-

municate and record information on transactions.

The legislation is designed to be technology neutral and is expected to be applied to new technology as it develops. For example, sometime in 2003 the crossover will occur whereby more users will be Internet connected through cell phones than personal computers, and a lot of electronic commerce will in fact be mobile commerce, or e-commerce conducted through cell phones and other mobile computing devices.

Both private and public sector service providers need to further develop their e-service models by providing Canadian consumers and citizens with ubiquitous e-market products and services. This can only be done if businesses and governments adopt sound security procedures

so as to provide their clients with the confidence and trust they need to conduct transactions electronically.

Brian O'Higgins
 Executive Vice President and Chief Technology Officer, Entrust Technologies Inc.

For more on Entrust Technologies, see <http://www.entrust.com> and <http://www.entrust.net>.

¹ <http://www.unicitral.org/en-index.htm>

² <http://www.law.cornell.edu/ucc/ucc.table.html>

³ <http://www.parl.gc.ca/36/1/parlbus/chambus/house/bills/summaries/c54-e.htm>.



Eyewitness



E-Markets: Enabling E-Growth World Wide

The development of the Internet and e-commerce is challenging our public and private sector institutions' ability to ensure personal security in a virtual world that lies beyond the reach of national legislation. The special advisor to the Secretary for the Digital Economy in the US Department of Commerce, Elliott Maxwell, broached the issue of the Internet and the expansion of world markets at the OECD 2000 Forum, *Partnerships in the New Economy*, held in Paris from June 26 to 28.

Maxwell indicated that the growth of information technologies and e-commerce is an inescapable phenomenon. He pointed out that information technologies (IT) accounted for more than 50% of the United States productivity growth during the second half of the 1990s, even though this sector represents less than 9% of total US output.

According to Maxwell, the information highway's phenomenal expansion – not only in the US but also throughout the world — is creating numerous challenges for national governments. These new challenges include ensuring IT access to an ever-expanding community of users, transforming governments into model-users, creating an environment conducive to Internet development, and capitalizing

on opportunities offered by new networks for citizens and the development of societies.

Economic growth and user security issues are also pressing. According to Maxwell, this points to the need for a legal framework to manage electronic transactions, but also to protect consumers/users. Such matters as electronic contracts, digital signatures, rate and tax structures and the legitimacy of national jurisdictions within a virtual world all need to be addressed by decision-makers in order to instill confidence in users.

It is only by creating such criteria that governments will be able to combat Internet crime, enhance security and gain consumers' trust. As noted by Elliot Maxwell, **challenges posed by IT are not limited strictly to problems of access and exclusion based on economics, but also involve cultural, linguistic, geopolitical, social and personal security issues.** To promote the growth and use of these technologies internationally, we must first implement national policies that will help instill confidence in citizens and ensure personal safety and security.

For more information see: Elliott Maxwell, *The Internet: Expanding Global Markets*, available at: <http://www.oecd.org/forum2000/speeches/pdf/maxwell.pdf>.

Bookmark



Pornographic Internet Markets Pedophilia

"The Internet has fast become the principle contemporary medium through which child pornography is distributed and disseminated. As a result, a number of countries have taken steps to help address this problem. There are, however, a number of difficulties that are encountered when attempting to do so.

The magnitude of the Internet and its history of being unregulated complicate present attempts to control illegal on-line content and activity. The Internet and computer technology available to pedophiles also helps them to elude police. Perhaps the greatest obstacle faced when attempting to control the problem, is that illegal on-line activity often transcends borders.

Current methods of managing the problem include legislation, industry self-regulation, hotlines, advocacy groups, Internet police, Internet filtering software, education, and parental supervision. None of these procedures will be entirely effective unless national governments cooperate to institute the measures necessary to control the problem. For this, a highly coordinated global approach, which combines multiple forms of regulation, is essential."

For more information see: Steven Kleinknecht, *Child Pornography and Pedophilia on the Internet: A Review of the Literature and Other Current Findings*. (Ottawa: Department of Justice, Research and Statistics Division, in print).





The International Politics of Responsibility

The illicit drug trade has long been a fixture on the international political agenda. **For most of that time the focus was on interdiction - decreasing the production and trafficking of narcotic drugs, especially marijuana, heroin and cocaine. Underlying this focus on interdiction was the politics of responsibility - who is to blame for the production and trafficking of illicit narcotics?**

The politics of responsibility, on one hand, is about the laying of blame on developing countries. The argument is as follows: "if you did something about the people in your country who produce illicit and dangerous substances, drugs would not be flooding the streets of cities in advanced industrialized countries, causing addiction and crime." On the other hand, the politics of responsibility is also about the placing of blame on governments in advanced industrialized countries. Leaders from the developing world note that "if governments in Canada, the United States and in Europe did something about the people using narcotics, there would not be a market and, therefore, an incentive to produce drugs." Within multilateral forums, the politics of responsibility was reflected in the debate on the standoff between supply reduction and demand reduction strategies of interdiction.

Two developments forced a change in the debate. First, drug addiction and the social problems associated with drug addiction increased in producer

and transit countries. Island states in the Caribbean have been particularly affected by this problem. Second, the production and use of synthetic and chemical drugs, especially *amphetamine type stimulants* (ATS) increased. Unlike plant-based drugs, ATS do not rely on specific climatic, soil and temperature conditions. The raw materials are close at hand and the production techniques simple. Production facilities can be small, mobile and set up close to the market. Moreover, precursor chemicals used to make ATS have benign dual uses and are available commercially.

As a result of these two developments, the distinction between who is a producer and who is a consumer is blurred. For example, ATS are produced in Canada - we are a producer and a consumer nation. In Southeast Asia, a leading source of heroin and opium, the arrival of ATS has heralded a new era. These drugs are now being produced for an exploding local market.

The international community has responded. At the 20th Special Session of the UN General Assembly on the World Drug Problem in June 1998, world leaders agreed to *The Political Declaration on Global Drug Control*, which recognized that "action against the world drug problem is a common and shared responsibility requiring an integrated and balanced approach." This was a breakthrough placing demand reduction on an equal footing with supply reduction. Reinforcing this, world leaders also approved *The Declaration on Drug Demand Reduction*, the first comprehensive multilateral agreement on demand reduction. At the Okinawa Summit, G8 members reaffirmed their commitment dealing with demand and production. Closer to home, in June 1998, Health Canada released *Canada's Drug Strategy*, one basic principle of which is maintaining supply and demand reduction strategies.

The old politics of blame still emerge from time to time but the basis for that argument has changed.

Philip Pinnington
 Department of Foreign Affairs and
 International Trade

ISUMA #2 Early Childhood Development

The main theme of the second issue of ISUMA: Canadian Journal of Policy Research/Revue canadienne de recherche sur les politiques will be early childhood development. The issue will be released in November. Contributors include: Clyde Hertzman, Richard Tremblay, Ercilia Palacio-Quintin, Nicole Marcil-Gratton and Céline Le Bourdais, Jerome Kagan, J. Douglas Willms, Fraser Mustard and Dan Offord.



Network Columnist



Public Safety in a Digital Age

CRIMES AT A CLICK OF A BUTTON

Technological advances have created an electronic environment which has been embraced not only by individuals and businesses everywhere, but also by criminals and terrorists for communication, recruitment, and the carrying out

moves at ever increasing speeds. Globalization has significant implications for the political and social order, for the safety and security of all our citizens and for the ways in which countries need to work together to address these new threats.

markets. This might be expected to result in less investment in Canada.

A recent survey found that 91 percent of Canadians consider organized crime a problem.¹ One of every two Canadians believes that organized crime is a serious threat. The issues of organized crime bring together many different political, social, economic and technological policy considerations. These new threats can only be dealt with effectively through interdepartmental and international cooperation.

“International law develops slowly; data moves at ever increasing speeds. Globalization has significant implications for the political and social order, for the safety and security of all our citizens and for the ways in which countries need to work together to address these new threats.”

NEW CRIMES, NEW POLICY QUESTIONS

The changing nature of crime and terrorism raise fundamental policy questions. Our traditional concept of sovereignty must deal with the fact that computer networks know no national boundaries. We must find a way to adjust our notions of sovereignty with the reality that borders have little meaning for those people engaged in criminal activities. This is difficult given that sovereignty helps define who we are; it strikes at the core of our identity. Nonetheless, the provision of the safety and security of citizens is one of the fundamental responsibilities of states. In today's world, we are impelled to discharge our responsibilities creatively, flexibly and in conjunction with others.

In the global village, the world is our neighbourhood. In the new environment of high speed, low cost communications, countries must develop policies, legislation

of operations. New technologies facilitate variations on old crimes and have spawned new types of crime. New crimes include such offences as Internet and telemarketing fraud, theft of debit and credit cards and of electronically stored data and destructive attacks on information and communications systems through the dissemination of commuter viruses.

How do we investigate cases of high-tech crime, seize electronic evidence and capture the proceeds of crime when information can be erased at the touch of a button or moved across national borders without detection? How do we create laws that will ensure that national borders do not provide offenders with opportunities to hide their identity or location and to conceal evidence in an effort to evade detection? International law develops slowly; data

THE HUMAN COST OF OLD AND NEW CRIMES

The impact of crime increases as the world becomes smaller. The 1999 Human Development Report of the UN Development Program estimated that organized crime syndicates grossed \$1.5 trillion per year – a sum greater than all but three of the world's national economies. This sum is gained through the misery of victims – women and children forced into prostitution, the people killed by criminals wielding illegal firearms, the people who see their life savings disappear into the hands of swindlers, the young people ruined by drugs and the innocent lives lost to terrorist acts. Securities frauds also have an effect on Canadians. For instance, the Bre-X scandal caused some Canadians and foreigners to have less confidence in Canadian securities

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and practical solutions that are compatible with those of their neighbours. The list of neighbours with whom we must cooperate is much longer than at any time in the past. We share the problems not only with those countries with whom we share borders and significant trade links, but also with those who are distant from us both geographically, historically, culturally and even philosophically.

A DIGITAL WORLD AND THE PROTECTION OF PRIVACY

As more and more personal information is available and as this information is increasingly stored and transferred in a digital format, the threats to our privacy are real and serious. The digital world allows not only for the theft of credit card information, but also of personal identity. Every digital transaction we make – from the purchase of a quart of milk with a debit card to Internet use of medical and financial records – can be assembled.

Law enforcement cooperation between governments to protect citizens from the threats of international crime requires the transfer of information and raises issues of human rights and privacy. Different countries have different approaches to privacy. One of the greatest challenges facing the global community today is how to protect citizens in a changing world by balancing international policing requirements with concerns over privacy, human rights and sovereignty.

In addition to the social and political dimensions of the problem, there are important trade

and business implications. Encryption is one area where the challenges posed by time pressures, costs, the need for international policy consensus and industry cooperation merge. In its recent policy on encryption, the Canadian government underlined its commitment to encourage the growth of electronic commerce, promote privacy and protect sensitive information. At the same time, the government recognized the eroding capacity of law enforcement to lawfully intercept and obtain access to encrypted communications and data. These problems require developing balanced solutions to promote commerce and privacy while also protecting public safety.

The challenge is to maximize the benefits of globalization for

Canadians while at the same time protecting them from the threats against which, as individuals, they cannot shield themselves. Developing effective measures to deal with the numerous risks represented by globalization requires us to act in ways that previous generations could not have imagined. Until relatively recently, the cost of crime would have been seen as a purely domestic policy consideration. In our globalized world, crime is more and more an international phenomenon which can only be combated effectively by international efforts.

Terry Cormier

Director,
 Department of Foreign Affairs
 and International Trade

¹ March 1998, Angus Reid survey, Solicitor General.

Alcohol Sales and the International Trade Regime

“In the past 20 years, dramatic changes have occurred in the movement toward global economies and free/liberalized markets. Various trade agreements have been increasing international trade, challenging “unfair” trade practices and pushing to “harmonize” and coordinate regulations, taxation, policies and other public and private enterprises. Could these trade agreements affect alcohol and injury control policies? Furthermore, could trade agreements ultimately affect injury trends? Unfortunately research studies and data on this topic are scarce. In a paper published in the journal *Contemporary Drug Problems*, Vingilis, Lote and Seeley present information on the principles underlying international trade agreements and indicates how these principles could potentially affect the sales, regulations and taxation of alcohol and impact on injuries. The call is for researchers to conduct the research needed to address these questions and potential impacts.”

For a copy of the article, see E. Vingilis, R. Lote, and J. Seeley. “Are trade agreements and economic co-operatives compatible with alcohol control policies and injury prevention,” *Contemporary Drug Problems*, 2593, pp.579-620.



Bookmark



Trafficking Cinderella – A Documentary

Developed by independent filmmaker Mira Niagolova, the film *Trafficking Cinderella* takes us into a world most would prefer to believe does not exist. Since the fall of the Berlin Wall, there has been an alarming increase in the trafficking of women and children from Eastern Europe to North America. Organized criminal elements have lured these persons to cities across the continent on the promise of legitimate employ-

ment. Once in North America, however, their passports are taken and they are forced into prostitution.

Trafficking Cinderella documents a problem that is only beginning to be acknowledged. Currently, there are no quantitative studies available on the trafficking of women. In the spirit of qualitative field research, *Trafficking Cinderella* documents

the experiences of a small number of Eastern European women and children forced into the illicit sex trade, and in some cases, bought and sold throughout the world. Many of these women and children are now working out of strip clubs and massage parlors in cities across Canada.

Trafficking Cinderella – a film by Mira Niagolova – for more information contact Chris Gregory at c.gregory@prs-srp.gc.ca.

Enforcing the Law Beyond our Borders

Over the past decade, the sexual exploitation of children has emerged as a major international problem attracting the attention of governments throughout the world. In Canada, one consequence of this concern was Bill C-27, “The Canadian Child Sex Tourism Legislation,” which amended Section Seven of the Criminal Code to extend jurisdiction of Canadian courts to acts of sexual exploitation committed by Canadians against children outside Canada.

Bill C-27 is part of an emerging international consensus on the need to combat child sex tourism. **Today, twenty-four countries, including Canada, have extraterritorial legislation to combat the sexual exploitation of children. Moreover, we have seen the successful negotiation and ratification of the UN Convention on the Rights of the Child and, most recently, the international acceptance of the Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography.** Globally, there exists a high level of interest in and public pressure for prosecutions under these laws.

The Canadian consular network is also being used to promote awareness of the legislation with travelling Canadians. As part of this work, the

Consular Affairs Bureau has prepared operational guidelines for use by Canadian diplomatic and consular officers in dealing with issues relating to the Canadian child sex tourism legislation. In particular, Canadian diplomatic and consular officers are expected to play an important role in promoting awareness of the legislation overseas, to both foreign governments and Canadians travelling, working or residing abroad. The Consular Affairs Bureau is also preparing a travel brochure for combatting child sex tourism.

The Consular Affairs Bureau also coordinates an inter-agency working group to review and identify options for further implementation of the Canadian child sex tourism legislation. Progress updates have been presented to the Senate Committee Against Commercial Sexual Exploitation of Children and Youth and a report providing a detailed analysis of the implementation of the child sex tourism legislation is being prepared for Ministers’ consideration. An important future date for further consideration of these issues at the international level is the *2nd World Congress against Commercial Sexual Exploitation of Children* in Japan in December 2001.

Draft input from Consular Affairs Bureau, Department of Foreign Affairs and International Trade.



Interesting Faces

Mothers Against Drunk Drivers

Mothers Against Drunk Driving (MADD), founded by a small group of Californian women in 1980, is a non-profit grass roots organization with more than 600 Chapters and Community Action Teams in the United States and Canada. MADD's focus is to look for effective solutions to drunk driving and underage drinking problems, while supporting victims of drunk driving related crimes. From modest beginnings, MADD has become a household name.

MADD Canada was formed in 1992 to create a national network of victims and concerned citizens working to stop impaired driving and to support victims of this violent crime. Under President Carolyn Swinson's leadership, the organization has established an aggressive agenda to heighten the dialogue with Canada's politicians and promote changes to laws that will ensure safer roads for Canadians. For example, MADD Canada has been urging Parliamentarians to pass Bill C-18, an amendment to the Criminal Code that extends the maximum sentence for impaired driving causing death to a life sentence. This "Life Sentence Bill" sends a strong message to Canadians of society's intolerance for the criminal act of impaired driving.

MADD Canada has been very active in the last two years, bringing about legislative changes at the federal and provincial levels. Recent MADD activities have included: participation in a Federal Parliamentary review of impaired driving laws; participation in the establishment and development of the federal Victims Policy Office; and the release of a comprehensive review of provincial impaired driving laws called *Rating the Provinces*. Examples of current MADD Canada services offered to victims of impaired driving include: MADD Canada's *We Care Program*; court accompaniment and support during the criminal trial process; helping victims know their rights under the law; emotional support; victim advocate training; and on-line discussion forums for victims.

For more information, see: <http://www.madd.ca>.

The Aboriginal Justice Learning Network

The Aboriginal Justice Learning Network (AJLN) is a broad-based voluntary network of representatives of the conventional justice system and Aboriginal communities. Together, the representatives work for change in the administration of justice services by and for Aboriginal peoples.

The AJLN was set up in 1996 and serves as a vehicle for development, evaluation, communication, education and information sharing on alternative, restorative justice processes that are consistent with Aboriginal values and traditions. It promotes understanding of the implications of cultural differences and of the dynamics of racism, especially in relation to the justice system.

The AJLN has three basic roles. First, it acts as a link that enables groups from across Canada to share ideas and information and to stay informed about developments in the field. These might include local or regional programs, conferences, new publications, court decisions or new legislation. Second, the network offers free resources, publications and videos on aspects of Aboriginal justice, community programs and similar initiatives. Third, the Network provides funding and other support for projects that offer creative solutions to the various issues related to Aboriginal community justice. To this end, the AJLN also supports conferences, workshops and training programs across the country dealing with such subjects as sentencing circles, dispute resolution, victim services and legal issues.

For more information on AJLN see: <http://canada.justice.gc.ca/en/ps/ajln/about.html>.



Canadian Connections



Crime and Public Safety

Below is a sample of crime and public safety thinking, including innovative approaches to creating safer Canadian communities:

- **The Business Alliance on Crime Prevention** promotes business and voluntary sector partnerships related to crime prevention and identifies specific strategies to encourage broader involvement in the issue. It is one of the initiatives of the National Crime Prevention Centre which has the responsibility to implement the National Strategy on Community Safety and Crime Prevention. To learn more about this approach to partnerships, click on <http://www.crime-prevention.org/english/business/index.html>.
- Wondering about all of the hype over DNA testing and evidence? Visit this **Solicitor General of Canada** web site <http://www.sgc.gc.ca/Releases/e20000630.htm> to learn about the National DNA Data Bank, the DNA Identification Act and to see a list of Criminal Code offences where you may need to provide a DNA sample.
- **The Caledon Institute of Social Policy** offers a series of case studies which present various approaches to addressing the social and economic conditions leading to crime. The six projects provide examples of social inclusion and include an on-line healthy relationships initiative. They are available on the Caledon Institute's web site <http://www.caledoninst.org>.
- **The Nathanson Centre** focuses on research, policy development, law reform and education in the field of organized crime and corruption. It offers a comprehensive list of links and a major bibliographic database which allows searches by 10 keyword categories, including theories and conceptual models, organized crime genre and activities, each of which breaks down into numerous sub-categories. There is plenty in there so be sure to use the search tips. The database is located at: <http://www.yorku.ca/nathanson/search.htm>.
- For those of us ready to question our assumptions about crime and punishment there is the prisoner written, academic oriented **Journal of Prisoners on Prisons**, found at <http://www.jpp.org/>. The purpose of this journal is to bring the knowledge and experience of the incarcerated to bear upon more academic arguments and concerns and to inform public discourse about the current state of our penal institutions.
- For statistics on crime, public safety and other justice related issues, the justice and crime section of the Canadian Statistics menu on the **Statistics Canada** web site offers a wealth of quantitative data. To find out the number of police officers and population per police officer by province visit <http://www.statcan.ca/english/Pgdb/State/Justice/legal05.htm>.

VIRTUAL TOOLBOX:

- "As important as the harm done by crime, is the way in which a society responds — to help close the wounds and restore harmony." **Correctional Service of Canada** offers a guide for community groups, organizations and individuals who are interested in restorative justice, complete with spiritual resources for five major faiths: http://www.csc-scc.gc.ca/text/forum/rjweek/guide/toc_e.shtml.
- Clicking on <http://www.yorku.ca/research/lamarsh> will provide you with access to over 30 abstracts of research articles on various crime related attitudes and offences. These abstracts have been compiled by the **LaMarsh Centre for Research on Violence and Conflict Resolution**, which is mandated to support, conduct and disseminate the results of research on violence and conflict resolution.



From the Cyberzone



The distinction between domestic and international policy agendas is increasingly being blurred. Crime and public safety is no exception. The following web sites provide useful examples on how countries and nongovernmental organizations are coming together to cooperate on crime reduction and public safety:

<http://www.oecd.org/fatf>

The Financial Action Task Force on Money Laundering (FATF) is an inter-governmental body that develops and promotes policies to combat money laundering. The FATF monitors its members' progress in building effective anti-money laundering systems, it analyzes laundering techniques and it also promotes the adoption and implementation of money laundering counter-measures in non-member countries. FATF, through its web site, offers access to the texts of individual country's legislation and regulations on money laundering. Annual reports, published reviews and recommendations are also available from this site, enabling comparative perspectives on the fight against money laundering.

<http://www.uncjin.org>

This web site is an electronic clearinghouse of the **UN Crime and Justice Information Network**. This site offers access to data and government documents on transnational crime and crime prevention, including country-specific crime statistics, national legislation, regulation and standards, and prison data. This site also offers conference agendas and proceedings from the Commission on Crime Prevention and Criminal Justice and various drafts of the UN Convention against Transnational Organized Crime and its accompanying protocols. The data and documents that can be gained from this web source allows for both comparative and global perspectives on crime.

http://www.unesco.org/webworld/child_screen/

The UN Educational, Scientific and Cultural Organization held a conference titled "Sexual Abuse of Children, Child Pornography and Paedophilia on

the Internet." This web site offers researchers the opportunity to download the papers presented at the conference and the conference proceedings. The web site also contains a list of contacts and a variety of hypertext links to relevant organizations.

<http://www.usdoj.gov/sitemap/index.html>

The **US Department of Justice** web site is an essential resource for researchers interested in matters pertaining to crime and justice. The site offers information and practical guides on a wide assortment of subjects, from community support to youth crime prevention. You can also consult a series of US Government publications on legal, justice and crime issues.

<http://www.ncpc.org>

The National Crime Prevention Council (NCPC) is a non-profit organization devoted to crime prevention and the creation of safer communities. The NCPC offers an array of on-line program descriptions and best practices implemented all over the United States. Internet users, researchers and workers offering crime prevention services can also find numerous publications as well as practical guides for children, adolescents, families and communities.

<http://www.transparency.de/welcome.html>

Transparency International devotes its efforts to creating an international environment conducive to the fight against corruption. It is a non-governmental organization dedicated to increasing government accountability and curbing both international and national corruption through the involvement of government officials, civil society and the private sector. On the Transparency International web site you can find the *Corruption Perceptions Index*, which examines perceptions of bribe paying in developing countries by businesses from the world's 19 leading exporting countries. In addition, the site has publications, framework documents and a search engine. It also features a directory on multinational programs supporting anti-corruption efforts.



Guest Columnist



Community Crime Prevention: *Potential and Limitations*

It is a truism that any comprehensive attempt to reduce crime and victimization must include a commitment to, and an investment in, prevention. This seems promising – the herald of a better strategic approach to improve individual and community safety. Yet, it is easy to forget that prevention is a relatively recent addition to the area of criminal justice policy. It

victimization. We have come to see crime as being much like health: an effective and timely response is essential, but a lot of problems can be avoided by taking the right steps before symptoms of a problem begin to emerge.

The second assumption revolves around the question of

communities to participate actively in the design and delivery of prevention programs. We have come to believe that the best place to deliver prevention is in the community and the best people to do it are the members of that community.

CANADA'S NATIONAL STRATEGY

These themes are at the heart of the final recommendations of the National Crime Prevention Council in 1997. The Council was tasked with providing recommendations for a national strategy. It argued that any strategy had to begin with a recognition of the individual and social risk factors associated with crime and of the need to address these factors as early as possible in the development of individuals and communities. It also argued that the place to begin is with an emphasis on the needs and concerns of children and families. Finally, it insisted that the augmentation of community responsibility had to be accompanied by a significant infusion of supports and resources, especially in high needs communities, if the initiative was to be anything more than a cynical attempt to download problems and avoid responsibility.

The response was the decision of the federal government, in 1998, to invest \$32 million in a national prevention strategy and to establish the National Crime Prevention Centre as the coordinator of this initiative.

“Few areas of social policy are as fraught with errors and misconceptions as criminal justice. This is a particular problem for a strategy that places so much of the onus for problem solving on the community. Not all communities have the ability and resources necessary to identify the causes of problems and the types of programs best suited to responding to these causes.”

is only since the late eighties in Canada that crime prevention became central to community safety strategies. Moreover, our glib acknowledgement of its importance masks the need to face some crucial challenges.

TWO KEY ASSUMPTIONS

The apparent consensus over prevention is built on two key assumptions. The first is the recognition of the limits of the criminal justice system and of the need to balance our reliance on police, courts and corrections with an emphasis on the risk factors associated with offending and

how prevention gets done. On this level, the movement toward crime prevention has been strongly conditioned by the types of decentralizing pressures that have influenced so many other sectors. The consensus is that the capacity and the resources of the justice system have been stretched to their limit. The cupboard is bare and a new type of delivery system must be developed if prevention is to be given a real test. The focus is primarily on developing partnerships with other agencies and organizations and on the responsibility of com-

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The Centre has two objectives:

- *To be a centre of learning and expertise:* the goal is to improve our knowledge of what works under what circumstances and to assess the extent to which successes can be sustained and transferred. This work is supported by the Investment Fund which supports three to five year projects designed to implement and evaluate innovative approaches to prevention.
- *To support the mobilization of communities:* the goal is to encourage communities to design, implement and assess prevention programs. This work is supported by a Community Mobilization Fund, which supports short-term projects, and a Partnership Fund, which aims to create and distribute tools in support of community-based activities.

In addition, the national prevention strategy also supports the Business Alliance for Crime Prevention in an effort to encourage wider private sector participation in prevention and community mobilization.

SOME KEY CHALLENGES

Few areas of social policy are as fraught with errors and misconceptions as criminal justice. This is a particular problem for a strategy that places so much of the onus for problem solving on the community. Not all communities

have the ability and resources necessary to identify the causes of problems and the types of programs best suited to responding to these causes. In addition, it is becoming increasingly clear that the communities that most need help in dealing with crime and victimization are often those without the resources necessary to respond in an effective manner.

Actually, the evaluation research indicates that a great deal of our time, energy and resources are being wasted on programs that have been proven not to work, while too little support is being directed to initiatives that have proven to be successful, or at least show signs of promise. The challenge to the National Crime Prevention Centre is to spearhead the knowledge acquisition process and to use this information to provide expert-based leadership. The difficulty, of course, is that new knowledge can lead us in directions that can be politically unpopular. This can result in a difficult balancing act for a government-based agency.

An important part of the current move to prevention and community is the insistence that both traditional and proactive initiatives are but means to an end; the objective is individual safety and community well being. The consequence is an insistence that programs be assessed on the basis of their contribution to that end. This seems obvious, especially

in an era where most organizations are relentlessly driven by a concern for the “bottom line.” Yet, it represents a sea change in a system whose major success indicators have traditionally focused on outputs rather than on results. Governments and communities must be held accountable for supporting programs that do not work, or for failing to initiate and sustain programs that have been successful elsewhere. The challenge is to define success in clear and measurable terms. Such a definition and a methodology for cost-benefit analyses in support of it, would be the basis of a powerful accountability mechanism. This would help direct our efforts to a more effective use of resources.

The focus on success also raises the question of the extent to which communities can be held responsible for their own safety and security. There is no doubt they have a major role to play. However, it is also true that many of the factors that influence offending and victimization originate outside of the community. Local solutions to these realities are not enough. The challenge will be to integrate local responses with wider regional and national responses to the social origins of crime and insecurity.

Ross Hastings
Professor,
University of Ottawa



Research Brief

Reducing Recidivism: *Canada's First Drug Treatment Court*

Drug abuse and addiction are chronic problems often associated with persistent criminal behaviour, unemployment, homelessness and mental and physical health problems. Because the criminal justice system offers little or no addiction treatment or after-care services in the community, the rate of criminal recidivism among drug addicts is high. As part of its mandate to identify and support innovative crime prevention projects, the National Crime Prevention Centre, through its Crime Prevention Investment Fund, has provided operational and evaluation funding to establish Canada's first *Drug Treatment Court*.

Therapeutic Jurisprudence

The court officially opened in December 1998 in Toronto's old City Hall and is now in session twice a week. Like the US Drug Treatment Courts, **the Toronto court operates within a therapeutic jurisprudence framework. The primary goal of the court is to reduce harm and improve quality of life. It does not enforce strict abstinence.** Unlike drug treatment courts in other countries, the Toronto court allows drug traffickers, who are addicts and heroin users, to continue in their methadone programs. Cases brought to the court are selected according to offence and addiction criteria and sentences involve regular court appearances, urinalysis, and drug addiction treatments run by the Centre for Addiction and Mental Health (CAMH). It is expected that most clients will remain in the program for 12 –18 months.

While targeted at prostitutes and youth, any offender who is charged with a federal drug offence and who meets the other selection criteria is eligible to receive this form of conditional sentencing. Over 129 people have been admitted to the program to date.

As part of its program, the Toronto court incorporates aspects of restorative justice such as providing an alternative to imprisonment, emphasizing offender accountability and reintegration, reducing

crime, involving the community and promoting collaboration among criminal justice personnel.

Evaluating Harm Reduction

The Department of Justice and the CAMH are currently evaluating the Drug Treatment Court to determine how well the program assists in getting addicts off the street, facilitates their return to work and enhances family stability. The evaluation involves an experimental and a comparison group comprised of offenders who have been admitted to the program but who never return for treatment.

The evaluation questions include: For whom does the program best work? How might the program be adapted to serve a wider population? Has the program reduced recidivism and improved the quality of life of program participants? What happens to those who withdrew or were expelled from the program? Previous research on these questions has shown that exposure to a treatment program can have beneficial effects, and the Toronto Drug Treatment Court's early evaluation findings have been positive.

The first evaluation report was submitted March 1, 2000. While still preliminary, particularly with respect to analysis and offender follow-up, it did present some interesting indicators and findings:

- the average age of a program participant was 33 years;
- more rewards than sanctions were imposed by the court;
- nearly 75% of those admitted to the program did not re-offend;
- an average of five referrals to community resources were made per offender; housing was the most frequent referral followed by job training and education; and,
- 33% of these referrals were not fulfilled due to lack of availability or a waiting list.

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This evaluation also included a round of interviews with key respondents: judges, prosecutors, duty counsels, probation officers, court clerks and court officers, treatment providers, court liaison workers and offenders. The majority expressed optimism about the court, and offered valuable suggestions for improvement. In autumn 2000, the research team will provide a supplementary

data report and the next evaluation report will be submitted March 1, 2001.

Carol LaPrairie and Marc Gushue
 National Crime Prevention Centre

To learn more about the Treatment Court, visit the National Crime Prevention Centre web site at http://crime-prevention.org/english/publications/fact_sheet/drugE.pdf.

Across Canada



Social Dislocation Issues in the Vancouver Media

Cities and urban issues have recently come to the fore in Canada's policy research agenda. A uniquely Canadian study, *Issues 2000: Challenges on the Western Urban Landscape* provides a comprehensive scan of the key concerns facing Western Canada's seven largest cities. In preparing this report, the Canada West Foundation monitored four major city newspapers over a one-year period, conducted two dozen interviews with key civic leaders, journalists, and academics from each of the seven western metros, and analyzed annual reports issued by the four provincial departments of municipal affairs.

Issues 2000 notes that across Western Canada, the urban agenda has moved beyond traditional municipal issues of land-use planning, development permits, city parks, roads, water,

and sewers to encompass a wide variety of concerns related to social dislocation. Issues such as poverty, crime, drug use, urban decay, and local health services now top the list of city concerns. The municipal agenda now cuts across the federal, provincial, and municipal jurisdictional divide.

The city of Vancouver, more than most other Western Canadian cities, reflects the shift from traditional municipal issues to concerns of social dislocation. It is apparent that issues such as illicit drug use, poverty, urban decay in the Eastside and crime are receiving more media attention than in other cities. Indeed, 15 percent of all the articles scanned mentioned the issue of illicit drug use and its devastating impact, making it the number one newspaper story in Vancouver. This issue did not make the top ten in any other Western city.

Like all big cities, Vancouver has a number of different social problems related to crime, but the focus remains on the production, trafficking, and criminal activity related to illicit street drugs. It is estimated that the production, sale and export of illegal drugs in British Columbia is worth \$3 billion per year. Moreover, Vancouver has an estimated 6,000 to 10,000 drug addicts, an estimated 40 percent of whom are believed to be HIV positive or suffer from Hepatitis C. In 1997, the rate of HIV infection for addicts was 18 percent, the highest in the developed world.

For more information see Casey Vander Ploeg, Glenn Blackett and Michael Bates, Canada West Foundation. *ISSUES 2000: Challenges on the Western Urban Landscape*. Available at <http://www.cwf.ca/>.



PRI Update

A Look at GCON's Transnational Crime Projects

In November 1996, the Global Challenges and Opportunities Network (GCON) was established as one of four research networks under the Policy Research Initiative (PRI). This network examined the international dimensions of Canadian public policy. Within the network, five working groups were established, including one on transnational crime.

The Transnational Crime Working Group championed and steered three research projects with the aim of identifying policy research gaps and establishing research priorities related to global challenges and opportunities. These projects included:

- Alternative Approaches to Combating Transnational Crime;
- Impact of Corruption of Foreign Public Officials/Policy Responses; and,
- Trafficking in Human Beings: Federal Policy Responses.

Project funding was provided by the Solicitor General of Canada, the Canadian Security Intelligence Service, Status of Women Canada, Citizenship and Immigration Canada, Justice Canada, Environment Canada, the Department of Foreign Affairs and International Trade, the Canada Customs and Revenue Agency, the Policy Research Secretariat and the Canadian International Development Agency. Other federal partners participating in the projects included: the

RCMP, the Department of National Defence, and the Canadian Centre for Justice Statistics.

All three projects were designed to be exploratory in nature. The Alternatives Project, for example, was developed to explore alternative approaches within and beyond traditional law enforcement and criminal justice system models to combat organized crime, especially approaches developed in other countries that might be applied in or adapted to Canada. With respect to corruption, federal officials felt we needed to assess the possible scope and impact of corrupt practices of foreign public officials on Canada, including linkages between organized crime and corrupt business practices. Finally, the Trafficking project was designed to assess the key elements of a Canadian governmental response to trafficking, as well as possible next steps toward a strategy to combat trafficking, with a focus on policy development and coordination.

While the Trafficking project will not be completed until late fall in order to permit the integration of the research findings with the results of a policy roundtable held on June 29, 2000, the Alternatives and Corruption projects are now completed. The process of preparing the reports for public dissemination has just begun; the reports should be publicly avail-

able through the Internet by the end of the year. Two of the projects – Alternatives and Trafficking – will be showcased in a “Transnational Crime” session taking place as part of the PRI's upcoming Third Annual Policy Research Conference, November 30-December 1, 2000, in Ottawa.

The experience of undertaking these three transnational crime projects under the aegis of the PRI/GCON has proven to be useful, especially from the perspective of the lead departments managing the projects. **A lot of hard work went into these projects! Working horizontally – that is, pooling often limited resources, financial, intellectual, and otherwise – has certainly enriched the project results, but also entailed additional work for those departments without a dedicated research sector. The challenge of effecting consensus among federal partners, with often diverse policy research needs, required concessions in some cases, but resulted in a unique product that might not have been otherwise generated.** In the end, strong working relationships were forged among the participating federal partners that will continue on in the PRI as well as in other forums for addressing public safety and human security.

Joan Fisher

Department of the Solicitor
General of Canada



Eyewitness

Expanding Horizons: *Rethinking Access to Justice in Canada*

On March 31, 2000, Justice Canada hosted a symposium *Expanding Horizons: Rethinking Access to Justice in Canada*. Approximately 100 people from across Canada attended the Symposium, including members of the judiciary, representatives from the Law Commission, officials from the police, justice service practitioners and leading thinkers from outside the justice domain. The purpose of the symposium was to take the pulse of those from the justice community on the state of access to justice in Canada.

Participants left the Symposium with one clear message; **we now have in Canada an appetite for change among leaders from both inside and outside the justice system. While the Symposium did not produce a recipe for change, it did endorse efforts to put in place guideposts to help us set up a more accessible justice system.**

From the outset participants maintained that access to the *justice system* is not access to *justice*. Roderick Macdonald, President of the Law Commission suggested that “we come to focus on ‘access’ to justice rather than justice itself; and while we proclaim ‘access to justice’ as a goal, what we really mean is ‘access to law.’ The most significant concerns about justice faced by Canadians have little to do with narrowly cast legal rights; they have to do, rather, with the recognition of respect.”

Many participants suggested that providing access to justice is contingent upon recognizing the

diverse needs of Canadians. In other words, one size does not fit all. Indeed, issues of gender, race and class underpinned the discussions and, in the process, emphasized the challenge of assuring access to justice for diverse, marginalized and disadvantaged groups.

Many participants described the traditional justice system as being ill equipped to meet the needs of communities. They argued that the capacity to resolve problems actually rests within community-based justice programs and initiatives. However, while supporting community-based approaches, many participants cautioned against discounting the role of the traditional justice system.

The issue of sharing power and resources in order to achieve access to justice surfaced at several junctures of the Symposium. Existing resources must be shared to allow experimentation with new access to justice initiatives.

The Research and Statistics Division of Justice Canada will continue to examine the wealth of information that came out of the Symposium in a series of reports. In addition to a full report detailing the proceedings and the outcomes, other more analytical documents are being planned to accompany the Symposium proceedings.

Ab Currie and Steven Bittle
 Department of Justice Canada

Criminal Justice 2000

The U.S. National Institute of Justice commissioned a four-volume series of reports examining how research influences policies and practices and how future policies and practices can build on the current state of knowledge. The themes developed for these volumes were purposefully broad in scope to provide contributors the

freedom to explore issues across criminal justice disciplines. With contributions from over 30 criminal justice professionals, the series covers topics such as drugs and crime, juvenile justice, domestic violence, community justice, mental illness and the criminal justice system, community policing, sentencing reform,

information technology, and court performance, among others. The volumes are designed to stimulate thought and discussion among policymakers, practitioners, and scientists and result in future research endeavors.

The volumes can be downloaded from the National Institute on Justice web site: <http://www.ojp.usdoj.gov/nij/pubs-sum/cj2000.htm>.





Can Restorative Justice Mend Strained Relations?

At the Second Social Cohesion Network Quarterly Workshop, held May 4, 2000, in Ottawa, David Daubney, Coordinator of Sentencing Reform at the Department of Justice, Danny Graham, Special Advisor in the Youth Justice Section of Justice Canada, and Elizabeth White, Executive Director of the St. Leonard's Society of Canada, responded to the question *can restorative justice mend strained relations?*

The Panellists defined *restorative justice* as “a process whereby all the parties with a stake in an offence come together to resolve how to deal with the aftermath of the offence and its implications for the future.” Principles of restorative justice include:

- crime is a violation of relationships among people, not just against the state;
- all those affected by crime have roles and responsibilities in addressing harm;
- affected parties should be involved in the justice process; and,
- there is emphasis on restoration, problem solving and prevention of future harm.

In response to the issue of *when restorative justice is most appropriate*, the panellists agreed that the readiness of the community to accept the legitimacy of the restorative justice process was essential. The volunteer sector has a key role in preparing communities for use of restorative justice techniques. One panellist suggested while restorative justice was viewed as useful for those crimes at the lower end of the spectrum, it could be applied for even more serious crimes. Moreover, aspects of restorative justice could be applied at all stages of the justice system, from before arrest right through to the release of an offender from a correctional facility.

The panellists also shared their views on successful examples of restorative justice and the evidence that community and social benefits result from restorative justice processes. The First Nations experience with the application of restorative justice was cited a number of times. The panellists noted that some First Nations communities have a cultural foundation for restorative justice practices.

One panellist highlighted the experience of inmates sentenced to life taking part in restorative justice activities where they meet directly with victims to gain a first-hand understanding of the consequences of their actions. It was noted that there exists significant anecdotal evidence of success. More research and evaluation, however, should be conducted.

Can restorative justice play a greater role in Canada's judicial system? There needs to be a broad-based understanding in Canada that the justice system is more than simply the police, courts and correctional facilities. Another condition leading to greater acceptance is the level of dissatisfaction with the current justice system. Included in this group are victims whose needs are left behind in the mechanics of the justice process and offenders who do not have the opportunity to understand the consequences of their crime. The justice system must incorporate all the people connected to an offence.

In conclusion, the panellists agreed that restorative justice can mend strained relations. With its emphasis on community involvement and on meeting the fundamental needs of those in the justice process, restorative justice was identified as a powerful tool for social cohesion.

Corruption Worldwide

“Actions can be taken to reduce corruption, but the fight against it cannot be seen independently from the need to reform the role

of the state. The reason is that a certain role of the state almost inevitably creates a fertile ground for corruption.”

Vito Tanzi, *Corruption Around the World - Causes, Consequences, Scope, and Cures*, IMF Working Paper 98/63, (Washington D.C. : International Monetary Fund, 1998).





The International Criminal Court

“The creation of an international criminal court represents, without a doubt, a big step forward for humanity. The air was thick with metaphors and superlatives as the Statute of the Court was adopted in Rome, July 17, 1998. Almost two years after this great day and those displays of enthusiasm, it seems paradoxical that only eight States have ratified the Statute and accepted the jurisdiction of the Court. While the slow ratification process can be attributed at times to legitimate technical constraints, it still boils down to the States’ reticence to abandon part of their sovereignty in favour of a system of international jurisdiction. **The fear of seeing their citizens tried for major crimes in a public, international forum runs deep. Indeed, it is the foreign policy of these States which could be brought before the eyes of the world, if not brought into question.**” [translation]

William Bourdon, *La Cour pénale internationale : Le statut de Rome*, (Éditions du Seuil, 2000), p. 329.

Policy Centre for Victim’s Issues, Justice Canada

Established in March 2000, the Policy Centre for Victim’s Issues, will receive \$20 million over the next four years to develop and coordinate federal initiatives to strengthen the voice of victims in the criminal justice system.

Objectives of the Policy Centre for Victim’s Issues are to:

- Coordinate federal victim initiatives and play a role in ensuring that restorative justice approaches are victim-centred;
- Encourage joint federal-provincial-territorial projects, including research, and the development and dissemination of information about the role of victims in the justice system;
- Support programs and services, public education initiatives, conference and research by experts and victim advocates;
- Support and encourage initiatives to help children, sexual assault victims and victims of family violence; and,
- Conduct research and evaluate current initiatives to determine what will be of benefit to victims.

For more on the Policy Centre for Victim’s Issues, see: <http://canada.justice.gc.ca/en/ps/voc/index.html>.

Crime Trends

“Police-reported crime rate declined for 8th consecutive year in 1999

- 5% lower than 1998 - lowest since 1979
- violent crimes- homicide, attempted murder, aggravated assaults, robbery - declined but overall still 5% higher than 10 years ago
- firearm use diminishing but use of other weapons up slightly
- rate of cheque frauds down - credit card frauds up - other frauds down (telemarketing, false representation, etc.)
- provincial rates range from low of 5,921 crimes/100,000 people in Newfoundland to a high of 12,155/100,000 in Saskatchewan”

Royal Canadian Mounted Police. *Environmental Scan 2000*, September 2000, p.53. Available at: <http://www.rcmp-grc.gc.ca>.



Did you know?



The following are results from the report *Family Violence in Canada: A Statistical Profile 2000*, prepared by the Canadian Centre for Justice Statistics, Statistics Canada.

- The 1999 General Social Survey estimated that, in Canada,

7% of people who were married or living in a common-law relationship experienced some type of violence by a partner during the previous 5 years. The rate was similar for women (8%) and men (7%). However, women were more likely than men to report what could be considered

more severe forms of violence and were more likely to report repeated victimizations.

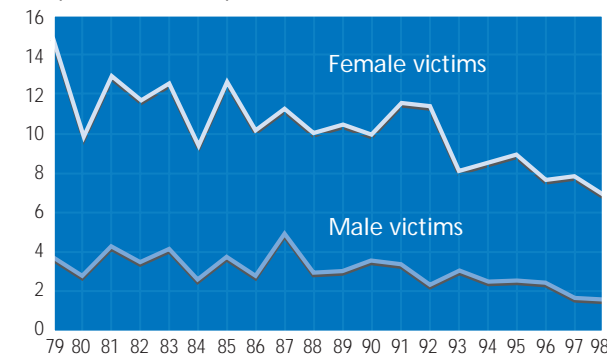
- Older adults are more likely to be victimized by non-family members (67%), the highest proportion of whom are strangers.

When questioned about abuse by children, caregivers and spouses, older adults were more likely to experience emotional and financial abuse than physical or sexual abuse. Older men (9%) were more likely than older women (6%) to report being victims of emotional or financial abuse.

- The rate of spousal homicide has declined gradually over the past two decades, particularly wife killings. The rate has declined by 52% for wives, from 15 per million couples in 1979 to 7 per million couples in 1998. For husbands, the rate has dropped from a high of 5 per million couples in 1987 to 2 per million in 1998.

Spousal homicide rate, Canada, 1979-1998¹

Rate per 1,000,000 couples



^r revised

¹ Based on revised July 1 population estimates from annual Demographic Statistics 1999 for men and women legally married, in common-law relationships, divorces or separated.

Source: Statistics Canada, Canadian Centre for Justice Statistics, Homicide Survey.

Bookmark

The Federal Government and the RCMP

Nicholas d'Ombrain argues that the relationship between governments and police is an important element of the bond between the citizen and the state. The relationship is subject to important constitutional principles that support democratic rule. It is also shaped by the attitudes of the general public, government officials and police forces. For the federal government and the RCMP, institutional arrangements and history also play important roles in shaping the relationship. In sum, there is no more complicated or difficult set of relationships in the entire machinery of government than those between governments and police. D'Ombrain argues that the relationship on the whole has been unsatisfactory. This is due in part to inadequate public debate about the ways of ensuring both investigative independence and appropriate accountability and democratic control. He concludes by outlining some ways of improving this vital relationship.

For more information see: Nicholas d'Ombrain, "The Federal Government and the RCMP," *Canadian Public Administration / Administration Publique du Canada Volume*, volume 42, no. 4, (winter 2000), pp. 452-475.

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